Agenda

HYNDBURN
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Council

Thursday, 16 July 2026 at 7.00 pm,
Council Chamber, Town Hall, Accrington

Membership

Councillor Noordad Aziz (Mayor) in the Chair,
Councillors Judith Addison, Vanessa Alexander, Heather Anderson, Sohail Asghar, Mike Booth, Paul Brown, Stephen Button, Jodi Clements, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Stewart Eaves, Shabir Fazal OBE, Melissa Fisher, Jordan Fox, Andy Gilbert, Gaynor Hargreaves, David Heap, Ashley Joynes, Zak Khan, Clare McKenna, Anthony Mitchell, Dave Parkins, Lance Parkinson, Miles Parkinson OBE, Kath Pratt, Clare Pritchard, Ethan Rawcliffe, Steven Smithson, Joel Tetlow, Tina Walker, Kate Walsh, Clare Yates and Mohammed Younis

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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 - 28)*

To confirm as correct records, the minutes of the Annual Council and Special Council meetings both held on 28th May 2026 and the Mayor Making Council meeting held on 20th June 2026. (Attached)

5. Question Time *(Pages 29 - 30)*

To deal with any questions submitted under Council Procedure Rule A2.2(vi). The deadline for the receipt of questions has now expired. One eligible question has been received. (Report attached)

Rules of Debate

- Up to 30 minutes will be allowed for this item.
- Questions will be put by the chair of the meeting and will receive an oral answer.
- Questions which cannot be put within the allotted time will receive a written answer within 10 working days

6. Constitution Update *(Pages 31 - 34)*

Report attached.

7. New Arrangements for Question Time at Council Meetings *(Pages 35 - 60)*

Report attached.

8. Adoption of the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) *(Pages 61 - 380)*

Report attached.

9. Scoping Consultation for the new Hyndburn Local Plan *(Pages 381 - 416)*

Report attached.

10. DBS Checks for Councillors *(Pages 417 - 422)*

Report attached.

11. Matters Exempted from the Call-In Procedure *(Pages 423 - 428)*

Report attached.

12. Minutes of Cabinet *(Pages 429 - 470)*

To receive the Minutes of the Cabinet meetings held on 18th March 2026 and 22nd April

2026 (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.

13. Minutes of Committees *(Pages 471 - 500)*

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).

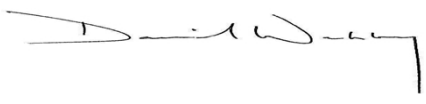
Meeting (Municipal Year 2025/26)	**Date**
Resources Overview and Scrutiny Committee	23rd February 2026
Communities and Wellbeing Overview and Scrutiny Committee	9th March 2026
Special Scrutiny Committee	25th March 2026
Planning Committee	15th April 2026
Management Review Committee	23rd April 2026

14. Motion(s) submitted on Notice *(Pages 501 - 502)*

Report attached.

Rules of Debate

- Each motion shall be debated for no more than 20 minutes before being put to the vote.
- No more than one and a half hours in totality shall be allowed at each meeting for the debate of all motions



Chief Executive
Scaitcliffe House,
Ormerod Street,
ACCRINGTON BB5 OPF

Wednesday, 8 July 2026

COUNCIL (ANNUAL MEETING)

Thursday, 28th May, 2026

Present: Councillors Judith Addison, Vanessa Alexander, Josh Allen, Heather Anderson, Sohail Asghar, Noordad Aziz, Mike Booth, Paul Brown, Stephen Button, Jodi Clements, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Stewart Eaves, Shabir Fazal OBE, Melissa Fisher, Jordan Fox, Andy Gilbert, Gaynor Hargreaves, David Heap, Ashley Joynes, Zak Khan, Clare McKenna, Anthony Mitchell, Dave Parkins, Kath Pratt, Clare Pritchard, Ethan Rawcliffe, Steven Smithson, Joel Tetlow, Tina Walker, Kate Walsh, Clare Yates and Mohammed Younis

Apologies: Councillors Lance Parkinson and Miles Parkinson OBE

The Mayor for 2025/26, Councillor Josh Allen, welcomed all to the meeting. A brief statement followed about the filming of proceedings and filming generally within the Town Hall, followed by a fire safety announcement.

1 Election of Mayor 2026/27

It was proposed by Councillor Munsif Dad BEM JP and seconded by Councillor Melissa Fisher, that Councillor Noordad Aziz be elected Mayor of the Borough of Hyndburn for the Municipal Year 2026/27.

The nomination was put to the **VOTE** and was **CARRIED**.

Resolved - That, in pursuance of Section 23 of the Local Government Act 1972, Councillor Noordad Aziz be elected to the Office of Mayor of the Borough of Hyndburn for the Municipal Year 2026/27.

There was a round of applause from the Chamber and a brief adjournment was called, whereupon the newly-elected Mayor, Councillor Noordad Aziz and the retiring Mayor Josh Allen, along with the Leaders of the political groups present and the Chief Executive, retired to the Mayor's Parlour.

Following the adjournment, Councillor Aziz took his place in the Mayor's seat and the former Mayor attached the Mayoral Fob to the Chain of Office. The Mayor then read aloud and signed the Declaration of Acceptance of Office of Mayor.

The new Mayor thanked the outgoing Mayor and Mayoresses for their service and commented that they would be a hard act to follow. The Mayor also thanked those councillors and officers who had supported him throughout his years as an elected member, leading up to this honour. He indicated that he would make a more formal acceptance speech at the appropriate item.

2 Election of Deputy Mayor 2026/27

The Mayor invited nominations for the election of Deputy Mayor of the Borough of Hyndburn for the Municipal Year 2026/27. It was proposed by Councillor Munsif Dad BEM JP and seconded by Councillor Meissa Fisher that Councillor Stewart Eaves be elected to the Office of Deputy Mayor. It was further proposed by Councillor Gaynor Hargreaves and seconded by Councillor Ashley Joynes that Councillor Joel Tetlow be elected to the Office of Deputy Mayor.

The Mayor decided to take the vote in the order that the individual had been nominated. Accordingly, the nomination of Councillor Eaves was taken first. That nomination was put to the **VOTE** and was **CARRIED**. No vote was, therefore, required on the second nomination.

In response to a point of order raised by Councillor Fazal, the Chief Executive reiterated that it was not now possible to hold a vote on the nomination of Councillor Tetlow. He explained that a majority of more than 50% of the votes cast had been in favour of Councillor Eaves and clarified that in any vote, abstentions did not constitute a vote and should not be counted in the calculation of a majority.

Resolved - **That, in pursuance of Section 24 of the Local Government Act 1972, Councillor Stewart Eaves be elected to the Office of Deputy Mayor of the Borough of Hyndburn for the Municipal Year 2026/27.**

Councillor Eaves then read aloud and signed the Declaration of Acceptance of Office of Deputy Mayor.

3 Apologies for absence

Apologies for absence were submitted on behalf of Councillors Lance Parkinson and Miles Parkinson OBE.

4 Declarations of Interest and Dispensations

There were no declarations of interest or dispensations submitted.

5 Announcements

The Mayor announced that during his tenure he would aim to ensure that everyone in the Chamber was treated with respect and dignity. The culture around debate in the Chamber had moved forward in a positive manner in recent times. He acknowledged the role played by the late Councillor Marlene Haworth, in improving members' behaviour at meetings. He encouraged all to fulfil their office with integrity and he undertook to Chair meetings with this objective in mind.

Councillor Dad made the following announcements:

<u>Congratulations</u>

The Leader offered his congratulations to the Mayor on his appointment. He could justifiably be very proud of his 14 years' service as a councillor and he thoroughly deserved the position. Councillor Aziz was a Great Harwood man through and through. Councillor Dad expressed delight both for Councillor Aziz and for his family.

He also paid thanks to Mr Josh Allen, who had been an excellent ambassador for the Borough during his mayoral year.

Bullough Park – Green Flag Bid

The Council was due shortly to submit a bid for the Green Flag Award for Bullough Park in Accrington. If successful, the award would complete a record-breaking number of such awards in the Borough. Some £50k had been set aside in the budget to carry out a number of improvements at the site. This was in addition to the £200k already spent on improvements to date. Work to date had included the planting of some 3,600 trees, and the creation of a pond and wildflower meadow. Future work included improved accessibility and the provision of some new benches.

The park could soon join the 11 other Green Flag open spaces in the Borough. Judging would take place in April 2027. Improvements across the Borough had ben on-going for around two decades and was a credit to the dedicated staff involved. The aim was to obtain the same recognition for Bullough Park.

Oswaldtwistle Civic Theatre

Work had now commenced on the roof repairs, with contractors on site from last week erecting the necessary scaffolding. Around £0.5m had been committed to the renovation of the Civic Theatre since 2025, including £10k from Theatres in Trust. The Leader thanked Councillor Zak Khan for his interest in this project and his support.

David Welsby, Chief Executive, made the following announcement:

Local Elections Outcome

He welcomed new councillors to the authority and to their first formal meeting. New members present tonight comprised Councillor Sohail Asghar (Progressive Hyndburn) and Councillors Paul Brown, Jordan Fox, Gaynor Hargreaves, Ashley Joynes, Anthony Mitchell and Joel Tetlow (Reform UK). The Council now had three main political groups and a fourth smaller group comprising Councillors Shabir Fazal and Sohail Asghar. He also welcomed back Councillors Jodi Clements (Labour and Co-operative) and Steven Smithson (Conservative) who had been re-elected.

6 Confirmation of Minutes

The Minutes of the meeting of the Council held on 26th March 2026 were submitted for approval as a correct record.

In respect of Minute 367 – Announcements: Local Government Reorganisation (LGR), Councillor Steven Smithson asked for an update and queried whether it was known if the May 2027 local elections would go ahead. The Leader responded that the Government was committed to LGR and that five different proposals had been submitted by the various councils in Lancashire. A decision was expected in July on the Government's preferred option. The next stage would be to consult upon this option and to consider the details. The question of local elections in 2027 had not yet been raised with local authorities by the Government, but if it did, the Council would provide a response.

Resolved - **That the Minutes of the Council meeting held on the 26th March 2026 be approved as a correct record.**

7 Appointment of the Council Leader 2026/27

Members were asked to appoint the Leader of the Council for a one year term, from this meeting until the Council's Annual Meeting in 2027, and nominations were invited accordingly.

In December 2010, the Council had adopted the Leader and Cabinet Executive (England) Model, in accordance with the Local Government and Public Involvement in Health Act 2007. This had taken effect from 9th May 2011.

Under this arrangement, the Council had elected the Leader for a four-year term. The Localism Act 2011 had subsequently removed the requirement for the Leader to be elected for a four-year term, leaving the duration of tenure to local choice. In 2024, the Council had reverted to electing the Leader annually. It was proposed that the Council should retain the system of appointing the Leader annually for 2026/27.

The Leader was responsible for –

- determining the size of the Cabinet (which must be a minimum of 3 councillors, up to a maximum of 10, including the Leader);
- appointing the members of the Cabinet and appointing one of the Cabinet to be the statutory Deputy Leader of the Council;
- allocating portfolios or areas of responsibility to the various Cabinet members;
- allocating decision-making powers to the Cabinet and to individual Cabinet members; (although in Hyndburn the Cabinet made all decisions collectively) and
- removing and replacing Cabinet members.

In addition, the Leader was responsible for deciding how the Council's executive functions would be exercised and for making the delegation of executive powers to officers. Council would still approve a scheme of delegation of non-executive functions to officers and this would be considered later in the agenda.

The Leader nominated a statutory Deputy Leader, who would exercise the Leader's powers if the Leader was unable to act, or the post of Leader became vacant.

Council was, therefore, requested to elect a Leader in accordance with those arrangements.

The report included a suggestion that if more than one nomination was received at the meeting, these would be put to the vote in turn and alphabetically by surname, as had happened in previous years. However, the order of voting was at the Mayor's discretion.

A nomination for Councillor Zak Khan was **MOVED** and **SECONDED**, following which a nomination for Councillor Munsif Dad BEM JP was **MOVED** and **SECONDED**.

The Mayor considered the order in which to take the votes and, having previously taken votes in the order of receipt of the nomination for the Appointment of Deputy Mayor (Minute 2 refers), he determined to do similarly for this item.

On being put to the **VOTE** the motion to appoint Councillor Zak Khan as Leader of the Council for 2026/27 was **LOST**.

Then, on being put to the **VOTE** the motion to appoint Councillor Munsif Dad BEM JP as Leader of the Council for 2026/27 was **CARRIED**.

The Mayor gave his congratulations to Councillor Dad. The Leader then thanked the Council for supporting his appointment to this role for a third consecutive year and also thanked the members of his own group for supporting his leadership of the Labour group for a fourth year. He undertook to do his best in these roles and indicated that he wished to work constructively with all of the Opposition groups. He intended operate an 'open door' policy in support of his duty to work for the benefit of the residents of Hyndburn.

The Council had developed an ambitious Capital Programme of £36m, the delivery of which would be a huge task. The Council wanted to progress these schemes before LGR and a Member Group had been established to monitor and oversee delivery of the programme.

The new Local Plan had been given the green light by the Inspector and should be available for approval at the next Council meeting. This would set out the authority's 15 year vison for the development of housing and employment sites. The Planning Committee now had more say in the use of premises as Houses in Multiple Occupation (HMOs) across the whole Borough, following the recent implementation of an Article 4 Direction.

Further investment in the Borough was available via £1.5m Pride in Place funding, which would provide 6 play areas across the various townships. Work was already taking place to renovate the Civic Theatre, in Oswaldtwistle. Accrington Town Hall would return the Council's control from 1st April 2027 and some investment would follow. Some £0.5m had already been invested in Mercer Hall to bring it back into use.

It was likely that LGR would be fully implemented. Councillor Dad confirmed that he was working across Lancashire with the other council leaders. Hyndburn had supported the three unitary authority model and had set out a case for Accrington as the most appropriate location for the headquarters any new East Lancashire authority.

In summary, he was committed to delivering the controlling group's Budget promises and would also listen to ideas from Opposition group leaders. He reiterated his thanks to councillors for their support and the opportunity to take the Council forward.

Councillor Khan delivered a short speech about the leadership challenge. He had prepared two speeches, one in the event that he was elected as Leader of the Council and second if that was not the case. He explained why some members of his group had abstained from the second vote on this matter. In effect, if an alternative administration had not been installed, then a minority administration would appear to be the most viable option. The only options available were as follows:

(a) A Conservative, Reform UK and Progressive Hyndburn collaboration - This did not appear to be viable, as there were significant differences in political ideology between the parties, notwithstanding the fact the group leaders got on well personally.

(b) The Conservative group could have all voted against Councillor Dad's nomination and the installation of a minority Labour administration - However, the absence of a Council Leader could damage inward investment, would bring the Council's work to a standstill and might lead to unproductive wrangling in the Council Camber.

(c) Accepting a minority Labour administration - The responsible and most pragmatic approach would be to acknowledge that Labour was still the largest group on the Council by a significant margin. The Conservative group recognised that a minority administration was the only workable route forward.

In view of (c) above, the Conservative and Reform UK groups could provide a strong but constructive Opposition and it was requested that the new Leader of the Council should work cross-party by engaging with all political groups on the Council. The following actions would help to cement this relationship:

- Opposition representation on the Accrington Town Centre Board (for example, by the continuation of Councillor Ashley Joynes' LCC appointment);
- Opposition involvement in business growth;
- Opposition involvement in the renovation of the Civic Theatre, Oswaldtwistle;
- Opposition involvement in capital expenditure decisions, to drive forward investment; and
- Opposition involvement in the appropriate use of Reserves.

The above list represented key Conservative principles. The Conservative group would remain opposed to socialist values while in opposition, but did wish to be constructive.

On a personal level, Councillor Khan commented that he had been born and bred in the area and had been elected to represent its residents. He believed that this was the right way forward under the circumstances. He expressed the view that local government was not about national politics, but about providing quality local services. All councillors had a duty to make this work and to distribute improvements fairly across the whole Borough. During the election campaign, a clear message had emerged that residents were tired of 'toxic politics'.

Resolved **- That Councillor Munsif Dad BEM JP be elected Leader of the Council for a one year period, with his term of office ending at the Council's Annual Meeting in May 2027.**

8 Declaration of the Returning Officer for the Local Elections on 7th May 2026

The following list of persons elected at the Borough Council elections on 7th May 2026 was provided:

Electoral Ward	Name and Address of Elected Councillor	Party
Clayton-le-Moors	Councillor Miles PARKINSON	Reform UK
Huncoat	Councillor Anthony David MITCHELL	Reform UK
Immanuel	Councillor Steven SMITHSON	Conservative

Milnshaw	Councillor Joel Michael TETLOW	Reform UK
Netherton	Councillor Jodi CLEMENTS	Labour & Co-operative
Overton	Councillor Jordan John FOX	Reform UK
Peel	Councillor Ashley JOYNES	Reform UK
Rishton	Councillor Lance Miles Lee PARKINSON	Reform UK
Spring Hill	Councillor Sohail ASGHAR	Independent
St Andrews	Councillor Gaynor Louise HARGREAVES	Reform UK
St Oswalds	Councillor Paul BROWN	Reform UK

Resolved - **That the list of persons elected at the Borough Council elections on 7th May 2026 be noted.**

9 Appointment of Committees, Sub-Committees, Panels and Working Groups

The Leader of the Council submitted proposals for the appointment of Committees, Sub-Committees, Panels and Working Groups for the Municipal Year 2026/27, including the terms of reference for those bodies. In accordance with paragraphs 3.2, 4.5, 5.1 and 5.3 of the report, Appendices 1, 2 and 3 comprising the terms of reference and the proposed membership of the various bodies were tabled at the meeting, by way of an addendum to the main report. The addendum also included updated political balance information and revised committee sizes, following the formation of a fourth political group on the Council.

The annual meeting of Council was required to establish Committees, Sub-Committees, Panels and Working Groups and to determine their terms of reference.

The current terms of reference for the various constituted bodies were set out in Part 3 of the Constitution - Responsibility for Functions and were reproduced in the addendum to the report:-

Appendix 1: Terms of Reference of Council, Cabinet and Committees.
Appendix 2: Terms of Reference of Panels and Working Groups.

Where appropriate, any minor and consequential amendments had been made to the existing terms of reference, to incorporate revised legislation and changes to national policies.

Allocation of Seats

The Local Government and Housing Act 1989 and Local Government (Committees and Political Groups) Regulations 1990 required that the number of seats on committees and sub-committees reflected the overall political balance of the Council. Section 15(1)(b) of the Act required the Council to review the representation of different political groups on those bodies at the Annual Council meeting (or as soon as practicable after that meeting).

The overall political balance on the Council had changed following the local elections on 7th May 2026. There were now four political groups across the Council and the number of seats held by each political group for the 2026/27 Municipal Year was as follows:-

Table 1

Labour & Cooperative	17 seats	48% of seats
Conservative	8 seats	23% of seats
Reform UK	8 seats	23% of sates
Progressive Hyndburn	2 seats	6% of seats

The Council comprised 35 elected members.

The total seats available across the Council was 87, which should, in so far as was practicable, be divided between the political parties in the ratios as set out above.

It should be noted that some adjustment to the ratios shown above might be required in the final allocation of seats across the Council to take into account the following principles as required by the legislation:

(a) Not all seats to go to the same group;
(b) If a group has a majority on the Council, it should receive a majority of seats on each committee;
(c) Total number of seats across all bodies must be proportionate (subject to (a) and (b));
(d) Seats on each body (ie. Committee, sub-committee etc) must be proportionate (subject to (a) to (c)).

Details of the Council's proposed committees and sub-committees, the number of seats available and allocation of seats were set out in Table 2 below. There were several proposed amendments to the current committees, as follows:

- Communities & Wellbeing Overview & Scrutiny Committee - Reduce from 8 to 6
- Management Review Committee - Increase from 5 to 6
- Planning (Trees) Sub-Committee - Reduce from 5 to 4
- Resources Overview & Scrutiny Committee - Reduce from 8 to 7
- Standards Committee - Increase from 8 to 9
- Judicial Committee (Private Hire & Hackney Carriage Licensing) will now be known as the Taxi Licensing Committee

Table 2

Committee	Size	Labour	Conservative	Reform UK	Progressive Hyndburn
Communities O&S	6	3	1	2	-
Resources O&S	7	4	2	1	-
Special O&S	8	3	2	2	1
Standards	9	5	2	2	-
Planning	13	7	3	3	-
Trees Sub-committee	4	2	1	1	-
Taxi Licensing	6	3	1	1	1
Licensing	14	4	4	5	1
Licensing Sub-committee	3	2	1	0	-
Audit	6	3	1	1	1
Management Review	6	3	1	1	1
Standards Sub-committee	5	3	1	1	-
Total seats	87	42	20	20	5
% of seats	100%	48%	23%	23%	6%

The proposed membership of each committee forming Appendix 3(a) to the report was set out in the addendum to the report. Where there were any gaps in the allocation of seats to councillors, a delegated authority to the Chief Executive to make the appointments in consultation with the relevant political group leaders was proposed.

Establishment and Membership of Panels and Working Groups

The membership of Panels and Working Groups did not need to be politically balanced. A schedule of these bodies, including the number of seats available was set out in the addendum to the report as Appendix 3(b). There were several proposed amendments to the current bodies, as follows:

- Leaders Policy Development Board - Increase from 5 to 6
- Local Joint Negotiating/ Consultative Committee - Increase from 3 to 5
- Disestablishment of the Learning and Development Panel
- Disestablishment of the Local Plan Working Group

The proposed terms of reference and composition of the Panels and Working Groups were set out in the addendum to the report as Appendix 2.

The proposed membership was also included within Appendix 3(b). Where no names had been submitted in advance and these were not subsequently provided at the meeting, a delegated authority to the Chief Executive to make the appointments in consultation with the relevant political group leaders was proposed.

Cabinet

Cabinet membership and allocation of portfolio responsibilities was within the power of the Leader. The Cabinet membership and positions for 2026/27 would be determined as soon as practicable and circulated for information. The details were not available in time for the Annual Council meeting on this occasion.

Appointment of Co-opted Members to Overview and Scrutiny Committees

All appointments of co-opted members had been reviewed during 2025 and successful applicants had been appointed until the Annual Council Meeting in 2026. Co-optees were normally appointed for a two year period. A report on any nominations received for 2026 to 2028 would be provided to a future Council meeting.

Appointment of Substitute Members

A member of the Council who could not attend a meeting could appoint a reserve member not serving on that particular Committee, Sub-Committee, Panel or Working Group to act as a substitute, in accordance with Council Procedure Rule A26.8.

Members were reminded that no substitute members could be appointed in respect of the Standards Committee.

It was also reported that members of the Licensing Committee, Taxi Licensing Committee (formerly the Judicial Committee (Private Hire and Hackney Carriage Licensing)) and Planning Committee and their substitutes were required to undertake specific training because of the quasi-judicial nature of the decisions taken.

As in previous years, it was proposed to widen the scope of the substitution arrangements to allow for any member, rather than just a reserve member, to be appointed, subject to the limitations described in paragraphs 8.2 – 8.3 of the report.

The Leader of the Council reported the following amendments the membership of the Communities and Wellbeing Overview and Scrutiny Committee, as currently set out in Appendix 3(a) of the addendum:

- the removal of Councillor Jodi Clements and the addition of Councillor Stewart Eaves; and
- the appointment of Councillor Stewart Eaves as Chair of the committee.

Resolved

(1) That the terms of reference of Council, Cabinet and other constituted bodies, as outlined in Appendices 1 and 2 of the addendum to the report be approved.

(2) That the political composition of Committees and Sub-Committees of the Council, as set out in the addendum to the report, be approved.

(3) That, subject to the amendments identified in the final paragraph of Minute 9 (immediately above this resolution), the membership of those Committees and Sub-Committees and the proposed Chairs and Vice-Chairs, as set out in Appendix 3(a) of the addendum to the report, be approved, and in the case of those details which are not available in time

for the meeting, that the Chief Executive be authorised to approve the membership in consultation with the leaders of the relevant political groups.

(4) That the membership of Panels and Working Groups, together with the proposed Chairs, as set out in Appendix 3(b) of the addendum to the report, be approved, and in the case of those details which are not available in time for the meeting, that the Chief Executive be authorised to approve the membership in consultation with the leaders of the relevant political groups.

(5) That a councillor unable to attend a meeting, of which he/she is a member, be authorised to appoint a councillor not serving on that particular Committee, Sub-Committee, Panel or Working Group to act as a substitute in accordance with Council Procedure Rule A26.8.

10 Appointments to Outside Bodies

A report relating to the appointment of Council representatives to outside bodies and organisations for the Municipal Year 2026/27 was submitted for approval. In accordance with paragraph 1.1 of the report, Appendix A comprising the list of outside bodies and the proposed appointments, was tabled at the meeting in an addendum to the main report.

In accordance with the Council's Procedure Rule A1.2(x), the Council was required to receive nominations and make appointments to outside bodies and organisations, except where appointment to those bodies had been delegated by the Council or was exercisable only by the Executive.

An exercise was carried out by Member Services during 2020 to ascertain the status of all outside bodies to which members might be appointed and to obtain copies of their key governance documents, so that members could better understand their responsibilities and prepare for their role. The outside bodies list had been comprehensively updated in 2021/22 to take account of feedback obtained during that exercise and other reported changes. Minor updates had been included in subsequent years.

There were no changes proposed to the list of outside bodies for 2026/27. The proposed councillor appointments were set out at Appendix A, included in the addendum to the report. Where no names had been submitted in advance and these had not subsequently been provided at the meeting, a delegated authority to the Chief Executive to make the appointments in consultation with the relevant political group leaders was proposed.

Councillor Khan indicated that where any vacancy had been identified as a Conservative position, he would be happy to consider sharing the seat across the Opposition groups.

Resolved **- That the appointments to outside bodies and organisations for the Municipal Year 2026/27, as set out in Appendix A of the addendum to the report, be approved, and in the case of those details which are not available in time for the meeting, that the Chief**

Executive be authorised to approve the membership in consultation with the leaders of the relevant political groups.

11 Scheme of Delegation to Officers 2026/27

The Council considered a report of Executive Director (Legal & Democratic Services) seeking approval for the scheme of delegation to officers for the 2026/27 municipal year.

It was good practice to review the Council's scheme of delegation to officers regularly to keep it up to date. This helped to ensure that the Council's decision-making processes operated as effectively as possible and in accordance with legal requirements. The scheme was therefore updated each year at the Council's Annual Meeting.

The scheme of delegation set out both the executive and non-executive functions that were delegated to chief officers. The non-executive delegations related to the legal functions of the full Council and its various committees, and these were the delegations that legally required approval by the Council. As a matter of law, the delegations relating to the functions of the Council's Cabinet would be delegated to chief officers by the Leader of the Council and this would formally be done in writing and as soon as possible after this meeting.

The proposed scheme of delegation for 2026/27 was set out in Schedule 1 to the report. There had been no changes that increased or decreased the delegations to chief officers. Instead, the scheme had been updated as follows:

- to reflect the outcome of the recent organisational review, which had led to changes to the responsibilities of some chief officers and some changes to job titles;
- the layout of the scheme had been changed to make it easier to use and, in particular, the executive and non-executive delegations to each chief officer had been grouped together rather that set out in different sections of the scheme as previously;
- the delegations to the Head of Environmental Health had been simplified to refer to the various environmental health functions in more general terms, rather than including a very long list of environmental health legislation as previously. This was considered to be easier to understand and more comprehensive, as it avoided the risk of specific pieces of legislation or regulations being omitted by accident.

Resolved **- That the Council agrees the scheme of delegation to officers, as set out in Schedule 1 to the report.**

12 Annual Review of the Constitution

The Council considered a report of Councillor Munsif Dad BEM JP, Leader of the Council, proposing a number of updates to the Council's written constitution following the annual review of the same.

The Council was required by law to have a written constitution. The Council's written constitution was reviewed regularly, and a copy of the constitution was available on the Council's website. The constitution set out the following:

- the terms of reference and size of each committee and working group;

- the rules that applied to Council meetings (e.g. re quorum, motions, ways of voting, length of speeches etc);
- the rules that applied to Cabinet meetings;
- the rules that applied to overview and scrutiny committee's (e.g. call-in of Cabinet decisions, appointment of co-optees, formation of annual work programme, calling officers and members to give account);
- the Council's code of conduct for councillors, plus the code of conduct for members of the Planning Committee and Licensing Committee, and the member / officer relations protocol; and
- the rules relating to procurement by the Council (i.e. the purchase of works, goods and services), the Council's financial procedures and the rules relating to access to meetings, reports and background papers.

A review of the constitution was undertaken annually to:

(i) ensure the constitution accurately reflected the Council's political management arrangements; and
(ii) ensure the constitution reflected changes to the law, staffing structures and best practice guidance.

Member Training

Members would shortly be offered training on the Council's decision-making processes. This would cover constitutional requirements (such as the rules for voting, motions, call-in etc), as well as legal requirements for sound and lawful decision making. This training was especially useful for newly or recently elected councillors.

Officers would also offer training to any newly appointed committee chairs and vice chairs, to assist them in their new role.

Local authorities were recommended, as a matter of good practice, to supplement their member code of conduct with specific codes of practice to assist councillors involved in the planning and licensing processes. These were complex areas, involving quasi-judicial decision-making and where there was a real risk of legal challenge, whether on appeal or via judicial review. The Council's Planning and Licensing codes of practice were designed to give members guidance about dealing with the difficult issues that could arise – such as conflicts of interest, dealing with applicants, possible bias and predetermination etc. In accordance with the Council's Member Development Strategy 2020-2027, councillors sitting on the Planning, Licensing and Taxi Licensing Committees were required to have undergone training each year before they served on their respective Committees and took part in decision making. It is therefore intended that all members serving on the Planning, Licensing and Taxi Licensing Committees would receive training in respect of their respective code of practice as soon as possible in the new municipal year. These sessions would be as short and informal as possible and would be delivered by Legal Services staff and their Planning and Licensing colleagues at no additional cost to the Council.

Updated policies re fraud, corruption and money laundering

Minor amendments had been made to the Anti-Fraud, Corruption and Bribery Policy. These principally related to the appointment of a new external audit partner for the Council. The substance of the policy remained the same. Similarly, minor changes had been made to the Anti-Money Laundering Policy and Guidance Notes. The changes principally related to changes in personnel and job roles within the Council since the policy was last updated. The substance of the policy remained the same.

Member Officer Relations Protocol

This policy had not been reviewed or updated for some years, and had become out of date. An updated version has been prepared, although best practice suggested that members should be consulted about the draft before it was presented to Council for approval.

Councillor Joel Tetlow commented that the Council Procedure Rules did not provide for the submission of a Motion on Notice to the Annual Council Meeting, but that at the next ordinary meeting, the Reform UK group intended to submit a motion on public participation at Council meetings. He noted that at present members of the public could not speak or ask questions of the Council, but could only raise issues by submitting questions in advance via a councillor. This risked creating a barrier to public engagement. His view was that the Council should be more accessible. It might even be possible to allow a limited number of spontaneous questions from the public, at the Mayor's discretion. Accordingly, the Reform UK group would bring a Motion to the next meeting about public questions.

Councillor Khan indicated that this issue had been discussed in the Council Chamber on several occasions. The Conservative group were in favour of reinstating the previous rules about public speaking. He asked if the Motion could be taken now. The Chier Executive indicated that it would be preferrable for Councillor Tetlow to put the proposal in writing to enable officers and councillors to gain a better understanding of the details of what was being proposed in advance of formally considering the matter. The Mayor concurred that the motion should be in writing to avoid it being misinterpreted.

Councillor Tetlow replied that, since members of the public took the time to attend Council meetings, they should be able to ask a question. However, he accepted the reasons for seeking a written Motion on this proposal and would submit this at the appropriate time.

The Leader of the Council reminded members that the public could ask questions of the Cabinet or councillors generally at any time. There was no need to await a formal Council meeting to find out about the Council's work. He added that he had also served on Lancashire County Council for 12 years and their procedure was not dissimilar to this Council's question time. In reality, there was no barrier to public questions in Hyndburn, as recent Council meetings had dealt with questions numbering in the mid to late teens. The Leader confirmed that he would be happy to consider and discuss the proposal from the Reform UK group.

Councillor Mohammed Younis commented that the proposals seemed sensible, but that it would be prudent to consider these through the established channels. Councillor Judith Addison noted that it would not be good practice to open up meetings to live questioning by the public, as it was likely that the technical officers who would have the specialist knowledge to repsond were unlikely to be present at the meeting.

Resolved

(1) That Council notes that training will be arranged for all members of the Planning, Licensing and Taxi Licensing Committees in respect of their respective code of practice as soon as possible in the new municipal year and requires all members of those Committees to attend training prior to serving on the relevant Committee in the new municipal year.

(2) The Council agrees to review and update the Member Officer Relations Protocol and requests that

a further report be presented to Council as soon as possible in respect of the same, following consultation with the Leaders Policy Development Board in respect of the updated protocol.

(3) That Council approves the updated Anti-Fraud and Corruption Policy attached at Appendix 1 to the report.

(4) That Council approves the updated Anti-Money Laundering Policy attached as Appendix 2 to the report.

13 Timetable of Meetings 2026/27

The proposed Timetable of Meetings for 2026/27 was submitted for approval. As in previous years, it was anticipated that there was some flexibility around agreed dates, subject to consultation with Chairs, Vice-Chairs and the political party leaders about any in-year changes.

Councillor Dad highlighted that the most up to date version of the timetable indicated that date of next Council meeting was 25th June (not 9th July) and that the next Cabinet would be held on 24th June (not 17th June).

Resolved - That the Timetable of Meetings for 2026/27 be approved.

14 Record of Attendance at Council Meetings 2025/26

A report relating to the annual attendance of Members at Council meetings held in 2025/26 was submitted for information. The report, detailing the attendance of Councillors at eligible meetings of the Council, was submitted each year to the Annual Meeting of the Council.

Councillor Walsh reported that she had been present at the both the Annual and Special Council meetings on 15th May 2025, but attendance at Annual Council was for part of the meeting only due to travel issues.

Resolved - That the report be noted and that the attendance of Councillor Kate Walsh at the Annual Council Meeting on 15th May 2025 be formally recorded.

15 Non Attendance by Councillor for 6 Months

This item was withdrawn, as the elected member concerned was present at this meeting and such attendance remained within the 6 months' timeframe permitted.

Signed:……

Date: ……

Chair of the meeting
at which the minutes were confirmed

COUNCIL
(SPECIAL MEETING)

Thursday, 28th May, 2026

Present: Councillor Noordad Aziz (Mayor), Councillors Judith Addison, Vanessa Alexander, Heather Anderson, Sohail Asghar, Mike Booth, Paul Brown, Stephen Button, Jodi Clements, Loraine Cox, Paul Cox, Munsif Dad BEM JP, Stewart Eaves, Shabir Fazal OBE, Melissa Fisher, Jordan Fox, Andy Gilbert, Gaynor Hargreaves, David Heap, Ashley Joynes, Zak Khan, Clare McKenna, Anthony Mitchell, Dave Parkins, Kath Pratt, Clare Pritchard, Steven Smithson, Joel Tetlow, Tina Walker, Kate Walsh, Clare Yates and Mohammed Younis

Apologies: Councillors Lance Parkinson, Miles Parkinson OBE and Ethan Rawcliffe

The meeting commenced on the rising of the Annual Council Meeting at approximately 8.05pm.

16 Apologies for absence

Apologies for absence were submitted on behalf of Councillors Lance Parkinson, Miles Parkinson OBE and Ethan Rawcliffe.

17 Declarations of Interest and Dispensations

There were no declarations of interest or dispensations submitted.

18 Appointment of Honorary Aldermen

The Council considered a report of the Executive Director (Legal and Democratic Services) seeking approval to the appointment of new Aldermen of the Borough for 2026 in respect of the following individuals:

- Josh Allen;
- Bernard Dawson MBE;
- Joyce Plummer.

Members were reminded that, at the Special Council meeting held on 26th March 2026, the Council had conferred honours on 10 new Freemen of the Borough and 3 new Aldermen for 2026. The intention was to formally present their awards at the Council Mayor Making Meeting and ceremony due to be held on 20th June 2026.

Subsequently, three new nominations had been received for awards in 2026 and it was envisaged that, if granted, these awards would be presented on the same occasion as above.

Aldermen Appointments

To qualify for appointment as an Alderman the proposed recipient must have rendered eminent services to the Council as a past member of the Council but must not currently be a member of the Council (section 249(1) Local Government Act 1972).

Additional guidance as to eligibility was provided in the Civic Protocol, including the following:

- 12 years' service.
- Consideration would be given to members not having 12 years' service but who had, during their years of office, held the title of Mayor, Mayoress, Consort, Leader of the Council or Leader of an Opposition group (providing the latter office had been held for three years or more).

The proposed recipients Josh Allen, Bernard Dawson MBE and Joyce Plummer all had lengthy and distinguished former service with the Council and/or were former Mayors or Mayoresses of the Borough. As such, they were all considered to meet the eligibility criteria.

Voting Requirements

The legislation required that a principal council might, by a resolution passed by not less than two-thirds of the members voting thereon at a meeting of the council specially convened for the purpose with notice of the object, confer the honours as set out above.

The Mayor announced that the vote would be taken *en bloc*. Councillors Munsif Dad and Zak Khan spoke in favour of the nominees.

Resolved - **That in accordance with Section 249(1) of the Local Government Act 1972, the Council appoints the following as Aldermen: Josh Allen, Bernard Dawson MBE and Joyce Plummer with the formal presentation to be made at the Mayor Making Council on 20th June 2026, or should that not prove possible due to the unavailability of the recipient, at some stage during the remainder of the Municipal Year 2026/27.**

The Mayor thanked everyone for their attendance this evening and looked forward to welcoming all dignitaries and their guests to the Mayor Making event on 20th June 2026.

Signed:……

Date: ……

Chair of the meeting
at which the minutes were confirmed

COUNCIL (MAYOR MAKING)

Saturday, 20th June, 2026

Present:	Councillor Noordad Aziz (Mayor), Councillors Judith Addison, Vanessa Alexander, Heather Anderson, Mike Booth, Stephen Button, Jodi Clements, Munsif Dad BEM JP, Stewart Eaves, Melissa Fisher, Jordan Fox, Andy Gilbert, Gaynor Hargreaves, Ashley Joynes, Zak Khan, Anthony Mitchell, Lance Parkinson, Miles Parkinson OBE, Kath Pratt, Clare Pritchard, Kate Walsh and Clare Yates
Also in Attendance:	Saddia Hussain (Mayoress), Hamida Begum (Mayoress), Kimberley Whitehead (Consort), Josh Allen (Mayor 2025/26), Robyn Bradshaw-Allen (Mayoress 2025/26), Sheena Tyldesley (Mayoress 2025/26), Sarah Smith MP, Anne Ellwood, Saeeda Farooq, Barbara Fielding, Jim Haworth, Rodney Mayor, Tracy Simmonds, Mohammed Yaseen, Bernard Dawson MBE, June Harrison, Susan Haworth, Joyce Plummer and Dorothy Westell and other serving Aldermen and Freemen of the Borough and their guests
Apologies:	Councillors Sohail Asghar, Paul Brown, Loraine Cox, Paul Cox, Shabir Fazal OBE, David Heap, Clare McKenna, Dave Parkins, Ethan Rawcliffe, Steven Smithson, Joel Tetlow, Tina Walker and Mohammed Younis

23 Welcome

Mr David Welsby, Chief Executive, welcomed Honorary Freemen, Honorary Aldermen, Past Mayors and Mayoresses, Councillors, Sarah Smith MP and honoured guests, as well as their friends and family to the 2026/27 Mayor Making Ceremony, to install the new Mayor of the Borough, to thank the retiring Mayor and his Mayoresses and to formally introduce the newly appointed Aldermen and Freemen. The formal recognition of the new Aldermen and Freemen in the Council Chamber would be relatively brief to allow for a formal presentation of the award in the Ballroom later this afternoon in front of a larger group of family and friends.

24 Declaration of Mayor - 2026/27

Mr Welsby announced that, at the Annual Meeting of the Council held on 28th May 2026, Councillor Noordad Aziz had been elected Mayor of the Borough for the Municipal Year 2026/27.

The Mayor read aloud the Declaration of Acceptance of Office of Mayor, as signed at the Annual Council meeting, and was presented with the Mayoral Fob by Mr Josh Allen, the retiring Mayor from 2025/26. Councillor Munsif Dad BEM JP, Leader of the Council, announced his congratulations to the new Mayor and gave a speech welcoming the Mayor's family, particularly his mother and father who were both present. Councillor Dad remarked that he had grown up alongside the Mayor's father. He noted that Councillor Aziz had a large presence and had served the community in Great Harwood passionately for

some 14 years. He would make an excellent Mayor and would proudly follow in the footsteps of the outgoing Mayor, Josh Allen.

Councillor Zak Khan also spoke on behalf of the Conservative group to congratulate the Mayor on his appointment and noted the strength of his conviction when speaking in the Council Chamber. The role of Chair of the Council needed both patience and, occasionally, disciplinarian's approach, and Councillor Aziz was sure to rise to the challenge. He would also make a solid connection to the public during his future engagements. The role of Mayor was a symbol of unity, a goal that all councillors should share. The support of Councillor Aziz's family would also be important during his mayoral year and their role was acknowledged and appreciated.

Councillor Anthony Mitchell expressed his sincere congratulations on the Mayor's appointment and acknowledged the importance of the role. The civic office belonged to the whole Borough and he looked forward to working with the new Mayor. He noted that councillors might have different political ideologies, but that it should be possible to find some common ground. The Council was fortunate to have a strong Chair at its helm.

The new Mayor, Councillor Aziz, thanked the speakers for their and kind words and thanked all councillors, freemen, aldermen, and accompanying friends and family for their attendance. He started with an Islamic prayer from the Prophet Moses which translated as:

My Lord, expand for me my breast with assurance And ease for me my task And untie the knot from my tongue That they may understand my speech.
(Surah Ta-Ha Ayat 25-28 of the Quran)

The Mayor congratulated the newly appointed aldermen and freemen on their awards.

He then gave a speech which included details of his journey from a pupil at Great Harwood Primary School and Norden High School, to the first citizen of Hyndburn, which was beyond his expectations. His first job and continual hard work had taught him responsibility and the value of community.

He was disappointed to note that some people on social media had expressed disapproval at his appointment. However, he was firmly of the view that there were more things that united society rather than divided it - particularly kindness and hope. He was pleased that Hyndburn was full of decent hard-working people who cared, did voluntary work and who raised money for good causes.

The Mayor was proud of his immigrant heritage, but also of his long-established home of Great Harwood and the wider Borough of Hyndburn. His father had served the community tirelessly in both the textile industry and as a hackney cab driver. The Mayor's wife and family were also invested in the local community through education and other work. He praised his mother as simple, unassuming and kind. They had all helped to shape him, leading to his involvement in unions, maximising educational opportunities and becoming a chartered accountant with a housing developer. He also paid tribute to a number of deceased friends and to Rawden Kerr (Great Harwood Town Crier) who had provided advice, encouragement and inspiration along the way.

The Mayor expressed his deep affection for Great Harwood and his friends and neighbours there. He also thanked his daughters for their on-going support. Some of the defining moments in his life had included access to the young Muslims leadership programme and a poignant visit to Srebrenica on the 31st anniversary of the genocide. This was stark

reminder of what hatred could lead to and why people should stand together and respect each other.

For his mayoral year, he hoped to champion community values and also to support the following charities:

- Derian House Children's Hospice;
- Milly's Smiles;
- Laurie Solomon Kidney Dialysis Centre; and
- East Lancashire Hospice.

He also reminded councillors of his young family and aging parents and explained that he had sought the support of four Consorts to assist him and his Mayoresses through the year. These were Councillors Judith Addison, Jodi Clements and Clare Yates, as well as former councillor, Kimberley Whitehead.

Finally, the Mayor indicated that he intended to introduce a Purple Heart Award for community champions and local heroes in the Borough.

The Mayor then expressed his gratitude to his wife Saddia and his mother Hamida for accepting the roles of Mayoresses, following which he presented each of them with a bouquet of flowers.

25 Declaration of Deputy Mayor - 2026/27

The Chief Executive announced that at the Annual Meeting of the Council held on 20th June 2026, Councillor Stewart Eaves had been elected Deputy Mayor of the Borough for the Municipal Year 2026/27. Councillor Eaves read aloud the Declaration of Acceptance of Office of Deputy Mayor, as signed at the Annual Council meeting.

26 Vote of Thanks to the Retiring Mayor and Mayoresses

The Mayor then proposed a formal vote of thanks to the retiring Mayor, Mr Josh Allen and his Mayoresses, Robyn Bradshaw-Allen and Sheena Tyldesley. He remarked that it had been a busy year for the civic team and he hoped that they had all enjoyed the honour and experience of representing the Borough.

The Leader of the Council commented on their hard work and noted that they would be a difficult act to follow. He also reflected that Josh had been a credit to his late mother and grandfather, who had also served as councillors. He thanked the retiring Mayor for his service and wished him luck for the future.

Councillor Khan also spoke about the retiring Mayor and highlighted his dedication, integrity and passion for people. He noted that the Mayor had represented the Council at many engagements and had almost never had to turn down an invitation, supporting numerous charities and institutions, particularly those regarding youth issues. He had demonstrated the best of public service, continuing a family tradition. His friends, Jim and the late Marlene Haworth, would also be proud of him. He envisaged that there might be more public service from Mr Allen to come in the future. He thanked him for his service and his friendship.

Councillor Mitchell added his thanks. Although had not had the opportunity to engage with the retiring Mayor personally, he commented that his work for charities had been inspiring.

Mr Allen thanked all for their kind words and the opportunity to have been Mayor. He quipped that Councillor Aziz wore the chains of office well! He reflected that the role was a big commitment on personal time, but that the investment was worthwhile and should be enjoyed. There was a great opportunity to do good and to raise lots of money for charity. In a final word of advice, he reassured the Mayor that he should pay no attention to those who posted disparaging comments on-line.

The Mayor then presented a Past Mayor's badge and framed resolution to the retiring Mayor and some flowers to the retiring Mayoress.

27 Conferment of the Titles of Honorary Freemen and Aldermen

Members were reminded that at two recent Special Meetings of the Council, the title of Honorary Freeman of the Borough had been conferred on Judith Addison, Pam Barton (deceased), Anne Ellwood, Saeeda Farooq, Barbara Fielding, Marlene Haworth (deceased), Gwen Mayor (deceased), Dave Parkins, Tracy Simmonds and Mohammed Yaseen. Furthermore, the title of Honorary Alderman had been conferred on Josh Allen, Bernard Dawson MBE, June Harrison, Susan Haworth, Joyce Plummer and Dorothy Westell.

The Mayor announced that those present, or their representatives, would be signing the roll of honour in the Chamber this morning. All were incredibly deserving of the awards.

A few words about each recipient would be read out later in the day after the civic meal, in the Ballroom, and recipients could give a brief response in front of their closest family and friends.

The Mayor then welcomed forward each of the recipients in turn and invited each to sign the roll of honour and to pose for a commemorative photograph. The roll of honour for Pam Barton, Marlene Haworth, Gwen Mayor and Councillor Dave Parkins was signed by Councillor Clare Pritchard, Jim Haworth, Rodney Mayor and Kimberley Whitehead respectively. Diana Riley, daughter of Pam Barton, would be available to attend the civic luncheon in the afternoon.

The framed certificates and official medals would be presented by the Mayor to all new Aldermen and Freemen later, in the Ballroom.

The meeting then concluded.

All guests were invited to join the Mayor at 12.30pm in the Ballroom for the Civic Celebration meal. The new Freemen and Aldermen and their guests were asked to remain at the foot of the main staircase for photographs with the Mayor. The Mayor's family and friends would then follow for photographs by the staircase.

Signed:……

Date: ……..……

Chair of the meeting
at which the minutes were confirmed

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REPORT TO:		Council	
DATE:		16 June 2026	
REPORT AUTHOR:		Julian Joinson, Member Services Manager	
TITLE OF REPORT:		Question Time 1) ICT and Technical Equipment Improvements	
EXEMPT REPORT:	**No**		
KEY DECISION:	**No**	If yes, date of publication:	n/a

Questions to Council

Questions for the Leader of the Council, a member of the Cabinet, or a Committee Chair may be submitted by councillors or by councillors on behalf of members of the public, under Council Procedure Rule 2.2(vi).

Procedural Note

- The questions will be read out by the Mayor/Deputy Mayor
- The Leader or other councillor, as appropriate, will give an oral answer.
- The questioner, if a councillor, may ask a supplementary question, if it is directly related to the original question

The following questions have been submitted:-

1) ICT and Technical Equipment Improvements

To the Leader of the Council (Councillor Munsif Dad BEM JP) or relevant Portfolio Holder

The 2026/27 revenue budget included an allocation of £165,000 for the improvement and development of new ICT and technical equipment.

Could the Leader or relevant Cabinet member provide a detailed breakdown of how this funding has been spent, and explain what measurable improvements or outcomes have been achieved as a result?

From: Councillor Anthony Mitchell
Date of first receipt by Office: 7th July 2026 (21:32)

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REPORT TO:		Council	
DATE:		16 July 2026	
PORTFOLIO:		**Councillor Munsif Dad BEM JP - Leader of the Council**	
REPORT AUTHOR:		Jane Ellis – Executive Director (Legal & Democratic Services)	
TITLE OF REPORT:		Constitution Update	
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 make minor changes to the Council's constitution.

2. Recommendations

2.1 That Council approve the changes to committee memberships set out in paragraph 3.1 of this report;

2.2 That Council delegate power to the Chief Executive to approve changes to committee membership during the course of a municipal year where such changes are requested by a political group leader and involve removing a member of that leader's political group from a committee and replacing them with another group member;

2.3 That Council agrees to change the terms of reference of the Council's Overview & Scrutiny Committee's as proposed in paragraph 3.3 to this report.

3. Reasons for Recommendations and Background

3.1 The Council's annual general meeting agreed the appointment of councillors to the Council's various committees. Since then, changes have been requested to a number of appointments agreed by the Council as follows:

Resources Overview & Scrutiny Committee	Councillors Smithson, Heap and Clements to be removed

	Councillors Khan, Addison and Eaves to be appointed
Communities & Wellbeing Overview & Scrutiny Committee	Cllr McKenna to be vice chair in place of Cllr Yates
Special Overview & Scrutiny Committee	Councillors McKenna and Walsh to be removed Councillors Eaves and Yates to be appointed Councillor Yates to be appointed as chair

3.2 To avoid the need to seek Council's approval to any other in-year changes to committee memberships it is suggested that the Chief Executive be given delegated power to approve these where the change is requested by the relevant political group leader and involves replacing one member of their group on a committee with another member of their group. This enables changes to be given effect quickly, rather than having to wait for approval at the next scheduled meeting of the Council.

3.3 The leader of the Council has asked for a number of minor changes to be made to the terms of reference of the overview and scrutiny committees as follows:

Resources Overview & Scrutiny Committee	local government reorganisation to be added to its terms of reference
Communities & Wellbeing Overview & Scrutiny Committee	Pride in Place fund and the Neighbourhood Board to be added to its terms of reference
Special Overview & Scrutiny Committee	local government reorganisation to be removed from its terms of reference as this sits better within the remit of the Resources O&S Committee the Pride in Place fund to be removed from its terms of reference as this sits better with the Communities and Wellbeing O&S Committee

4. Alternative Options considered and Reasons for Rejection

4.1 No alternatives are suggested, although Council could decide not to approve some or all of the requested matters.

5. Consultations

5.1 None.

6. Implications

Financial implications (including any future financial commitments for the Council)	None.
Legal and human rights implications	If approved, the delegation to the Chief Executive would be added to the Council's scheme of delegation to officers, which is part of the Council's constitution.
Assessment of risk	None.
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.*	None.

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

7.1 There are none.

8. Freedom of Information

8.1 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.

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REPORT TO:		Full Council	
DATE:		01 July 2026	
PORTFOLIO:		**Councillor Munsif Dad BEM JP - Leader of the Council**	
REPORT AUTHOR:		Jane Ellis – Executive Director (Legal & Democratic Services)	
TITLE OF REPORT:		New arrangements for Question Time at Council meetings	
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 agree changes to the Council Procedure Rules in respect of the arrangements for Question Time at ordinary council meetings.

2. Recommendations

2.1 That Council approve the amended Council Procedure Rules attached as an appendix to this report and, in particular, the new Procedure Rule A8 which relates to the arrangements for holding a Question Time at ordinary council meetings; and

2.2 That Council agree to review the success of the new arrangements for Question Time in 6 months time.

3. Reasons for Recommendations and Background

3.1 A recent meeting of the Leaders Policy Development Board reviewed the operation of the "Question Time" session held at ordinary council meetings and, in particular, the arrangements for the submission of questions by members of the public. Following discussion the following was agreed:

- that members of the public would be permitted to submit questions directly to the Council, rather than doing so via a councillor as currently;

- that members of the public would be permitted to read out their questions, but could ask the Mayor to read out their question on their behalf;
- that members of the public would be able to ask a supplementary question provided the Mayor agreed to this (for example because the reply to the initial question was unclear or incomplete);
- that public questions would be limited to 150 words.

3.2 The proposed list of excluded questions is the same as that used by Lancashire County Council in respect of their public question time at council meetings.

3.3 The Leaders Policy Development Board also suggested that it would be sensible for the Council to review the operation of the new arrangement in 6 months to determine whether they have been successful.

3.4 The revised Council Procedure Rules are attached to this report, with a new Rule 8 which sets out the proposed new arrangements for Question Time.

4. Alternative Options considered and Reasons for Rejection

4.1 The Council is not required to have a public question time at council meetings and the arrangements for Question Time are a matter for the Council to decide at its discretion. The current arrangements could remain as they are if Council would prefer this. However, this is not recommended as there was a broad consensus in favour of the proposed new arrangements when these were discussed by the four group leaders of the Leaders Policy Development Board.

5. Consultations

5.1 The Leaders Policy Development Board has been consulted about the proposed changes and the Board's recommendations are included in this report. The revised wording for Rule A8 has been shared with the political group leaders.

6. Implications

Financial implications (including any future financial commitments for the Council)	None.
Legal and human rights implications	The Council is required by law to have a written constitution. The Council's written constitution is reviewed regularly as a matter of good governance, and a copy of the constitution is available on the Council's website. The Council Procedure Rules form part of the Council's written constitution and, as a matter of law, any changes to the Rules therefore require approval by full council.

Assessment of risk	None
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.*	None.

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

7.1 There are none.

8. Freedom of Information

8.1 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.

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A. COUNCIL PROCEDURE RULES

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A9. Other questions by members

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A14. Motions which may be moved during debate

A15. Rules of debate

A16. Previous decisions and motions

A17. Voting

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A1. ANNUAL MEETING OF THE COUNCIL

1.1 Timing

In a year when there is an ordinary election of councillors, the annual meeting will take place within 21 days of the retirement of the outgoing councillors. In any other year, the annual meeting will take place in April or May. The date and time of the annual meeting shall be agreed by, and may be changed with the consent of the Chief Executive.

1.2 Business

The annual meeting will:

(i) elect the Mayor;

(ii) elect the Deputy Mayor;

(iii) approve the minutes of the last meeting;

(iv) receive any announcements from the Mayor, Leader of the Council and/or the Chief Executive;

(v) elect the Leader of the Council;

(vi) (at the option of the Leader) receive a report from the Leader of the Council confirming the appointment of members of the Cabinet and the allocation of portfolio's;

(vii) appoint such Committees and Sub-Committees as the Council considers appropriate (including at least one overview and scrutiny committee) and determine their size and terms of reference;

(viii) decide the allocation of seats on Committees and Sub-Committees in accordance with the political balance rules and appoint each Committee and Sub-Committee, including the Chair and Vice Chair;

(ix) make appointments to outside bodies where this is the responsibility of the Council;

(x) agree the scheme of delegation of non-executive functions;

(xi) if Council wishes, agree a protocol for the conduct of ordinary meetings of the Council

(xii) approve a programme of ordinary meetings of the Council for the year;

(xiii) consider any other business set out in the notice convening the meeting.

A2. ORDINARY MEETINGS

2.1 Timing

Ordinary meetings shall be held at the dates and times agreed at the annual meeting. The date and time of an ordinary meeting may be changed with the consent of the Chief Executive.

2.2 **Business**

Subject to Rule 2.3, ordinary meetings will:-

(i) elect a person to preside in the absence of the Mayor and Deputy Mayor :

(ii) receive any declarations of interest and apologies for absence from members;

(iii) receive any announcements from the Mayor, Leader, or the Chief Executive;

(iv) approve the minutes of the last meeting;

(v) deal with any business from the last Council meeting;

(vii) hold a Question Time in accordance with Rule A8 of these Procedure Rules consider any business requiring a Council decision and specified in the summons to the meeting

(viii) receive a report from a Cabinet member in respect of his / her portfolio area. The Cabinet member will be allowed up to 10 minutes to present the report, then up to 10 minutes will be allowed for questions, then the Leader may comment on the report for up to 5 minutes and then the Cabinet member will have up to 5 minutes to sum up.

(ix) receive the minutes of Cabinet for information and comment only. The minutes will be moved and seconded. Cabinet members may respond to any points raised in debate and will be allowed up to 5 minutes each. At the end of the debate the Leader will have up to 15 minutes to comment and answer any questions raised on the Cabinet minutes;

(x) receive the minutes of the Council's committees for information and comment only. The Leader will introduce the minute book as a whole. The chair of the relevant Committee may respond to any points raised in the debate and the Leader will close the debate.

(xi) consider motions of which notice has been given under Rule A9;

(xii) receive a report from the chair of the Overview and Scrutiny Committee in respect of the Committee's activities. The chair will be allowed up to 5 minutes to present his / her report, then up to 5 minutes will be allowed for questions and the chair will then be allowed up to 5 minutes to sum up;

(xiii) receive an MP's report (up to 15 minutes)

(xiv) receive a presentation from an external speaker at the invitation of the Chief Executive, in consultation with the Leader of the Council and Mayor (up to 15 minutes), followed by a question and answer session, up to 15 minutes, with provision to extend the time, with the consent of the meeting.

(xv) consider any other item of business which in the opinion of the chair of the meeting must be considered as a matter of urgency.

2.3 **Budget Council meeting**

The meeting of the Council designated as the budget council meeting shall deal with the following items of business:

a. items (i) to (iv) in Rule 2.2 above

b. the Council's prudential indicators and treasury management strategy for the next following financial year

c. the Council's medium term financial strategy

d. proposals for the Council's revenue budget and capital programme for the next following financial year

and no additional item of business shall be considered without the agreement of the Chief Executive (following consultation with the Leader of the Council and the leader of the main opposition group) that the item is urgent and cannot reasonably wait until the next scheduled ordinary meeting of the Council.

2.4 **Variation of order of business**

The chair of the meeting may, particularly if members of the public are present, make any necessary introductions and explanations. Business falling under (i) - (iv) above shall not be displaced but otherwise the order of other items may be varied

- by the chair at his or her discretion; or

- by a resolution passed on a motion (which need not be in writing) duly moved and seconded, which shall be moved and put without discussion.

A3. EXTRAORDINARY MEETINGS

3.1 **Timing**

Those listed below may request the Chief Executive to call an extra-ordinary meeting of the Council at any time:-

(i) the Mayor;

(ii) the Leader;

(iii) any five members of the Council if they have signed a requisition presented to the Mayor and he/she has refused to call a meeting or has failed to call a meeting within seven days of the presentation of the requisition; and

(iv) the Monitoring Officer or Section 151 Officer pursuant to their statutory powers.

3.2 Any call for an extra-ordinary meeting should be in writing and must specify the business for which it is called and be signed by the person(s) making the request.

On receiving a call for an extra-ordinary meeting the Chief Executive will summon a meeting in accordance with Rule A4 only if s/he is satisfied that the proposed business is genuinely urgent and cannot reasonably wait until the next scheduled ordinary meeting of the Council.

3.3 **Business**

The summons to all extraordinary meetings shall set out the business to be considered and no business other than that set out in the summons may be considered at that meeting, except that the chair may in his absolute discretion permit other items of business to be considered for the efficient discharge of the Council's business.

A4. NOTICE OF AND SUMMONS TO MEETINGS

The Chief Executive will give notice to the public of the time and place of any meetings of Council in accordance with the Access to Information Rules. At least five clear days before a meeting, the Chief Executive will send a summons signed by him or her by an appropriate method. If the member has given consent for the summons to be transmitted in electronic form, it will be sent by email to the member's designated email address. Otherwise, the summons will be posted to, or left at, the member's usual place of residence, or at an address specified by him or her. The summons will give the date, time and place of each meeting and specify the business to be transacted and will be accompanied by such reports as are available.

"Clear days" means working days and excludes the day the notice is given and the day of the meeting

A5. CHAIR OF MEETING

5.1 The person presiding at the meeting may exercise any power or duty of the chair.

5.2 Whenever the chair speaks during a meeting a member then speaking shall be silent.

5.3 The ruling of the chair on a point of order or on the admissibility of a personal explanation shall not be open to discussion. Members raising a point of order must when doing so indicate which Procedure Rule or law they believe has been broken

5.4 The ruling of the chair as to the construction or application of any of these Rules, or on any issue (whether or not specifically regulated by these Rules) arising out of the proceedings at a meeting, shall not be challenged.

5.5 The Mayor will preside over Council meetings. In the absence of the Mayor, the Deputy Mayor shall preside. If both the Mayor and the Deputy Mayor are absent the Council will select another member to preside at the meeting.

A6. QUORUM

6.1 The quorum of a meeting will be one quarter of the whole number of members.

6.2 If during any meeting of the Council or a Committee the chair after counting the number of members present declares that there is not a quorum present the meeting shall stand adjourned. The consideration of any business not transacted shall be adjourned to a time fixed by the chair at the time the meeting is adjourned, or, if he or she does not fix a time, to the next ordinary meeting of the Council or Committee.

A7. DURATION OF MEETING

Unless the majority of members present vote for the meeting to continue, all Council meetings shall adjourn at 10.00 pm. Subject to paragraph 9.6, remaining business will be considered at a time and date fixed by the chair and, if he/she does not fix a date, the remaining business will be considered at the next ordinary meeting.

A8. QUESTION TIME

8.1 At Ordinary Meetings of the Council a question time will be held, which will last for up to 30 minutes.

8.2 At Question Time members of the public and councillors may ask questions of the leader of the Council, cabinet members and committee chairs.

8.3 Questions from both councillors and members of the public must be submitted in writing or by email to the Chief Executive at least five clear days in advance of the meeting and must be received by twelve noon on the last day for receipt of the question. “Clear days” means working days and excludes the day the question was received and the day of the meeting.

8.4 Questions from members of the public must be limited to 150 words and the name , address and email address of the questioner must be given (and the name, but not the address or email address, of the member of the public will be set out in the agenda for the meeting alongside their question).

8.5 Questions will be set out in the agenda for the meeting, together with the name of the questioner, and will be taken in the order in which they were received by the Chief Executive (except where the Chair decides to group similar questions together). Questions will receive an oral answer, but questions that cannot be put within the allotted time will receive a written answer within 10 working days.

8.6 Nobody may submit more than one question to each meeting, except with the consent of the Chair, and no more than one question may be asked at Question Time on behalf of any organisation.

8.7 Councillors may ask one supplementary question without notice of the member to whom the first question was asked. The supplemental question must arise directly out of the original question or the reply.

8.8 If the Chair agrees, members of the public may ask one supplementary question without notice of the member to whom the first question was asked. The supplemental question must arise directly out of the original question or the reply.

8.9 The Chief Executive, or the Chair, may reject a question if it:

i) is not about a matter for which the Council has a responsibility, or which specifically affects Hyndburn

ii) is defamatory, frivolous, vexatious or offensive

iii) is substantially the same as a question which has been put at Question Time in the last 6 months

iv) requires the disclosure of confidential or exempt information

v) refers to legal proceedings taken or anticipated by or against the Council

vi) relates to a day-to-day Council function or the provision of a Council service and has not been asked first of the relevant service area;

vii) is a statement or expression of opinion, rather than a question;

viii) names or identifies individual service users, members of staff or members of staff of partner agencies;

ix) makes or relates to allegations against, or comprises comments about, the conduct of individual councillors or officers;

x) relates to an individual or the questioner's own particular circumstances;

xi) would more appropriately be responded to by the Council under the Freedom of Information Act 2000 or the Data Protection Act 1998; or

xii) (in the case of questions from members of the public) is from, or is on behalf of, a political party, or bears the name, insignia or other device of a political party.

8.10 Questions will be read out by the questioner, but no introductory or explanatory remarks are allowed. If the questioner so requests, the question will be read out by the Chair.

8.11 If a member of the public who submitted a question is unable to be present at the meeting, the question will not be answered during the meeting and a written response will be provided to them within 10 working days.

A9. OTHER QUESTIONS BY MEMBERS

9.1 On reports and minutes

A member of the Council may ask the Leader any question without notice upon an item in a report of the Cabinet when that item is being received or is under consideration by the Council and may ask the chair of a Committee any question without notice upon an item in a report from that Committee when that item is being received or is under consideration by the Council.

A member of the Council may ask the Leader of the Council any question without notice arising out of minutes of meetings of the Cabinet when those minutes are being received by the Council and may ask the Chair of a Committee any question without notice arising out of the minutes of that Committee when those minutes are being received by the Council

A10. MOTIONS ON NOTICE

10.1 Notice

Except for motions which can be moved without notice under Rule A11, written notice of every motion must:

a) be signed by the members of the Council giving the notice and each notice of motion must be given by a proposer, a seconder and one other member of the Council ; and

b) be delivered to the Chief Executive not later than 5 clear days before the date of the meeting and be received by twelve noon on the last day for receipt of the motion. These will be entered in a book open to public inspection.

“Clear days” means working days and excludes the day the notice is given and the day of the meeting

10.2 Scope

Motions must be about matters for which the Council has a responsibility.

A motion cannot:

(i) Ask the Council to take an executive decision; or

(ii) Ask the Council to approve or amend a policy falling within the Council's policy framework unless the requirements of the Budget and Policy Framework Procedure Rules have been complied with in respect thereof;

(iii) Ask the Council to take a decision without the benefit of advice on the technical, operational, legal, financial, staffing and / or equalities implications of the decision where, in the opinion of the Chief Executive, such advice is required in respect of at least of these issues to enable the Council to take a lawful decision (and such motions shall be deferred to the next meeting of the Council to enable such advice to be given).

A motion may be submitted on notice under Rule 10.1 to request the removal of the Leader as executive leader of the Council (section 9IA(1) Local Government Act 2000) and, if passed, a new executive leader can be appointed at the meeting at which the executive leader is removed or at a subsequent meeting of the Council.

10.3 **Motion set out in agenda**

Valid motions for which notice has been properly given will be listed on the agenda in the order in which notice was received, unless the member giving notice states, in writing, that they propose to move it to a later meeting or withdraw it

10.4 **Motions not moved**

If a motion set out in the summons is not moved either by a member who gave notice thereof or by some other member on his or her behalf it shall, unless postponed by consent of the Council, be treated as withdrawn and shall not be moved without fresh notice.

10.5 **Automatic reference to Committee**

The following procedure shall apply where the subject matter of any motion of which notice has been given comes within the terms of reference of a committee.

After being moved and seconded, the notice of motion shall be referred without discussion to that committee unless the chair (at his/her discretion) considers it convenient and conducive to the despatch of business to allow the motion to be dealt with at the meeting at which it is brought forward.

10.6 **Timing of debate on motions**

Each motion shall be debated for no more than 20 minutes before being put to the vote.

No more than one and a half hours in totality shall be allowed at each Council meeting for the debate of the motions on the agenda. Any motions not debated by the close of the meeting shall be treated as withdrawn and shall not be moved without fresh notice.

A11. MOTIONS WITHOUT NOTICE

The following motions may be moved without notice:

(a) to appoint a chair of the meeting at which the motion is moved;

(b) in relation to the accuracy of the minutes

(c) to change the order of business in the agenda;

(d) to refer something to an appropriate body, committee or individual;

(e) to appoint a Committee, working group or member arising from an item on the summons for the meeting;

(f) to receive reports or adoption of recommendations of Committees or officers and any resolutions following from them;

(g) to withdraw a motion;

(h) to amend a motion;

(i) to proceed to the next business;

(j) that the question be now put;

(k) to adjourn a debate;

(l) to adjourn a meeting;

(m) that the meeting continue beyond 10.00 pm;

(n) to suspend a particular council procedure rule;

(o) to exclude the public and press in accordance with the Access to Information Rules;

(p) to not hear further a member named under Rule A21.4 or to exclude them from the meeting under Rule A21.4;

(q) to give the consent of the Council where its consent is required by this Constitution;

(r) to extend the time limit for speeches.

A12. AMENDMENTS TO MOTIONS

(1) An amendment to a motion must be relevant to the motion and will either be:

(a) to refer the matter to an appropriate body or individual for consideration or reconsideration;

(b) to leave out words;

(c) to leave out words and insert or add others; or

(d) to insert or add words;

as long as the effect of (b) to (d) is not to negate the motion.

(2) Usually only one amendment may be moved and discussed at a time. However, the chair may permit two or more amendments to be discussed together (but not voted upon) if he or she considers that this would allow the Council's business to be dealt with more effectively.

(3) If an amendment is lost, other amendments may be moved on the original motion. If an amendment has been carried the motion as amended takes the place of the original motion. The Chair shall read out the amended motion before accepting any

further amendments. No further amendment may be moved that would have the effect of reviving the original motion.

A13. ALTERATION AND WITHDRAWAL OF MOTION

(a) The mover of a motion may with the consent of the meeting alter the motion if it has not yet been seconded. The meeting's consent will be signified without discussion.

(b) The mover of a motion may alter a motion which he/she has moved and which has been seconded with the consent of both the meeting and the seconder. The meeting's consent will be signified without discussion.

(c) Only alterations which could be made as an amendment may be made.

(d) A member may withdraw a motion which he/she has moved with the consent of both the meeting and the seconder (if any). The meeting's consent will be signified without discussion. No member may speak on the motion after the mover has asked permission to withdraw it unless permission is refused.

A14. MOTIONS WHICH MAY BE MOVED DURING DEBATE

When a motion is under debate, no other motion may be moved except the following procedural motions:

(i) to withdraw a motion;

(ii) to amend a motion;

(iii) to proceed to the next business;

(iv) that the question be now put;

(v) to adjourn a debate;

(vi) to adjourn the meeting;

(vii) that the meeting continue beyond 10.00 pm

(viii) to exclude the public and press in accordance with the Access to Information Rules; and

(ix) to not hear further a member named under Rule A20.3 or to exclude them from the meeting under Rule A20.4.

A15. RULES OF DEBATE

15.1 **No speeches until motion or amendment moved and seconded**

A motion or amendment shall not be debated unless it has been moved and seconded

15.2 **Right to require motion or amendment in writing**

Unless notice of the motion or amendment has already been given, the chair may require it to be written down and handed to him/her before it is discussed.

15.3 **Seconder's speech**

When seconding a motion or amendment, a member may reserve their speech until later in the debate.

15.4 **Content and length of speeches**

Speeches must be directed to the question under discussion or to a personal explanation or point of order. Subject to Rule A2.2, no speech may exceed 10 minutes in the case of a mover of a motion and 5 minutes in all other cases, except by the consent of the chair.

15.5 **When a member may speak again**

A member who has spoken on a motion may not speak again whilst it is the subject of debate, except;

(i) to speak once on an amendment moved by another member;

(ii) to move a further amendment if the motion has been amended since he/she last spoke;

(iii) if his/her first speech was on an amendment moved by another member, to speak on the main issue (whether or not the amendment on which he/she spoke was carried);

(iv) in exercise of a right of reply;

(v) on a point of order in accordance with Rule A15.8;

(vi) by way of personal explanation in accordance with Rule A15.9;

(vii) to answer a question raised by the chair or Chief Executive;

(viii) to request the chair for clarification of a procedural issue related to the debate.

15.6 **Right of reply**

(i) The mover of a motion has a right to reply at the end of the debate on the motion, immediately before it is put to the vote.

(ii) If an amendment is moved, the mover of the original motion has the right of reply at the close of the debate on the amendment, but may not otherwise speak on it.

(iii) The mover of the amendment has no right to reply to the debate on his or her amendment.

15.7 **Closure motions**

(i) A member may move, without comment, the following motions at the end of a speech of another member;

(a) to proceed to the next business;

(b) that the question be now put;

(c) to adjourn the debate; or

(d) to adjourn the meeting.

(ii) If a motion to proceed to next business is seconded and the chair thinks the item has been sufficiently discussed, he or she will give the mover of the original motion a right of reply and then put the procedural motion to the vote.

(iii) If a motion that the question be now put is seconded and the chair thinks the item has been sufficiently discussed, he/she will put the procedural motion to the vote. If it is passed he/she will give the mover of the original motion a right of reply before putting his/her motion to the vote.

(iv) If a motion to adjourn the debate or to adjourn the meeting is seconded and the chair thinks the item has not been sufficiently discussed and cannot reasonably be so discussed on that occasion, he/she will put the procedural motion to the vote without giving the mover of the original motion the right of reply.

15.8 **Point of order**

A member may raise a point of order at any time. The chair will hear them immediately. A point of order may only relate to an alleged breach of these Council Rules of Procedure or the law. The member must indicate the rule or law and the way in which he/she considers it has been broken. The ruling of the chair on the matter will be final.

15.9 **Personal explanation**

A member may make a personal explanation at any time. A personal explanation may only relate to some material part of an earlier speech by the member which may appear to have been misunderstood in the present debate. The ruling of the chair on the admissibility of a personal explanation will be final.

A16. PREVIOUS DECISIONS AND MOTIONS

16.1 **Motion to rescind a previous decision**

A motion, or amendment, to rescind a decision made at a meeting of Council within the past six months cannot be moved unless the notice of motion is signed by at least one third of all members.

16.2 **Motion similar to one previously rejected**

A motion or amendment in similar terms to one that has been rejected at a meeting of Council in the past six months cannot be moved unless the notice of motion or amendment is signed by at least one third of all members. Once the motion or amendment is dealt with, no one can propose a similar motion or amendment for six months.

NB: this Rule 16 does not apply to any motion to remove or change the Leader of the Council

A17. VOTING

17.1 Majority

Unless this Constitution provides otherwise, any matter will be decided by a simple majority of those members voting and present in the room at the time the question was put.

17.2 Chair's casting vote

If there are an equal number of votes for and against, the chair (or vice chair in the chair's absence) will have a second or casting vote. There will be no restriction on how the chair (or vice chair in the chair's absence) chooses to exercise a casting vote. In the absence of the chair and vice chair, the chair of the meeting shall have a second or casting vote and there shall similarly be no restriction on how this is exercised.

17.3 Show of hands

Unless a ballot or recorded vote is demanded under Rules A17.4 and A17.5, the chair will take the vote by show of hands, or if there is no dissent, by the affirmation of the meeting.

17.4 Ballots

The vote will take place by ballot if one third of the members present at the meeting demand it. The chair will announce the numerical result of the ballot immediately the result is known.

16.5 Recorded vote

If six members present at the meeting demand it, the names for and against the motion or amendment or abstaining from voting will be taken down in writing and entered into the minutes. A demand for a recorded vote will override a demand for a ballot.

17.6 Right to require individual vote to be recorded

Where any member requests it immediately after a vote is taken, their vote will be so recorded in the minutes to show whether they voted for or against the motion or abstained from voting.

17.7 Recorded votes at budget meetings

Immediately after any vote is taken on a budget decision at the budget decision meeting of the Council, there must be recorded in the minutes of the proceedings of that meeting the names of the persons who cast a vote for the decision or against the decision or who abstained from voting. This will include a recorded vote on any amendment proposed at the meeting.

For the purposes of this rule:

(a) "budget decision meeting" means a meeting of the Council at which it –

(i) makes a calculation (whether originally or by way of substitute) in accordance with any of sections 31A, 31B, 34 to 36A, 42A, 42B, 45 to 49, 52ZF, 52ZJ of the Local Government Finance Act 1992(a); or

(ii) issues a precept under Chapter 4 of Part 1 of that Act, and includes a meeting where making the calculation or issuing the precept as the case may be was included as an item of business on the agenda for that meeting; and

(b) references to a vote are references to a vote on any decision related to the making of the calculation or the issuing of the precept as the case may be.";

17.8 **Voting on appointments**

Where more than one person is nominated for a position to be filled, the chair of the meeting will suggest a procedure to be followed to make the appointment . If no member objects to this procedure it shall be adopted.

A18. MINUTES

Minutes of meetings of Cabinet and Committees are presented to Council meeting for information as a basis for questioning and comment. There is no need for any motion or vote to receive them.

The chair will sign the minutes of the previous meeting as a correct record and the only part of the minutes that can be discussed is their accuracy.

A19. RECORD OF ATTENDANCE

All members present during the whole or part of a meeting must sign their names on the attendance sheets before the conclusion of every meeting to assist with the record of attendance.

A20. EXCLUSION OF PUBLIC

Members of the public and press may only be excluded either in accordance with the Access to Information Rules in Part 4 of this Constitution or Rule A22 (Disturbance by Public).

A21. MEMBERS' CONDUCT

21.1 **Standing to speak**

When a member speaks at full Council they must stand and address the meeting through the chair. If more than one member stands, the chair will ask one to speak and the others must sit. Other members must remain seated whilst a member is speaking unless they wish to make a point of order or a point of personal explanation.

21.2 **Chair standing**

When the chair stands during a debate, any member speaking at the time must stop and sit down. The meeting must be silent.

21.3 **Member not to be heard further**

If a member persistently disregards the ruling of the chair by behaving improperly or offensively or deliberately obstructs business, the chair may move that the member be not heard further. If seconded, the motion will be voted on without discussion.

21.4 **Member to leave the meeting**

If a member continues to behave improperly after a motion is carried under Rule A21.3, the chair may move that either the member leaves the meeting or that the meeting is adjourned for a specified period. If seconded, the motion will be voted on without discussion.

21.5 **General disturbance**

If there is a general disturbance making orderly business impossible, the chair may adjourn the meeting for as long as he/she thinks necessary.

A22. DISTURBANCE BY PUBLIC

22.1 **Removal of member of the public**

If a member of the public interrupts proceedings, the chair will warn the person concerned. If they continue to interrupt, the chair may order their removal from the meeting room.

22.2 **Clearance of part of meeting room**

If there is a general disturbance in any part of the meeting room open to the public, the chair may call for that part to be cleared.

A23. SUSPENSION AND AMENDMENT OF COUNCIL PROCEDURE RULES

23.1 **Suspension**

All of these Council Rules of Procedure except Rule A17.6 may be suspended by motion on notice or without notice if at least one half of the members present at the meeting vote in favour. Suspension can only be for the duration of the meeting.

23.2 **Amendment**

Any motion to add to, vary or revoke these Council Rules of Procedure will, when proposed and seconded, stand adjourned without discussion to the next ordinary meeting of the Council.

A24. MAYOR AND DEPUTY MAYOR

24.1 **Mayor**

(i) The Mayor shall, unless he or she resigns or becomes disqualified, continue in office until his or her successor becomes entitled to act as Mayor.

(ii) All members of the Council shall be eligible to stand for election as Mayor irrespective of membership or non-membership of any political group but no member may stand for a second consecutive term as Mayor.

(iii) In the event of the Mayor resigning or becoming disqualified during his or her term of office a successor shall be appointed at the next ordinary meeting of the Council or at an extraordinary meeting convened for that purpose and shall continue in office for the remainder of his or her predecessor's term of office. This period in office shall not preclude the successor from standing for election at the next following Annual Meeting.

(iv) The Mayor shall have precedence in the Borough, but not so as to prejudicially affect His Majesty's royal prerogative. The Mayor shall, unless the Council shall have decided otherwise represent or arrange the representation of the Council on all state, civic or formal occasions.

24.2 **Deputy Mayor**

(i) The Deputy Mayor shall, unless he or she resigns or becomes disqualified, continued in office until his or her successor becomes entitled to act as Deputy Mayor.

(ii) All members of the Council shall be eligible to stand for election as Deputy Mayor irrespective of membership or non-membership of any political group but no member may stand for a second consecutive term as Deputy Mayor.

(iii) In the event of the Deputy Mayor resigning or becoming disqualified during his or her term of office a successor shall be appointed at the next ordinary meeting of the Council or at an extraordinary meeting convened for that purpose and shall continue in office for the remainder of his or her predecessor's term of office. This period of office shall not preclude the successor from standing for election at the next following Annual Meeting.

(iv) The Deputy Mayor shall assist the Mayor as requested and shall if necessary assist the Mayor in representing the Council on state, civic or formal occasions.

24.3 **Mayoress and Consort**

No-one may serve as mayoress and / or mayor's consort whilst they are the leader or deputy leader of a political group represented on the Council.

24.4 **Nature of the Role**

The role of the Mayor (and Deputy Mayor) is strictly a non-political one and all councillors will respect the Mayor (and Deputy Mayor's) neutral position. For example, the Mayor (or Deputy Mayor) will maintain an apolitical stance when chairing Council meetings and will allow different opinions to be fully and fairly represented and debated subject to the requirements of these Procedure Rules.

A25. COUNCIL URGENCY PROCEDURE

Decisions within the terms of reference of the Council that cannot be deferred until the next scheduled ordinary meeting of the Council by reason of urgency may be taken by the Chief Executive under delegated powers following consultation with the following:

(a) the Leader and Deputy Leader of the Council; and

(b) the Leader and Deputy Leader of the political group with the next largest number of seats after the controlling group

provided that the Chief Executive may not exercise such delegated powers in respect of a decision for which an extraordinary meeting of the Council has been requested pursuant to Rule A3, even if the request for an extraordinary meeting is declined pursuant to Rule A3.2.

A26. PETITIONS

At any one meeting of the Council no person may present more than one petition.

The following shall apply where a petition is referred to Council by the Leader of the Council or the Chief Executive:

(i) the organiser of the petition (or their nominee) may speak for up to 5 minutes to present the petition to the Council

(ii) the petition may then be debated for up to 20 minutes

(iii) Leader of the Council will then have up to 5 minutes to sum up following the petition debate

The Council will decide how to respond to the petition at the meeting. Such response may include:

i) taking the action the petition requests

ii) declining to take the action the petition requests

iii) requesting further investigation into the matter

iv) making recommendations to Cabinet where the matter relates to an executive decision

The petition organiser will receive written confirmation of this decision.

A27. COMMITTEES

Application to Committees and Sub-Committees

27.1 Only Rules A2.3, A3.3, A5.2-5.4, A6.2, A9.1, A17-23.1 (but not Rule A21.1) and A27 apply to meetings of committees and sub-committees. Rules A17.5 and A17.6 shall not apply to the Planning Committee, Judicial Committee and Licensing Committee

Delegation to Committees and Sub-Committees

27.2 Matters delegated to a particular Committee or Sub-Committee will, in the absence of any contrary provision, and subject to Rule A27.3 below, be actionable immediately upon the committee granting the approval

27.3 Any item may be referred to the next meeting of the Council where either:

(a) not less than 4 members of the committee (including the proposer and any member attending as a substitute) vote at the meeting to request a reference to Council; or

(b) not less than 7 members of the Council (in any combination of committee / non-committee members) submit a signed resolution addressed to the committee chair requesting a reference to Council

27.4 If a resolution under Rule A27.3 is carried, no action may be taken until the Council has considered the item. This is a request for “Reference to Council” and must be made before the item of business is discussed

27.5 The Council may, if appropriate, refer the issue back to the Committee or Sub-Committee for decision.

27.6 **Committee urgency procedure**

Decisions within the terms of reference of a Committee or Sub-Committee which cannot be deferred until the next scheduled meeting of the Committee or Sub-Committee by reason of urgency may be taken by the Chief Executive (or the Deputy Chief Executive if the Chief Executive is unavailable or unable to act) under delegated powers following consultation with the chair and vice chair of the Committee or Sub-Committee, plus the main spokesperson for each political group represented on the Committee or Sub-Committee.

27.7 **Attendance by Leader and Deputy**

The Leader and Deputy Leader of the Council may attend meetings of all Committees and Sub-Committees where this is permitted by law and may address the meeting once without leave and thereafter only with the consent of the chair of the meeting.

27.8 **Appointment of Substitutes**

The following rules shall apply so as to permit the substitution of reserve members for members who are unable to attend Committee meetings.

a The Council shall, when appointing Committees, appoint to each of them reserve members who may act as members of a Committee only when nominated in accordance with these rules, provided that no reserve members may be appointed in respect of the Standards Committee.

b The reserve members shall be divided into lists for each Committee which shall include all members of the Council not serving on that particular body.

c A member of a Committee shall, if he wishes a reserve member to attend a meeting of that committee in his or her place, give the Chief Executive written or oral notice before the time arranged for the start of that meeting that he or she is unable to attend and that the reserve member named in the substitution notice or orally will attend in his or her place.

d The effect of such substitution notices shall be that the member giving the notice shall cease to be a member of that committee for the duration of that meeting and for the duration of any adjournment of it, and that the reserve member shall be a full member of the committee for the same period.

e A written or oral substitution notice, once given in respect of a meeting of a committee, may not be revoked in respect of such meeting, or any adjournment of it.

f The member giving notice under (c) above shall be responsible for notifying the relevant reserve member of the substitution and for passing on the relevant agenda and reports.

g A reserve member arriving during the course of a committee or sub-committee meeting may take part in the meeting but may only vote on items for which they have been present throughout. The reserve member must declare themselves as such upon arrival at the meeting and must confirm the name of the member for whom they acting as a reserve member.

27.9 **Quorum**

Except where authorised by a statute or ordered by the Council, business shall not be transacted at a meeting of any Committee unless at least one quarter of the whole number of the committee is present.

Provided that in no case shall the quorum of a Committee be less than four members, except in the case of the Audit Committee, the Judicial Committee (Private Hire and Hackney Carriage Licensing), the Management Review Commitee and the Standards Committee where the quorum shall be not less than 3 members.

27.10 **Rules applying to Planning Committee**

The public shall have the right to address the Planning Committee in respect of individual planning applications subject to the following rules:

27.10.1 The number of members of the public speaking in respect of each major planning application (as defined by Regulations) shall be limited to two on behalf of the applicant / agent for the applicant and two others;

27.10.2 The number of members of the public speaking in respect of any other planning application shall be limited to one on behalf of the applicant / applicant's agent and one other;

27.10.3 In addition to the above, Ward Councillors (who are not members of the Planning Committee) will be given the right to speak on a planning application in their ward or township of which their ward forms part, and will be allowed up to five minutes. These rights are subject to the Ward Councillor's obligations under the Code of Conduct, whereby if he/she has a disclosable pecuniary interest in the application, he/she will be unable to speak (unless he/she has obtained a dispensation from Standards Committee).

27.10.4 In addition to the above, a properly nominated representative of Altham Parish Council may, with the consent of the Chair, speak in respect of planning applications within the boundary of the Parish of Altham for up to five minutes.

27.10.5 Each person addressing the Planning Committee pursuant to Procedure Rules 27.10.1 to 27.10.3 above may speak for up to five minutes only and they shall be invited to do so by the Chair immediately after the application has been presented to the Committee by the planning officer and they shall speak in the following order:

"other" speaker

Altham Parish Council (if Rule 27.10.4 applies)

applicant / applicant's agent

27.10.6 Applications to address the Planning Committee shall be allocated on a first come first served basis prior to the meeting of the Planning Committee and only those whose names have been notified to the Chair at the start of the meeting of each Committee shall be permitted to speak

27.11 **Attendance at Committees**

A member of the Council may attend as an observer any meeting of a committee of which he or she is not a member. He or she may not engage in debate or discussion or vote, but may speak by way of explanation on any matter of which the chair has been previously notified.

27.12 **Extraordinary Committee Meetings**

(i) The chair of a committee may call an extraordinary meeting of the committee at any time;

(ii) An extraordinary meeting of a committee shall also be called by the Chief Executive on the requisition of a quarter of the total membership of the committee or four members whichever is greater.

(iii) The summons to the special meeting will set out the business to be considered and no other business other than that set out in the summons may be considered at the meeting.

A28. DISCLOSABLE PECUNIARY INTERESTS

A member of the Council with a disclosable pecuniary interest in any matter to be considered, or being considered, at a meeting of the Council, or Cabinet, or a committee, sub-committee, joint committee or joint sub-committee of the Council, shall withdraw from the room where the meeting is being held whenever it becomes apparent that the matter in which the member has a disclosable pecuniary interest is being considered unless the member has obtained a dispensation from the Council's Standards Committee.

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REPORT TO:		Council	
DATE:		16 July 2026	
PORTFOLIO:		**Councillor Munsif Dad BEM JP - Leader of the Council**	
REPORT AUTHOR:		Chief Planning and Transportation Officer	
TITLE OF REPORT:		Adoption of the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations)	
EXEMPT REPORT (Local Government Act 1972, Schedule 12A)	**No**	Not applicable	
KEY DECISION:	**Yes**	If yes, date of publication:	

1.0 Purpose of Report

1.1 The Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) ("Local Plan 2040") was submitted to the Planning Inspectorate in March 2025 for independent examination. Following completion of the examination, the Government-appointed Planning Inspector issued her Final Report, concluding that the Local Plan is sound, subject to the incorporation of the recommended Main Modifications.

1.2 The purpose of this report is to seek Council approval to adopt the Local Plan 2040, incorporating the Main Modifications recommended by the Planning Inspector. The report also seeks approval to undertake the statutory actions associated with adoption, including:

- Publication of the adopted Local Plan 2040 and Sustainability Appraisal
- Publication of an Adoption Statement
- Making the adopted Local Plan 2040 available for inspection
- Sending copies of the Adoption Statement to all relevant consultees, interested parties and the Secretary of State

1.3 The Planning Inspector's Final Report is attached at Appendix 1, with the recommended Main Modifications attached at Appendix 2.

2.0 Recommendations

2.1 It is recommended that Council:

a) Notes the findings of the Planning Inspector's Final Report on the Examination of the Hyndburn Local Plan 2040, attached at Appendix 1.

b) Adopts the Hyndburn Local Plan 2040, together with the Policies Map, incorporating the Main Modifications set out in the Planning Inspector's Final Report dated 6 July 2026 and reproduced at Appendix 2.

c) Notes that, upon adoption of the Local Plan 2040, all policies contained within the Hyndburn Core Strategy (2012) and the Saved Policies of the Hyndburn Local Plan (1996) will be superseded. The Development Plan for the Borough will thereafter comprise:

- the Hyndburn Local Plan 2040;
- the Development Management Development Plan Document (2018);
- the Accrington Area Action Plan (2012); and
- the Lancashire Minerals and Waste Local Plan.

3.0 Reasons for Recommendations and Background

3.1 Preparation of the Hyndburn Local Plan 2040 commenced in 2017. The Plan (Strategic Policies and Site Allocations) establishes the Borough's strategic vision, objectives and spatial strategy, together with the planning policies that will guide future development. It provides the framework for ensuring that development is delivered in accordance with the principles of the National Planning Policy Framework (NPPF).

3.2 The Plan covers the period 2021 to 2040 and identifies the locations required to accommodate future growth. It makes provision for 3,686 dwellings (equating to 194 dwellings per annum) and approximately 70 hectares of employment land to meet the Borough's identified development needs.

3.3 The Local Plan has been prepared following extensive public consultation undertaken between 2018 and 2024. Following approval by Council, the Plan was submitted to the Secretary of State for independent examination in March 2025.

3.4 The examination was conducted by an independent Planning Inspector appointed by the Secretary of State. Hearing sessions took place at Scaitcliffe House, Accrington, on the following dates:

- Tuesday, Wednesday, and Thursday 16-18 September 2025
- Tuesday, Wednesday, and Thursday 23-25 September 2025

3.5 In accordance with the Inspector's direction, the Council consulted on the proposed Main Modifications between 6 March and 1 May 2026. Main Modifications are changes that are necessary to ensure that the Local Plan is legally compliant and sound in light of matters identified during the examination process. A total of 19 representations were

received during the consultation period and were subsequently submitted to the Inspector for consideration before the examination was concluded.

3.4 The Local Plan 2040 sets out the following Vision for the Borough

> "*In 2040 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 high quality built and historic environment, 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."*

3.5 The Local Plan makes provision for the delivery of 3,686 homes over the Plan period together with approximately 70 hectares of employment land to meet the Borough's identified needs.

3.6 The overall extent of the Green Belt will be maintained. However, to deliver the Local Plan strategy, a number of locally significant amendments to the Green Belt boundary are proposed at the following locations:

- strategic residential development at Huncoat Garden Village;
- residential development at Cut Lane, Rishton
- strategic employment development at Altham Business Park;
- strategic employment development at land north of J6 at Whitebirk;
- minor boundary discrepancies where they arise; and
- safeguarded land at Huncoat for longer term development needs beyond the current plan period.

3.7 The Planning Inspector's recommended Main Modifications can be summarised as follows:

- amendments to Policy SP2 (Huncoat Garden Village) to address the impact of development on the strategic road network and ensure sustainable development;
- the removal of three proposed Green Belt designations where exceptional circumstances had not been demonstrated;
- deletion of Housing Allocation H4 (Land at Hopwood Street) owing to concerns regarding deliverability and the absence of a realistic prospect of development within the Plan period;

- revisions to Policy SP9 to clarify the approach to the redevelopment of playing fields, sports facilities and recreational land in accordance with national planning policy;
- amendments to Policy SP10 to reflect development viability when securing affordable housing on brownfield sites;
- amendments to Policy SP12 to clarify the provision required for Gypsy and Traveller accommodation over the Plan period;
- amendments to Policy SP14 to clarify the application of Biodiversity Net Gain requirements and the mitigation hierarchy;
- amendments to a number of area-based and site allocation policies to ensure consistency with national policy relating to the conservation and enhancement of the historic environment;
- revisions to the development requirements for a number of allocated sites to ensure sustainable development;
- inclusion of a Monitoring Framework at Appendix E;
- additional explanatory text and a key for the flood risk maps contained within Appendix D; and
- a number of further modifications to ensure that the Plan is positively prepared, justified, effective and consistent with national planning policy.

3.8 The Planning Inspector's Report is not legally binding and the Council is not obliged to accept every recommendation. However, any decision to depart from the Inspector's recommended Main Modifications would carry significant risk. Policies adopted without the recommended Main Modifications would be vulnerable to challenge through the planning appeal process and could also expose the Council to an application for Judicial Review. In such circumstances, the Council would be unlikely to be able to robustly defend its position. It is therefore recommended that the Local Plan 2040 is adopted in accordance with the Inspector's Report and incorporates all of the recommended Main Modifications.

3.9 A Schedule of Minor Modifications prepared by the Council is attached at Appendix 3. These modifications comprise factual updates, corrections, typographical amendments and other minor changes to the supporting text. They do not alter the policy content of the Plan and are consistent with the Main Modifications recommended by the Planning Inspector.

3.10 Should Council decide to adopt the Local Plan 2040, the adoption will be effective from the date the decision is made, the date of this Council meeting. From that date the Local Plan 2040 will immediately form part of the Development Plan, replacing the Hyndburn Core Strategy 2012. It will become the main document against which planning applications will be assessed, alongside the Development Management Development Plan Document adopted in 2018, the Accrington Area Action Plan adopted in 2012, and the Lancashire Minerals and Waste Local Plan.

3.11 Following adoption, the Council will undertake the statutory requirements prescribed by the Town and Country Planning (Local Planning) (England) Regulations 2012. These actions include:

- publishing the adopted Local Plan 2040, Policies Map, Sustainability Appraisal, Adoption Statement and the Planning Inspector's Report;
- making the adopted documents available for public inspection;
- notifying all statutory consultees, representors and the Secretary of State of the adoption; and
- issuing a press release and public notice to ensure that the adoption of the Local Plan is appropriately publicised.

3.12 Following adoption of the Local Plan 2040, there is a statutory six-week period during which an application may be made to the High Court for Judicial Review.

3.13 Any challenge is limited to whether the Local Plan 2040 is within the Council's powers under the Planning and Compulsory Purchase Act 2004 or whether the relevant procedural requirements have not been complied with.

3.14 Throughout the preparation and examination of the Local Plan 2040, the Council has sought to ensure full compliance with all statutory and procedural requirements. In addition, the Plan has been independently examined by a Planning Inspector appointed by the Secretary of State, who has concluded that the Plan is sound, subject to the incorporation of the recommended Main Modifications.

3.15 Whilst every reasonable step has been taken to minimise the risk of legal challenge, the possibility of a Judicial Review cannot be entirely eliminated and therefore remains a residual risk.

4.0 Alternative Options considered and Reasons for Rejection

4.1 The Council could choose not to adopt the Local Plan 2040. However, this option is not recommended as it would significantly weaken the Council's ability to plan positively for future growth and development across the Borough.

4.2 Without an up-to-date Local Plan, the Council would be less able to demonstrate that sufficient land has been identified to meet its housing and employment needs. This would increase the likelihood of speculative planning applications and reduce the Council's ability to direct development to the most sustainable locations. It would also increase the risk of planning decisions being made on the basis of national policy rather than locally determined planning policies.

4.3 The Council could choose to adopt the Local Plan 2040 without incorporating the Main Modifications recommended by the Planning Inspector. This option is also not recommended.

4.4 The Inspector has concluded that the Local Plan is sound only subject to the incorporation of the recommended Main Modifications. Adopting the Plan without those modifications would leave affected policies vulnerable to challenge through the planning appeal process and could expose the Council to an application for Judicial Review.

4.5 Such an approach would create significant uncertainty regarding the effectiveness and weight that could be afforded to the Local Plan.

4.6 For these reasons, it is recommended that the Council adopts the Local Plan 2040 together with the Main Modifications recommended in the Inspector's Final Report.

5.0 Implications

Financial implications (including any future financial commitments for the Council)	There is a low risk that the Local Plan could be challenged through the judicial review process and if this was the case then the Council would have to determine how it was going to proceed both in officer time and financially.
Legal and human rights implications	There are legal implications of not adopting the Local Plan or of adopting it without the Inspectors recommended modifications – this could leave the Council open to challenge both at appeal and through the Judicial Review process. Adopting the Local Plan as recommended by the Inspector mitigates this risk.
Assessment of risk	The details concerning risk are set out above in this paper.
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.* *In lieu of the Customer First Analysis the Integrated Impact Assessment is available on the Councils website www.hyndburnbc.gov.uk/hyndburn-local-plan-2040-submission/*	The Local Plan has been through an examination in public and the Council produced an Integrated Impact Assessment of Hyndburn 2037: The Local Plan Regulation 19 Consultation (Pre-Submission) document in November 2023. This is available on the Council`s website examination document number HBC2.010a. This document was consulted on and the Inspector has not found any issues in terms of the soundness of the Local Plan in

	connection with the equality duty of the Council.

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

Report to Council – 16 January 2025 – Submission of Local Plan for Examination
Report to Council – 15 January 2026 - Local Plan – Main Modifications Consultation
Appendix 1 - Planning Inspector's Final Report
Appendix 2 - Main Modifications
Appendix 3 - Schedule of Minor Modifications
Appendix 4 – Local Plan 2040 (draft)

8.0 Freedom of Information

8.1 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.

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Planning Inspectorate

Report to Hyndburn Borough Council

by Helen Hockenhull BA(Hons) B.Pl MRTPI

an Inspector appointed by the Secretary of State

Date: 06 July 2026

Planning and Compulsory Purchase Act 2004 (as amended and applied by the Levelling-up and Regeneration Act 2023 (Commencement No. 11 and Saving and Transitional Provisions) Regulations 2026)

Report on the Examination of the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations)

The Plan was submitted for examination on 10 March 2025

The examination hearing was held between 16 and 25 September 2025

File Ref: PINS/R2330/429/8

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Schedule of Main Modifications..... Appendix

Abbreviations used in this report

BNG	Biodiversity Net Gain
DM DPD	Development Management Development Plan Document
DtC	Duty to Cooperate
ELS	Employment Land Study
The Framework	The National Planning Policy Framework
GBA	Green Belt Assessment
GTAA	Gypsy and Traveller Accommodation Assessment
HENA	Housing and Economic Needs Assessment
HER	Historic Environment Report
HGV	Huncoat Garden Village
HRA	Habitats Regulation Assessment
IIA	Integrated Impact Assessment
LDS	Local Development Scheme
MM	Main Modification
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SHLAA	Strategic Housing Land Availability Assessment

Non-Technical Summary

This report concludes that the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) provides an appropriate basis for the planning of the Borough, provided that a number of main modifications [MMs] are made to it. Hyndburn Borough Council has specifically requested that I recommend any MMs necessary to enable the Plan to be adopted.

Following the hearings, the Council prepared schedules of the proposed modifications and, where necessary, carried out sustainability appraisal (SA) and habitats regulations assessment (HRA) of them. The MMs were subject to public consultation over an eight-week period. In some cases, I have amended their detailed wording and/or added consequential modifications where necessary. I have recommended their inclusion in the Plan after considering the SA and HRA and all the representations made in response to consultation on them.

The MMs can be summarised as follows:

- Changes to the requirements of Policy SP2 Huncoat Garden Village (HGV) to address the impacts of the development on the strategic road network and achieve sustainable development.
- Revisions to Policy SP9 to set out the approach to the consideration of the loss of playing fields, sports and recreation facilities through redevelopment ensuring consistency with national planning policy.
- Amendments to Policy SP10 to take account of viability in the provision of affordable housing on brownfield sites.
- Changes to Policy SP12 to clarify the requirements for Gypsy and Traveller accommodation over the Plan period.
- Changes to Policy SP14 to clarify the requirements for Biodiversity Net Gain (BNG) and the mitigation hierarchy.
- Amendments to a number of Local Plan Area and site allocations policies to ensure consistency with national planning policy for the conservation and enhancement of the historic environment.
- Amendments to the development requirements to a number of site allocations to achieve sustainable development.
- Inclusion of a Monitoring Framework at Appendix E.
- Addition of explanatory text and key to the Flood Risk maps in Appendix D to provide greater clarity.
- A number of other modifications to ensure that the Plan is positively prepared, justified, effective and consistent with national policy.

Introduction

1. This report contains my assessment of the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) (the Plan) in terms of Section 20(5) of the Planning and Compulsory Purchase Act 2004 (as amended) and as applied by Regulation 4 and paragraph 2 schedule 1 of the Levelling-up and Regeneration Act 2023 (Commencement No.11 and Saving and Transitional Provisions) Regulations 2026. It considers whether the Plan is compliant with the relevant legal requirements (including in terms of the Town and Country Planning (Local Planning) (England) Regulations 2012, also as applied by Regulation 4 and paragraph 2 schedule 1 of the Levelling-up and Regeneration Act 2023 (Commencement No.11 and Saving and Transitional Provisions) Regulations 2026) and whether it is sound.

2. Annex 1 of the National Planning Policy Framework (the Framework) 2024 sets out transitional arrangements, in accordance with which I have examined the Plan under the Framework, September 2023. Therefore, unless stated otherwise, references in this report are to the Framework of September 2023. Paragraph 35 of the Framework advises that in order to be sound, a Local Plan should be positively prepared, justified, effective and consistent with national policy. References in [square brackets] refer to documents in the Examination library.

3. The starting point for the examination is the assumption that the local planning authority has submitted what it considers to be a sound and legally compliant Plan. The Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) submitted in March 2025 is the basis for my examination. It is the same document as was published for consultation between 12 February and 25 March 2024.

Main Modifications

4. In accordance with section 20(7C) of the 2004 Act, the Council requested that I should recommend any MMs necessary to rectify matters that make the Plan unsound and/or not legally compliant and thus incapable of being adopted. My report explains why the recommended MMs are necessary. The MMs are referenced in bold in the report in the form **MM1, MM2** etc, and are set out in full in the Appendix.

5. Following the examination hearings, the Council prepared a schedule of proposed MMs and, where necessary, carried out sustainability appraisal and habitats regulations assessment of them. The MM schedule was subject to public consultation for eight weeks. I have taken account of the consultation responses in coming to my conclusions in this report and in this light, I have made some amendments to the detailed wording of the main modifications and added consequential modifications where these are necessary for consistency

or clarity. None of the amendments significantly alters the content of the modifications as published for consultation or undermines the participatory processes and sustainability appraisal (SA)/habitats regulations assessment (HRA) that has been undertaken. Where necessary I have highlighted these amendments in the report.

Policies Map

6. The Council must maintain an adopted policies map which illustrates geographically the application of the policies in the adopted development plan. When submitting a local plan for examination, the Council is required to provide a submission policies map showing the changes to the adopted policies map that would result from the proposals in the submitted local plan. In this case, the submission policies map comprises the set of plans identified as Local Plan Policies Map Reg 22 (2025) as set out in HBC1.002.

7. The policies map is not defined in statute as a development plan document and so I do not have the power to recommend MMs to it. However, a number of the published MMs to the Plan's policies require further corresponding changes to be made to the policies map. For example, the deletion of the allocation at Clayton Triangle (H10). In addition, there are some instances where the geographic illustration of policies on the submission policies map is not justified and changes to the policies map are needed to ensure that the relevant policies are effective. These include minor changes to the Green Belt boundary to rectify minor discrepancies following digitalisation and the deletion of proposed additions to the Green Belt; specifically land north of Blackburn Road, Oswaldtwistle; John Street and Tinker Brook Allotments; and land south of Moorfield Industrial Estate.

8. These further changes to the policies map were published for consultation alongside the MMs, in the Local Plan Modification Proposals Map.

9. When the Plan is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted policies map to include all the changes proposed in the Local Plan Policies Map Reg 22 (2025) and the further changes published alongside the MMs.

Context of the Plan

10. The Borough of Hyndburn is located in East Lancashire. It lies at the heart of 'Pennine' Lancashire, close to the borders of Yorkshire and Greater Manchester. It lies in the foothills and valleys on the western edge of the Pennine Hills and directly borders Blackburn with Darwen to the west, Burnley to the north east, Ribble Valley to the north and Rossendale to the south east. The Borough covers an area of approximately 73 square miles. Accrington is

the main settlement which includes the townships of Baxenden, Clayton le Moors, Church, Huncoat and Oswaldtwistle with smaller towns of Rishton and Great Harwood. The Borough has smaller rural settlements such as Belthorn and Altham and large areas of open countryside, with around 54% of the Borough comprising Green Belt.

11. Hyndburn is well connected with the M65 motorway running east-west through the Borough. Direct rail services run to Preston, Leeds/Bradford and Manchester.

12. The Borough has a resident population of around 82,000. The overall population has been in decline since 2001 due to net out migration. Whilst this trend shows signs of slowing, demographic forecasts predict further decline over the Plan period, with a significant rise in the proportion of elderly persons and fewer working age residents.

13. The Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) is proposed to replace the 2012 Core Strategy. The Local Plan does not include any development management policies as these are provided in the Development Management Development Plan Document (DM DPD) adopted in 2018. The development plan also includes the Accrington Area Action Plan adopted in 2012.

Public Sector Equality Duty

14. I have had due regard to the aims expressed in S149(1) of the Equality Act 2010. Amongst other things, this sets out the need to advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not.

15. The Plan contains specific policies to provide for Gypsies and Travellers, the provision of accommodation for older people and those with disabilities, sustainable design and community and leisure facilities. These policies should directly benefit people with protected characteristics.

16. The Council prepared an Equality Impact Assessment for the Plan as part of the Integrated Impact Assessment (IIA) [HBC 2.10a]. There is no persuasive evidence to show that the Plan would bear disproportionately or negatively on those with protected characteristics. The opportunity to foster greater equality and positive impacts for protected groups has been sought and incorporated within policies where appropriate.

Assessment of Legal Compliance

Local Development Scheme

17. Section 19(1) of the 2004 Act requires development plan documents to be prepared in accordance with the Local Development Scheme (LDS). The Local Plan preparation commenced with the scoping of Issues and Options in 2018 followed by Regulation 18 consultation in February-April 2019. A consultation on a specific Gypsy and Traveller policy and site options took place between December 2019 and January 2020. Consultation on the submission version Local Plan under Regulation 19 was undertaken from November 2022 to January 2023. It was decided to run a second Regulation 19 consultation between February and March 2024 due to deficiencies in the first consultation exercise and to take the opportunity to incorporate minor changes to the Plan to take account of comments made by statutory consultees.

18. Evidently there has been some slippage in the timetable for the review of the Plan due to staffing and resources, the need to undertake additional consultation on Gypsy and Traveller sites and a second Regulation 19 consultation. The Council's LDS was revised accordingly in 2025 at the time of the Plans submission for examination. The adoption of the Plan is now in line with the expectations of the current LDS.

Consultation

19. Development plans must be prepared in accordance with the statutory requirements for consultation, which are set out in the 2004 Act and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) (the 2012 Regulations).

20. The Council's Regulation 22 Consultation Statement confirms that at each stage, public consultation on the Plan and the MMs was carried out in compliance with the Council's Statement of Community Involvement (SCI) (SD9). This involved direct mailing to those on the consultation database, in person events, newspaper articles and all consultation material being available online. The Council advised at the hearing that at the first Regulation 19 stage there were problems with some on the database not being directly consulted and an updated SA not being publicly available. This was rectified in a second Regulation 19 consultation which included a social media and publicity campaign to raise awareness of the Local Plan consultation including posts on the Council's Twitter (now X) and Facebook accounts, with each post receiving over a thousand hits.

21. An online response form was available on the Consultation webpage, which could be completed and directly submitted online or downloaded and sent via email. Comments not on the official form were also accepted via email or letter. A brief guidance note on how to respond, including the importance of commenting on the soundness of the Plan, was included on the response form. I am aware that some respondents found the online system difficult to use, however other forms of response were accepted by the Council. In order to be in accordance with the SCI and the Regulations, it is not a requirement to individually notify residents living close to the proposed site allocations.

22. During the first Regulation 19 consultation, a total of 252 individual representations were received from 133 separate respondents. For the second Regulation 19 consultation, 146 representations were made from 65 separate respondents - 122 of whom had also commented at Regulation 19(1) stage.

23. Given the above, I am satisfied that the consultation on the Plan and the MMs was carried out in compliance with the Council's SCI and met the consultation requirements of the Regulations.

Sustainability Appraisal

24. The Council carried out an IIA [HBC2.010a] which combined the SA, with Strategic Environmental Assessment, Equality Impact Assessment and Health Impact Assessment. A report of the findings was published along with the plan and other submission documents under Regulation 19. The appraisal was updated during the examination to consider the MMs.

25. The IIA assessed the Plan against a range of economic, social and environmental objectives. The appraisal was used to inform plan-making and the preferred strategy at each stage of the Plan preparation. The IIA considered reasonable alternatives for both housing and employment growth. Four housing growth options and three employment growth options were assessed. The Council has selected a high employment growth option and a medium housing growth option. These options were preferred because whilst they would require the allocation of land outside the existing urban boundary including within the Green Belt, they would allow net migration into the Borough and an opportunity to tackle the imbalance in the housing stock. They would also provide growth to ensure job creation and economic prosperity. The IIA sets out that neither of the options results in negative effects and they are both appropriate and justified. The IIA also assessed the proposed site allocations and policies in the plan against the IIA objectives and where necessary made recommendations for strengthening the Plan's policies.

26. Overall, I am satisfied that the Council's SA work is fit for purpose and provides a sufficiently robust assessment based on proportionate evidence meeting the legal requirements.

Habitats Regulation Assessment

27. In line with the Conservation of Habitats and Species Regulations 2017 (as amended) (the Habitat Regulations), a Habitats Regulation Screening Report (SD5) accompanies the Hyndburn 2040 Local Plan [HBC2.004]. The Assessment identified seven relevant European Sites, including Special Areas of Conservation, Special Protection Areas and Ramsar Sites, which could potentially be affected by the Plan.

28. The Report concludes that there are no likely significant effects on European Sites resulting from the proposals of the Local Plan and that an Appropriate Assessment is therefore not required.

29. The Report contained a number of deficiencies, in that it did not sufficiently consider in combination effects, and it was unclear whether the potential impact of aerial pollutants from road traffic emissions on the proposed allocations had been screened out. An Addendum Report was produced at MM consultation stage to address these matters and also to consider the proposed MMs. This confirms that there are no likely significant effects on European sites resulting from the proposals of the Plan or in combination with other plans and projects. It also demonstrates that the Plan will not impact on European sites through airborne pollutants or through water pollution.

30. Given the above, I conclude that the potential likely significant effects of proposals in the Plan have been appropriately considered through the HRA and that the Plan is legally compliant with respect to the Habitat Regulations.

Other Legal Requirements

31. Sections 19(1B) and 19(1C) of the 2004 Act require development plans, taken as a whole, to include policies to address the strategic priorities for the development and use of land in the local planning authority's area. The Local Plan sets out five strategic objectives which will assist in the delivery of the Plan Vision. These relate to supporting the local economy, the provision of a greater choice and quality of housing, sustaining the health and wellbeing of Hyndburn residents, conserving and enhancing the urban and rural environment and providing easy access for all to good quality services and facilities.

32. The strategic policies of the Plan, Policies SP1-31, provide the policy framework to achieve these objectives. They ensure that new housing and employment

growth are supported by appropriate infrastructure and environmental improvements. I am satisfied that the Plan meets the statutory requirement to include policies addressing the strategic priorities of the Borough.

33. Section 19(1A) of the 2004 Act requires that development plan documents must, taken as a whole, include policies designed to ensure that the development and use of land in the Local Planning Authority's area contribute to the mitigation of, and adaptation to, climate change. Policies SP13-17 achieve this in the Plan. They relate to sustainable development and climate change, green infrastructure, renewable energy and biodiversity.

34. I therefore conclude that the Plan, taken as a whole, includes policies designed to secure that the development and use of land in Hyndburn contributes to the mitigation of, and adaptation to, climate change.

Conclusion on Legal Compliance

35. The Plan complies with all other relevant legal requirements, including in the 2004 Act (as amended) and the 2012 Regulations.

Assessment of Soundness

Main Issues

36. Taking account of all the representations, the written evidence and the discussions that took place at the examination hearings, I have identified 13 main issues upon which the soundness of this Plan depends. This report deals with these main issues. It does not respond to every point or issue raised by representors. Nor does it refer to every policy, policy criterion or allocation in the Plan.

Issue 1 – Whether the Council has maintained effective cooperation in the preparation of the Plan.

37. At the start of the examination, Section 20(5)(c) of the 2004 Act required that I consider whether the Council complied with any duty imposed on it by Section 33A in respect of the Plan's preparation, that is the Duty to Cooperate (DtC). However, during the consultation on the MMs the legal compliance test with regard to the DtC was formally revoked. Notwithstanding, the change in the legal context, the Framework makes clear that maintaining effective cooperation remains a test of soundness.

38. I have had regard to the contents of the Council's Statement of Compliance with the DtC [HBC10.001] as it outlines the cooperation that took place in the

preparation of the Plan with neighbouring authorities and other bodies. This demonstrates the Council's ongoing liaison with relevant bodies on the preparation of key evidence and working collaboratively with infrastructure providers on infrastructure planning. A number of Statements of Common Ground have been prepared including with Blackburn with Darwen, Rossendale and Ribble Valley Borough Councils and also the South Pennine Authorities.

39. The Council has cooperated with Blackburn with Darwen Council in the joint Housing Market Area and Functional Economic Market area and has produced joint evidence, including the Employment Land Study (ELS)[HBC3.001a] and the Gypsy and Traveller Accommodation Assessment (GTAA) [HBC5.002].

40. The Council does not require other authorities to assist them with their development needs and no requests from adjoining Councils to meet their housing or employment needs have been received.

Conclusion

41. Overall, I am satisfied that the Plan is predicated on effective cooperation.

Issue 2 – Is the Plan's overall vision and spatial development strategy positively prepared, justified, effective and consistent with national policy in enabling the delivery of sustainable development?

Vision and Strategic Objectives

42. The Vision for Hyndburn is that it will be a vibrant, distinctive and prosperous area of Pennine Lancashire by 2040. It will be recognised for the collective quality and attractiveness of its market towns, diverse communities, landscape setting, environmental credentials, including a healthy natural environment, its response to climate change, and the special qualities of Huncoat Garden Village. The Vision is to be delivered through the implementation of five strategic objectives. As drafted the Vision and the strategic objectives do not adequately recognise Hyndburn's historic environment. For effectiveness, **MM02** and **MM03** add additional text to rectify this.

Spatial Development Strategy- Policy SP1

43. The IIA considered five spatial options to guide the distribution and location of growth in Hyndburn. These included maintaining the Core Strategy approach to growth, a Garden Village led growth based on Huncoat, a Transport Corridor led growth focussing development on the M65 corridor, market focus growth and a land availability led growth. The Council chose to combine the benefits of each growth option to form a new Spatial Development Strategy for the Borough.

44. Essentially this focusses growth on Accrington as the principal town with proportionate growth in the smaller towns and settlements, together with a higher level of growth at Huncoat as part of a Garden Village proposal. Strategic employment is concentrated around the M65 corridor with the expansion of existing strategic employment sites. The development strategy also takes account of the availability, suitability and achievability of potential development sites.

45. Policy SP1 maintains the existing settlement pattern and hierarchy. Whilst the Plan tries to achieve proportionate growth to the size of individual settlements there are some discrepancies. For example, Clayton le Moors, a top tier settlement has been identified for less housing than settlements lower down the hierarchy as a result of various environmental and infrastructure constraints.

46. In the case of Great Harwood and Oswaldtwistle, similar environmental and infrastructure issues have led to the distribution of a lower level of housing than may have been expected given that Oswaldtwistle forms a township of Accrington, the principal town, and Great Harwood is a Key Town under Policy SP1. Overall, I am satisfied that the development strategy adopted is positively prepared and justified.

47. For effectiveness and to provide a degree of flexibility, **MM04** makes it clear that the 70 hectares of employment land to meet the identified requirement stated in part 4 of Policy SP1 is an approximate figure.

Policy SP25 Development in Rural Areas.

48. Policy SP25 concerns development in rural areas. The policy wording refers to designated countryside areas; however, this does not reflect the title of the policy and there are no countryside areas designated in the Plan. **MM61** corrects this by changing the text to refer to rural areas for effectiveness. **MM62** deletes part 5 of the policy relating to safeguarded land at Huncoat, for effectiveness, as it duplicates Policy SP2.

49. In order to provide greater clarity to the employment opportunities likely to be acceptable in rural settlements, **MM63** adds a further paragraph to the supporting text for effectiveness.

Conclusion

50. Subject to the MMs identified above, the Plan's overall vision and spatial development strategy is positively prepared, justified, effective and consistent with national policy in enabling the delivery of sustainable development.

Issue 3 – Whether the Plan sets out a positively prepared strategy for employment growth and development which is justified, effective and consistent with national policy and whether the employment land requirement in the Plan is soundly based.

Economic Growth Strategy

51. Regional and Local Growth strategies seek to accelerate economic growth and housing development in the Borough and Pennine Lancashire; increasing skills, attracting investment and improving infrastructure. The development of a sustainable and strong economy within Hyndburn is a key requirement for the Borough to address the deprivation and social inclusion issues that prevail. The policies in the Plan set out a clear economic strategy. This includes developing the economy through the development of strategic employment sites, the protection and modernisation of existing sites, safeguarding land at Huncoat and Altham for a Rail Freight Terminal should the Government support a rail freight service on the East Lancashire Rail Line and continuing to develop and improve Hyndburn's town centres. Hyndburn's employment growth strategy takes account of locational requirements and focusses on access to key highway networks and the availability of land. Given the above, I am satisfied that the Plan sets out a clear economic vision which encourages sustainable economic growth in accordance with national planning policy.

Employment Land Requirement and Supply

52. The employment land requirement is based on the employment growth scenario set out in the Housing and Economic Needs Assessment (HENA) 2018 [HBC2.003a], updated in 2021 [HBC2.003b]. The HENA used econometric forecasting, based on a combination of baseline growth forecasts from Oxford Economics and the "Economic Growth Scenario" specifically produced for the study, which incorporated local and regional economic strategies together with real-life completions data. This included consideration of economic demand drivers and past trends, as well as taking account of risks which could affect future economic growth. It identified a need for at least 70ha of new employment land over the Plan period.

53. The employment growth scenario represents a more optimistic forecast in relation to jobs growth than the baseline projection. However, as it is based on local knowledge and conditions, underpinned by data on past completion rates, I am satisfied that it represents a realistic and justified approach to forecasting employment land requirements over the Plan period.

54. Employment land supply is set out in the Employment Land Study 2016 (ELS) [HBC3.001a] and the Addendum 2019 [HBC3.001e]. These documents confirm that the Borough has enough industrial land to accommodate demand, however

a number of the sites are constrained or legacy sites which have yet to be developed such as land at Huncoat. With the loss of funding for the required highway infrastructure, the Council made the decision in 2019, that Huncoat would be more appropriate for residential development. The consequence of this loss, around 30ha, was the need to identify additional employment land in the Borough. I am satisfied that there is a need for the Plan to identify additional sites for employment uses to support the economic growth strategy for the Borough to compensate for this loss and in order to be effective.

55. The M65 is recognised in regional and local strategies as being an important economic growth corridor for East Lancashire. The ELS concluded that in order for Hyndburn to capture new investment and support the growth aspirations of its existing businesses, there is a need to consider providing a more readily available supply of unconstrained sites in accessible locations. Most areas of the Borough have a number of poor and inadequate sites, highlighting the current reliance on lower quality sites and premises in less commercially attractive locations.

56. The above factors have led the Council to allocate additional employment land extending existing strategic employment sites at Altham and Clayton le Moors and the provision of additional strategic employment opportunities at Whitebirk in close proximity to the M65. Table 1 in Policy SP4 sets out these allocations and demonstrates that the requirement of around 70ha can be achieved. These allocations require the release of Green Belt land. I discuss the exceptional circumstances that justify this release in Issue 4 below.

57. Evidence on past completions, and market demand from research and consultation with delivery partners, suggests that the anticipated completions and delivery rates are realistic over the Plan period. This is supported by the strong growth seen at Altham Business Park and Frontier Park. This indicates that the economic growth strategy has a realistic prospect of being achieved.

58. The proposal of these additional employment sites in an accessible location would improve the choice for new investment. It would also provide sites of a suitable size capable of providing modern premises for large scale modern employment occupiers. In addition, it would allow for some continued replacement of older obsolete sites and premises with better quality provision.

Conclusion

59. The Plan sets out a positively prepared strategy for employment growth and development, which is justified, effective and consistent with national policy. The employment land requirement in the Plan is also soundly based.

Issue 4 – Whether exceptional circumstances exist at a strategic level to justify the release of Green Belt for development. Is the Plan's approach towards the Green Belt effective and consistent with national policy?

Exceptional Circumstances

60. The Green Belt that stretches across East Lancashire was originally designated in 1979 in the North East Lancashire Structure Plan. In Hyndburn, the Green Belt comprises around 54% of the Borough area and is tightly drawn to the urban boundary which provides limited opportunity for growth.

61. Paragraph 137 of the Framework states that 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. Once established, the Framework in paragraph 139 states that Green Belt boundaries should only be altered in exceptional circumstances through the preparation or review of a Local Plan.

62. The Plan proposes the release of sites in the Green Belt for both residential and employment uses, totalling just over 144 ha, approximately 3.6% of the Hyndburn Green Belt.

63. Paragraph 141 of the Framework states that before concluding that exceptional circumstances exist, it should be demonstrated that all other reasonable options for meeting the identified development needs have been examined fully.

64. The Council has undertaken a comprehensive assessment of potential sites for development within the urban area to understand its capacity to accommodate development needs. Sites were identified through the Strategic Housing Land Availability Assessment [HBC.5.001a] (SHLAA), the ELS [HBC3.001a], the Call for Sites, the brownfield land register, Council owned land and sites with lapsed permissions.

65. The assessment of sites involved a screening process ruling out those unsuitable for a range of factors such as size, location and availability. This produced a shortlist of potential sites for detailed appraisal, testing their suitability; assessing environmental, accessibility, infrastructure and other constraints; as well as availability and achievability. Site selection has also been informed by the SA and the need to locate development in sustainable locations in accordance with the development strategy.

66. The assessment has sought to maximise the use of brownfield land with around a third of sites assessed in this category and around half within the urban

boundary. Underutilised sites have also been assessed such as existing employment sites or land in other uses, to identify if they are being fully and appropriately used, as well as vacant or underused greenfield land outside the Green Belt.

67. The Council has also tried to optimise the density of development by applying a higher density in town centres and locations close to public transport, around 40 dwellings per hectare and a slightly lower density of 30 dwellings per hectare in other locations. In addition, discussions have been held with neighbouring authorities to confirm whether or not they were in a position to assist Hyndburn in meeting its development needs.

68. Given the above, I conclude that the assessment work has been robust, and the Council's approach has been consistent with paragraph 141 of the Framework.

69. The SHLAA and the ELS both demonstrate that there is insufficient land to meet housing and employment needs on non-Green Belt land. In the absence of reasonable alternatives and having regard to the benefits of economic growth for the Borough, I am satisfied that exceptional circumstances exist at the strategic level to justify the release of land from the Green Belt to deliver identified employment and residential needs.

70. Consideration of the Green Belt Assessment (GBA) and exceptional circumstances for the release of individual sites are dealt with in Issues 6, 7 and 9.

Other changes to the Green Belt boundary

Minor discrepancies

71. Several other changes to the Green Belt boundary are proposed to improve the alignment of digitised data and address inaccuracies with previous mapping at a lower scale. These changes are very minor, and I consider them to be justified. They require consequential revisions to the submitted Policies Map.

Proposed additions to the Green Belt

72. The Local Plan puts forward three sites for addition to the Green Belt totalling 10.5 ha. The Framework in paragraph 139 sets out five criteria that should be met when defining new areas of Green Belt. At the hearing I required the Council to consider these requirements and put forward further evidence to support their addition.

73. After undertaking this further work, the Council concluded that two of the sites Land to N. of Blackburn Road, Oswaldtwistle (1.5ha); and John Street and Tinker Brook allotments, Oswaldtwistle (6.1ha); failed to meet the criteria and should not be added to the Green Belt [EP4.AP7_8.9]. Based on this further evidence, I am satisfied that these two additions to the Green Belt are not justified.

74. In regard to the third site, Land at S. of Moorfield Industrial Estate, the Council consider that the addition of this site to the Green Belt would provide a more defensible boundary to the site. However, this reason, would not accord with national policy requirements and is therefore unjustified. Amendments to the submission Policies Map are required to remove these three sites from the Green Belt.

Safeguarded land

75. Policy SP1 of the Local Plan proposes safeguarded land at Huncoat for longer term development needs beyond the Plan period. These comprise two sites; RSPCA and surrounding land; and land bounded by the railway, M65, A56 and Altham Lane, totalling 29 ha.

76. The RSPCA land is located to the west of the proposed Huncoat Garden Village (HGV). Following the development of the Garden Village, the site makes a logical extension to the urban area of Huncoat. It has been assessed in the GBA and found to make a weak contribution to the purposes of the Green Belt. I consider that its release from the Green Belt has the potential to consolidate sustainable growth in this part of the Borough. Exceptional circumstances have been demonstrated and the alteration to the Green Belt boundary is justified.

77. The second site, which once formed railway sidings at Huncoat, is earmarked for a future rail freight terminal. It forms a narrow strip of land between the railway and the proposed Garden Village to the south and the M65 to the north. The Government is considering proposals to extend the East Lancashire Railway Line between Colne and Skipton for both passenger and freight services. This site is one of the few locations along the railway route that could accommodate the rail freight terminal. It is proposed to be released from the Green Belt in this Plan and be safeguarded to future proof the site and ensure permanency of the Green Belt in this location. It has been assessed in the GBA and found to make a weak contribution to the purposes of the Green Belt. Given the above, I consider this change to the Green Belt boundary to be justified to ensure the availability of this site, which would provide support to the economic growth of the Borough. I am satisfied that exceptional circumstances have been demonstrated.

Conclusion

78. In light of the above, in particular the absence of capacity within the urban area and reasonable alternatives, I consider that exceptional circumstances exist at a strategic level to justify the release of Green Belt for development. Furthermore, the Plan's approach towards the Green Belt is effective and consistent with national policy.

Issue 5 – Whether the Plan has been positively prepared and is justified and consistent with national planning policy in relation to the housing requirement and whether the overall housing provision meets the needs of different groups in the community.

Housing provision and requirement

79. The minimum housing need figure for Hyndburn calculated using the standard method, is 51 dwellings per annum. Planning Practice Guidance (PPG) for Housing and Economic Needs Assessments, provides that where a strategic policy-making authority can show that an alternative approach identifies a need higher than using the standard method, and that it adequately reflects current and future demographic trends and market signals, the approach can be considered sound as it will have exceeded the minimum starting point.

80. The PPG states that the government is committed to ensuring that more homes are built and supports ambitious authorities who want to plan for growth. The guidance is clear that the standard method is a minimum number and recognises there may be circumstances where planning for a higher need than the standard method may be appropriate. These include growth strategies that are likely to be deliverable, strategic infrastructure improvements, where an authority agrees to take on unmet need for a neighbouring authority or where previous levels of housing delivery have been greater than the minimum need identified by the standard method.

81. In terms of strategic infrastructure, work has commenced to improve junction 5 of the M65 in Blackburn which will have knock on benefits to Hyndburn. Furthermore, junction 8 of the M65 is proposed to be improved to address capacity issues and enable growth at Huncoat.

82. Whilst Hyndburn is not seeking to accommodate unmet housing need from adjoining authorities, the implications of growth strategies in the area are significant. The Pennine Lancashire Housing Strategy 2009-2029 and the Hyndburn Corporate Strategy 2023-2028 aim to deliver an increased number of housing, improving choice and quality. HGV has Housing Zone status, and development here is being supported by Homes England. It benefits from

government funding to support delivery of up to 2000 homes. These strategies support the need for the Council to consider a higher level of housing provision.

83. The Council's HENA updated in 2021 explains the need for housing to support the local economy. Adopting a realistic growth scenario, the document estimates that there will be an increase of around 2019 jobs over the period 2021- 2037 requiring the delivery of around 194 homes per annum to support it.

84. A further relevant factor is that the standard method is based on current population forecasts which for Hyndburn, predict that out migration will continue exacerbated by poor quality housing and poor employment opportunities. The Borough's housing stock is dominated by small low value pre 1919 terraced houses with a lack of private space and poor energy efficiency. This results in the loss of economically active residents and lack of investment in the Borough. An increase in the housing requirement would assist to stem this decline.

85. It is also notable that in the five years 2018-2023, housing delivery has averaged 186 dwellings per annum, well above the standard method calculation of 51 dwellings per annum.

86. Given the above considerations, a housing requirement of 194 homes per annum, higher than the standard method is justified to ensure Hyndburn's economic potential is realised. An increase in the requirement will also deliver additional affordable homes, assist to address the historic under delivery and deliver a greater range of sizes and types of better-quality housing.

Affordable Housing

87. The HENA uses the methodology set out in the PPG to assess affordable housing need in the Borough. Whilst the cost of buying a second-hand home in Hyndburn is relatively affordable, the HENA indicates that there is still a need for affordable homes to rent (social rent or affordable rent) for those residents unable to access the housing market.

88. Policy SP10 part 2 seeks to maximise opportunities for the delivery of affordable homes and expects developments of 10 or more dwellings or with a site area of over 0.5 hectare to provide 20% affordable housing where viable.

89. The Council's Viability Study [HBC2.006] found that residential development on brownfield sites is generally shown to be unviable even without affordable housing. Despite this some brownfield sites are delivering affordable housing though at low levels. The Study therefore recommended that brownfield sites be required to provide 10% affordable housing but that it should be recognised that this may not be achievable on all sites.

90. I consider it to be justified to require affordable housing on brownfield sites where viable, as economic circumstances could change over the Plan period and grant funding may be available on some sites. **MM35** amends the policy for effectiveness to require 20% affordable housing on greenfield sites and 10% on brownfield sites. **MM38** revises the supporting text accordingly.

91. The Viability Study also indicated that schemes delivering housing for older persons were unlikely to be viable in Hyndburn. **MM35a** adds a sentence to the policy to confirm this position and amends the supporting text for effectiveness.

92. Policy SP10 in part 2 states a requirement for 25% of all affordable housing to be First Homes. This is consistent with the September 2023 Framework against which this Plan is being examined. The December 2024 Framework removed this requirement. It is not necessary for soundness to amend the policy so that it reflects up to date national planning policy. Clearly in the determination of planning applications, the policies of the version of the Framework applicable at that time will be a material consideration. This matter can be reviewed in the new Local Plan to be prepared under the new planning system, which the Council are required to commence work on by the end of June 2026.

93. Policy DM12 of the adopted DM DPD has out of date thresholds for affordable housing provision based on the latest evidence. This inconsistency between the DM DPD Policy DM12 and Local Plan Policy SP10 could lead to confusion. For effectiveness **MM38** adds to the supporting text to explain that Policy SP10 will take precedence.

Suitable Range of Housing

94. Policy SP11 seeks to ensure that an appropriate range of housing is delivered meeting the needs of the Borough's residents. It sets out an appropriate mix of dwelling sizes within different tenures. The Borough's housing stock has a greater proportion of two-bedroom dwellings and fewer three- and four-bedroom homes compared to regional and national comparators. Just over half the housing stock consists of terraced housing of which 60% has two bedrooms. The policy requirements to achieve a more diverse mix of homes, including more four bed affordable rent homes, more two- and three-bedroom affordable home ownership dwellings and more three and four bed market homes are therefore justified.

95. In terms of older persons, the HENA estimates a 32% increase in people aged over 65 by the end of the Plan period. The Borough also has a higher level of disability than the national average. The Council's Older Persons Housing Needs Update 2025 (HO17) identified a need for 817 dwellings and 441 care beds over the Plan period to 2040.

96. At the strategic level, Policy SP11 is justified in giving support to the provision of housing for older people, people with disability and wheelchair users as well as Extra Care Facilities and bungalows. Adopted Policy 14 of the DM DPD provides criteria for the assessment of proposals for housing with care and DM DPD Policy 16 concerns housing standards and requires 30% of affordable homes to be tailored to meet the needs of elderly or disabled residents or be easily adaptable in line with Building Regulations M4(2).

97. The Council maintains a Self-Build and Custom Build Register as required by the Self and Custom Housebuilding Act 2015. There has been very little interest in this type of housing, evidenced by only 3 applicants on the Register in 2022-23. Due to the very low demand, the Plan does not set out any specific requirements for this type of housing. This approach is justified. Sufficient custom and self-build homes can be provided through the development management function. The situation can be monitored over the Plan period and if an increase in demand is experienced it can be addressed in a future Plan.

Policy SP12 Gypsy and Traveller and Travelling Showpeople provision

Assessment of need

98. The Council, working jointly with Blackburn with Darwen Borough Council, undertook a Gypsy and Traveller Accommodation Assessment (GTAA) [HBC5.002] in 2019. The purpose of the GTAA was to understand current and future accommodation needs. It assessed the period from 2019/20 to 2035/36. As this does not tally with the Local Plan period, 2021-2040, the Council have prepared a Background Paper [HBC8.005] to assess the needs over this extended period and provide an up-to-date position on provision in the Borough.

99. The GTAA was carried out in accordance with the guidance in the 2015 Planning Policy for Traveller Sites ('PPTS') and used desk-based research, stakeholder interviews and engagement with members of the Travelling community. It considered the needs of those meeting the planning definition of Gypsies and Travellers set out in the PPTS, households for whom their status could not be determined as they could not be interviewed (unknown households) and those who do not meet the PPTS definition. It therefore established an overall cultural need for pitches, in line with the revised definition of Gypsies in the December 2023 PPTS. I am satisfied that the GTAA has adequately assessed the needs of all Gypsies and Travellers in the Borough regardless of their status.

100. The GTAA identified a need for 49 additional pitches for those meeting the 2015 PPTS definition, and a further 11 pitches to meet cultural need, a total of 60 pitches. Extrapolating this need over the Plan period and taking account of supply over the five-year period to 2023/24, there is a cultural need for 53

pitches over the Plan period. The Plan in Policy SP12, allocates 5 sites to meet this need. The Council has undertaken an extensive search for suitable Gypsy and Traveller sites, considering land in the urban area, sites in Council ownership and owned by other public bodies. Given a lack of suitable sites within the urban area, sites within the Green Belt have had to be considered.

101. Policy DM15 of the adopted DM DPD provides a criteria-based policy against which any planning applications on unallocated sites would be assessed.

Gypsy and Traveller Site Allocations

GT1 Land at Springvale

102. This site forms an extant housing allocation in the urban area of Accrington that has previously been granted planning permission for 9 pitches. It has good access to services and public transport and is in a single ownership. A small part of the site is within a flood risk zone but the extent of this does not prejudice the development of the site for 9 pitches. The site is available, suitable and deliverable in the first five years of the Plan period.

GT2 Land off Crossland Street , Accrington

103. This is a partly brownfield site in the urban area largely in Council ownership allocated for 4 pitches. It forms part of an extant housing allocation. It has good access to services and public transport being close to the town centre. It is available, suitable and there is a realistic prospect that it can come forward in the first five years of the Plan period.

GT3 Land adjacent Sankey House Farm

104. Sankey House Farm is an existing Gypsy and Traveller site. It is identified as broad location for growth for 15 pitches coming forward in the latter part of the Plan period. There is uncertainty whether the site is required as an extension to the existing site or as a new site. The precise areas of land to be allocated cannot therefore be defined at this stage. There are no ownership issues, and the allocation is considered to be developable.

GT4 Land off Enfield Road

105. This is a partly brownfield site allocated for 15 pitches which lies in the Green Belt. It lies adjacent to a much wider area of land proposed to be released from the Green Belt and safeguarded for development at HGV beyond the Plan

period. The site was put forward as a Gypsy and Traveller site following the Council's Call for Sites and can be considered to be available.

106. This site lies within the Green Belt and was assessed in the GBA and found to make a weak contribution to the Green Belt. I consider that in light of the need for Gypsy and Traveller sites in the Borough and the lack of alternatives, exceptional circumstances have been demonstrated for the release of this site from the Green Belt. The site has a suitable access and is screened by mature woodland to the south. I am satisfied that it is developable in the latter half of the Plan period.

GT5 Sough Lane Extension

107. Sough Lane forms an existing authorised Gypsy and Traveller site, and an extension is required to meet the longer-term needs of the family that currently live there. It is identified to come forward in the latter part of the Plan period providing 10 pitches. The site is within the Green Belt and has been assessed in the GBA to make a moderate contribution to Green Belt purposes. Given the need for Gypsy and Traveller pitches in the Borough, and the lack of alternatives within the urban area, I consider that exceptional circumstances have been demonstrated to justify the release of the site from the Green Belt. I am satisfied that the site is developable in years 11-15 of the Plan period.

Five-year Supply of Gypsy and Traveller Sites

108. The PPTS requires local planning authorities to identify a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against locally set targets. The Borough has an identified need of 13 pitches over the first five years of the Plan. It is envisaged that allocations GT1 and GT2 will come forward in this period and thus a five-year supply can be demonstrated. Site GT4 is expected to deliver 15 pitches in years 6-10 and sites GT3 and GT5 are envisaged to come forward to meet needs in the latter part of the Plan period. Given the above, I am satisfied that the Plan makes adequate provision to meet the needs of Gypsies and Travellers.

109. The GTAA identified no need for transit pitches or plots for Traveling Show people. There are opportunities for windfall sites to come forward in the urban areas of Hyndburn. These would be assessed against Policy DM15 in the DM DPD.

110. Modifications are required to Policy SP12 for effectiveness and to ensure that the policy is justified. They include inserting the correct date for the Plan period, making it clear that the allocations are identified on the Policies Map and adding a new criterion to set out that those allocations within the Green Belt provide compensatory improvements to the environmental quality and

accessibility of remaining Green Belt land. (**MM39, MM40 and MM41**). **MM42** provides consequential changes to the supporting text, setting out the need over the Plan period for effectiveness.

Conclusion

111. Subject to the modifications outlined above, I am satisfied that the Plan has been positively prepared and is justified and consistent with national planning policy in relation to the housing requirement and that the overall housing provision meets the needs of different groups in the community.

Issue 6 – Whether the proposed housing allocations are justified, positively prepared in meeting the Borough's needs, effective in terms of deliverability over the Plan period and consistent with national planning policy in enabling sustainable development.

Site selection

112. The Council's site selection methodology is set out in Background Paper No. 3 issued with the Regulation 19 consultation. A four-stage process was followed which included site identification, site screening, detailed assessment and consideration of sustainability undertaken through the SA process. Sites were identified through Calls for Sites, through the SHLAA and the ELS, the Green Belt Assessment, undeveloped allocated sites in the Hyndburn Local Plan 1996 and sites in Council ownership. In total 273 sites were identified. These were then screened to remove unsuitable sites either due to their small size, their location in an area of recognised environmental or conservation importance such as an SSSI or lack of connection to the urban area.

113. A total of 213 sites were then subject to detailed appraisal to assess their suitability, achievability and availability. Factors such as environmental constraints, flood risk, topography, contamination, visual impact, accessibility to services and facilities and infrastructure deficiencies were considered. This process filtered out 174 sites. The remaining sites were then considered through the SA undertaken for the Plan.

114. The outcomes of this assessment identified the sites considered to be the most suitable for allocation in the Plan. The assessment criteria are comprehensive and ensure a consistent objective analysis of site suitability. I consider the approach adopted to be robust and justified.

Housing Allocations

115. The Local Plan allocates twenty-one sites for residential development. Six of

these sites do not have a specific policy in the Plan to set out development requirements for them to come forward. They are given a site reference in Table 2 of the Plan. I am satisfied that sites referenced H1, H3, H6, H8, H18 and H21 are deliverable and/or developable and likely to come forward during the Plan period as proposed. As such these allocations are all justified and soundly based.

116. I consider those sites with housing allocation policies below. The respective policies indicate the gross site areas and also the number of dwellings proposed on each site. For effectiveness the number of dwellings should be referred to as an indicative number to give some flexibility for the proposals coming forward. This is achieved for effectiveness by **MM115, MM120, MM122, MM126, MM129, MM133, MM138, MM140** and **MM147.**

Policy HP1: Land at Charter Street (H2)

117. This site comprises greenfield land in the urban area, allocated indicatively for 45 dwellings. At the time of the hearings, it was the subject of a planning application for 40 affordable dwellings. Planning permission has now been granted. It is a deliverable site likely to come forward in the first five years of the Plan.

118. It lies adjacent to a green corridor and a Biological Heritage site. It also lies close to a cycleway forming part of National Cycle Route 6. The policy includes two criteria seeking to maintain and enhance the green corridor and avoid built development right up to the cycle path. They are however repetitive and duplicate. **MM115** and **MM116** provide a revision to the policy wording, amalgamating criteria i) and iii) for effectiveness. For the same reason, **MM117** adds a new criterion to refer to the existing public sewers that pass through and near to the site which need to be considered in the design of the site's drainage scheme.

Policy HP2 : Land at Hopwood Street (H4)

119. This greenfield site of just under a hectare in size lies in an existing residential area and is proposed for approximately 50 dwellings. The site gained outline planning permission for residential development in 2017, but this has expired. The landowner has not responded to requests for an update with regard his intentions for the site. There is no developer interest currently and the site has technical constraints due to its topography. Based on the evidence, the site cannot be considered to be deliverable or developable. **MM118 and MM119** removes the allocation and the supporting text from the Plan for effectiveness.

Policy HP3 Land North of Sandy Lane (H7)

120. This greenfield site lies to the edge of the urban area of Accrington. The site is just under two hectares and allocated for approximately 43 dwellings. Due to its edge of settlement location, the landscape and visual impacts of development on this site have been assessed in the Landscape Assessment [HBC6.004c]. The site is strongly rural in character and rises to the east. Existing development in the town is on the lower hillside slopes such that development on the higher part of the site would draw attention to the breach in the urban edge and impact negatively on the landscape character of the eastern edge of the town. A development requirement restricting development to below the 200m contour is therefore justified. It would also maintain a break in built development with the existing properties to the south east of the site.

121. The north east boundary of the site does not follow a field line or hedgerow. It follows the line of the existing built-up area and is in a logical position to round off the settlement. Whilst the site could be extended, this does not make the current allocation unsound.

122. Sandy Lane forms a public right of way which would need improvement to provide access to the site. This would mean the loss of vegetation and change the character of this rural lane. This could be mitigated with appropriate new planting and the provision of new stone wall features. **MM120** is necessary for effectiveness to amend the policy to ensure any improvement works reflect the rural character of the site. As drafted the policy indicates that an alternative access should be investigated. However, there is no feasible alternative, and I am satisfied that access from Sandy Lane can be provided. **MM120** deletes this from the policy for effectiveness. The policy in criterion iii) requires that possible archaeological interest be investigated. This has already been carried out, and no archaeological remains have been found. **MM121** deletes this requirement for effectiveness.

123. The site has developer interest and pre application discussions have taken place. It is considered to be deliverable in the first five years of the Plan and the allocation is justified.

Policy HP4: Ringstonhalgh Farm (H9)

124. This Green Belt site provides an infill opportunity to accommodate approximately 31 dwellings. The site forms a small part of a larger parcel which has been assessed in the GBA as making a moderate contribution to the Green Belt. This small site has a triangular shape and adjoins the urban area to the south and east. The north western boundary comprises an existing track bounded for the most part by post and wire fencing which forms a right of way giving access to a farm and the wider countryside. With appropriate treatment it

can provide a defensible boundary and become a new settlement edge. The allocation would round off the built-up area at the western edge of Clayton le Moors. Given the strategic need for housing in the Borough and the lack of suitable alternative sites within the urban area, I am satisfied that exceptional circumstances exist to release the site from the Green Belt.

125. I have considered whether the site should be extended further to the north, however this would require further Green Belt release, which would require justification and a demonstration of exceptional circumstances. I consider the extent of the allocation as proposed to be appropriate and sound.

126. The site has been actively promoted throughout the Local Plan process; it is available now and there are no impediments to it coming forward. It can be considered to be deliverable in the next five years.

127. The access to the site would require upgrading to take vehicular traffic. The Policy in part ii), seeks to minimise the suburbanisation of the footpath, however it is unclear how this could be achieved given it would serve a residential development. **MM122** deletes this from the policy for effectiveness. As there is potential archaeological interest in the site, **MM123** adds an additional criterion to require any planning application to be accompanied by an archaeological evaluation with appropriate mitigation measures as necessary. This reflects the findings of the HER [HBC6.003a] and ensures the policy is effective.

Policy HP5: Clayton Triangle (H10)

128. This site has planning permission and development has commenced. It therefore forms a commitment and no longer needs to be allocated. It will of course still contribute to housing delivery in the Borough. **MM124** and **MM125** delete the policy and supporting text. **MM01** deletes it from Table i Local Plan Areas and development projections and **MM36** deletes it from Policy SP10 Table 2 Housing Site Allocations for effectiveness.

H11, H12, H13 and H14: Huncoat Garden Village

129. See Issue 7

Policy HP6:Land south of Moorfield Avenue, Huncoat (H15)

130. This small infill plot forms a greenfield site lying to the south of Huncoat. It is owned by the Council and could accommodate 54 dwellings. There are no highway issues. The site has areas of important habitat within it, including species rich grassland which reduces the net developable area and would need to be protected and appropriately managed. The site is in a suitable location for

housing and there is a realistic prospect that it will come forward in the medium term. It can therefore be considered to be developable.

131. As drafted the policy does not sufficiently take account of the Heritage Impact Assessment and HER archaeological report. **MM126** and **MM127** add further criteria to ensure the recommendations of the HIA are implemented and that an archaeological evaluation is undertaken. These modifications ensure the policy is effective. As consulted on, **MM126** required development to preserve the character and setting of nearby listed buildings. This wording is not consistent with the Framework, and I have made amendments in the attached MM to rectify this. This does not alter the substance of the policy.

Policy HP7: Land south of Stanhill Road, Knuzden (H16)

132. This largely undeveloped site lies on the southern edge of Knuzden adjoining Green Belt to the south. The site is allocated for approximately 152 dwellings. The eastern portion of the site has planning permission for 89 new homes. The remainder of the site is in two ownerships. The majority of the land to the west is available for development. The intentions of the owner of a small central part of the site, around 0.7ha are unknown, though this does not prevent the rest of the site coming forward. Overall, the site can be considered to be available and there is a realistic prospect that housing can be delivered on the site in the next five years.

133. The policy as drafted is worded ineffectively. It is unclear in part iv) which longer views should be retained and in part vi) it is unclear what is meant by intermittent tree planting. In addition, part ix) lacks clarity as to how development should take account of the areas of important habitat with the site . **MM128, MM129** and **MM130** amend the policy wording for effectiveness to overcome these issues.

134. **MM131** adds a further criterion to ensure that an archaeological evaluation is undertaken and **MM132** adds a criterion to require development to take account of the adjacent primary school playing field and ensure suitable mitigation is provided. This ensures the policy is effective and the allocation is soundly based.

Policy HP8: Land off Brookside Lane/Nook Lane, Oswaldtwistle (H17)

135. This site of just over 5 hectares forms a cleared brownfield site to the north of Clayton le Moors. The site has now started to regenerate, and areas of valuable habitat can be found within it. It is allocated for around 62 dwellings. This low capacity reflects the ecological areas of the site and also areas at risk of flooding.

136. The landowner is promoting the site for development and pre application discussions have been held. The site is in a suitable location for housing being in the urban area close to existing housing and there is a realistic prospect it will be delivered in the medium or longer term. The site can therefore be considered to be developable.

137. To ensure the policy is effectively worded, **MM133** makes it clear that an Arboricultural Impact Assessment would be required. For the same reason, **MM134** clarifies that the majority of the site lies in a Coal Authority High Risk Area and a Coal Mining Risk Assessment would be required.

138. The site is accessed off Brookside Lane which will require improvement. The policy states that the access can accommodate a maximum of 100 new dwellings. As the site is allocated for around 62 new homes, this statement is confusing and contradictory. **MM135** deletes it from the policy for effectiveness.

139. Two new criteria are necessary to ensure the policy is effective. Firstly, **MM136** requires tree planting throughout the site and along the footpath corridors and requires any existing post and wire fences removed to be reinstated with native hedgerows, particularly where adjacent to the wider countryside. This is necessary to ensure that the site boundaries on the edge of the settlement provide a suitable settlement edge and visual transition to the countryside. I accept that exceptionally, there may be areas where a hedgerow would not be appropriate. This would be a matter for the developer to demonstrate and justify as part of any subsequent planning application. Secondly **MM137** requires that an archaeological evaluation is undertaken at planning application stage which also includes necessary mitigation measures.

Policy HP9: Land at Rhoden Road (H19)

140. This 2.28ha site lies in the urban area to the south of Oswaldtwistle. The majority of the site is undeveloped, though the northern section is brownfield being previously occupied by a builder's yard. It is anticipated that it can deliver 51 dwellings.

141. The site previously had outline planning permission for 34 dwellings, but this has expired. The two landowners have both confirmed the site is available. The site is available; it is suitable for housing and is achievable with a realistic prospect of housing delivery within five years.

142. Access can be successfully achieved from Rhoden Road subject to a highway improvement scheme to widen and resurface the road. The policy requires comprehensive access arrangements to serve the whole site. Given that the expired outline planning permission has demonstrated how the site can be

accessed from Rhoden Road, this requirement is confusing and unnecessary. **MM138** deletes it for effectiveness.

143. The site has the potential for archaeological remains to be present. **MM139** adds an additional criterion to require that an archaeological evaluation is undertaken at planning application stage which also includes necessary mitigation measures. This ensures the policy is effective.

Policy HP10: Land to the northeast of Cut Lane (H20)

144. This site to the east of Cut Lane Park is located in the Green Belt and allocated for approximately 188 dwellings. It was brought to light during the hearings that the site area, stated as 10 hectares in the Plan, is incorrect. **MM140** amends this to 13 hectares for effectiveness. The developer estimates that with an increased site area, the site capacity could be revised to around 280 dwellings assuming a net developable area of around 9.4 ha.

145. However, the site is prominent on the edge of Rishton, and its development would impact on the local landscape and townscape character. The site lies above the Leeds and Liverpool Canal and would be visible from the towpath. It sits on an area of high ground east of Cut Lane sloping back to the woodland on the southern boundary. The western area of the site is the most sensitive to development and the most important for biodiversity comprising a fenced off scrub woodland and wet grassland. The policy requires that this area be free from development and protected by a buffer zone.

146. In recognition of the sites visibility in the landscape and from the wider canal corridor, the policy requires that the design and layout should acknowledge and accommodate this. I accept that a suitable layout proposing more dwellings than allocated, which would address the sites constraints and landscape impact may be achievable, however I have no evidence to support this. This is a matter for the Council at planning application stage, when a thorough assessment of a detailed proposal can be undertaken. In the interest of soundness, taking account of on-site constraints and landscape impact, I do not consider it necessary to amend the indicative number of dwellings.

147. The GBA concludes that overall, the site makes a weak contribution to Green Belt purposes. The site is connected to the urban areas of Rishton to the eastern and southern boundaries. To the north lies the Leeds and Liverpool Canal; and to the west Cut Lane. Both of these features create strong defensible boundaries and prevent encroachment beyond the parcel into the open countryside. The site makes a weak contribution to preventing the towns of Rishton and Blackburn from merging. Given the need for housing in the Borough and the lack of other alternatives, I am satisfied that exceptional circumstances exist to release the site from the Green Belt.

148. Around thirteen trees forming part of the woodland to the eastern boundary of Cutwood Park, would need to be removed to facilitate an improved access to the site. Natural England have confirmed that in their view there is insufficient evidence to conclude that this woodland should be categorised as Ancient Woodland. I accept that the loss of these trees would impact negatively on the character of this part of the Park, however some loss is unavoidable. The policy requires an Arboricultural Impact assessment and their replacement. For effectiveness, **MM143** adds to this requirement to stress the need for suitable mitigation and enhancement measures.

149. Alternative access points to the allocation have been considered as they would remove the need to fell trees on the edge of the Park. However, access from the estate to the south, via Ulverston Drive or Windermere Drive, would have an undue impact on the estate's occupants and may be incapable of providing a safe and secure access. As drafted the policy states that the highway authority may require a secondary vehicular access. Given the above, this is unlikely to be feasible. The policy should however refer to the possibility of an emergency vehicular access to the site in the absence of a secondary access. **MM146** adds this to the policy for effectiveness.

150. **MM141** deletes the requirement that the access road be sensitively detailed to encourage pedestrian access as it duplicates other criteria in the policy. **MM142** strengthens the policy in terms of biodiversity, requiring a habitat survey at planning application stage with areas of biodiversity retained where possible or suitable mitigation provided. This modification also requires proposals to take account of the adjacent school playing field and ensure suitable mitigation in the layout to protect its current and future use. This ensures the policy is effective.

151. The policy does not include criteria reflecting the findings of the Heritage Impact Assessment or requiring an archaeological assessment bearing in mind the Historic Environment Report (HER) [HBC6.003a] which suggests remains are likely to be found on the site. **MM144** and **MM145** address these matters to ensure the policy is justified and effective.

Policy HP11: Land off Fielding Street and Barn Meadow Crescent (H22)

152. This 4.5 hectare site can accommodate up to 79 dwellings. It is located within the Green Belt to the south east of Rishton. The GBA assesses that the site makes a moderate contribution to the Green Belt overall, due to its degree of openness and its strong contribution to safeguarding the countryside from encroachment. It bounds the urban area to the north and is contained by Shaw Brook and woodland to the east and the Leeds and Liverpool Canal to the west. To the south is a vegetated area which can be enhanced to create a new settlement edge and create a defensible boundary to the Green Belt.

153. Given the strategic need for housing in the Borough and the lack of suitable alternative sites within the urban area, I am satisfied that exceptional circumstances exist to release the site from the Green Belt.

154. Whilst there is no relevant planning history, the landowners have confirmed that they are discussing options with national housebuilders and expect the site to come forward within 2 to 4 years. The site is in a suitable location for housing, is available now and is achievable with a realistic prospect of housing in the next five years.

155. The HER confirms there is no archaeological interest in the site. Criterion xii) is therefore not required and **MM147** removes this from the policy. As existing public sewers pass through and near the site, **MM148** is required to ensure careful consideration of the drainage scheme design for the site. These modifications ensure the policy is effective.

Conclusion

156. Subject to the MMs detailed above, the proposed housing allocations are justified, positively prepared in meeting the Borough's needs, effective in terms of deliverability over the Plan period and consistent with national planning policy in enabling sustainable development.

Issue 7 - Has the Plan been positively prepared and is it justified, effective and consistent with national policy in respect of its policies and proposals for Huncoat Garden Village.

157. Site references H11, H12, H13 and H14 collectively make up the proposed HGV. Policy SP2 sets out the expectations for the Garden Village and indicates that it will provide around 1500-1600 dwellings during the Plan period and beyond.

158. HGV comprises the former Huncoat Colliery, Huncoat Power Station and other adjacent land. It provides an urban extension around two major regeneration sites and forms a major part of Hyndburn's growth plan. The Village is situated in a strategic location immediately south of the M65. It also has a railway station and is in close proximity to a number of important employment sites in the Borough, namely Altham Business Park and Huncoat Industrial Estate.

159. The former Power Station was released from the Green Belt in the 1996 Local Plan, and the former Colliery was released from the Green Belt as part of Core Strategy 2012, at that time for employment uses. Additional Green Belt land is now required to round off the development and to accord with the boundaries in the HGV Masterplan. A further 13.7 ha of Green Belt will need to be released to

facilitate the proposal. The GBA indicates that the land required makes an overall moderate contribution to the purposes of the Green Belt. This is because whilst the parcels support a strong degree of openness, the majority of the boundaries with the countryside are durable and could contain development, thus preventing it from threatening the openness and permanence of the Green Belt.

160. The Garden Village provides the opportunity to regenerate contaminated brownfield and underutilised land. It would make a significant contribution to improving the quality and choice of housing in Hyndburn and attract new economically active households to the Borough. I am therefore satisfied that exceptional circumstances exist to release land for the Garden Village from the Green Belt.

161. It is hoped that Huncoat will be an exemplar for creating a sustainable garden community. To achieve that aim and secure a comprehensive development, a masterplan and accompanying Design Code have been prepared for the Village. This provides a framework to ensure sustainable design and construction in a landscape setting whilst protecting the natural environment, conserving and enhancing existing habitats, achieving net gain in biodiversity and providing compensatory measures for Green Belt loss.

162. The site is in multiple ownership, and the Council has been coordinating and liaising with landowners all of whom are supportive of the development. A number of housebuilders have expressed interest. An outline planning application has been submitted for up to 360 dwellings on the former Power Station site and is currently pending determination. The Garden Village would be phased over the Plan period and beyond. It is anticipated that delivery would be in three phases which may commence in the first five years of the Plan.

163. Grant funding of £30m for the proposal has been obtained from Homes England. This will fund land acquisition, remediation of the power station and colliery sites as well as make a contribution to highway improvements.

164. The Garden Village would need to be supported by the delivery of a number of major infrastructure improvements. Improvements are required to junction 8 of the M65. The Statement of Common Ground with National Highways highlights the ongoing work to progress modelling and feasibility appraisal work for the junction. I heard at the hearing that a bid for Government funding under Road Investment Strategy 3 was being made. At the end of March 2026, it was confirmed that funding is available. It is anticipated that the improvement works could commence in 2027/28.

165. Whilst funding has now been confirmed, should there be any delays in the implementation of these improvements, I am satisfied that there is a degree of

flexibility which would allow a limited amount of development to still proceed in the first five years of the Plan.

166. A new residential Relief Road is proposed from the A56 Burnley Road to Altham Lane running through the Garden Village site. This is required due to the lack of capacity on the local road network. The Council is taking this forward and has made an application for planning permission. A lead contractor has been selected, and negotiations are taking place with landowners with Cabinet approval in place for compulsory purchase if required. I am satisfied that the Relief Road would be deliverable with funding in place from the Homes England grant.

167. Significant highway improvements will also be needed to the A6068/A678 Shuttleworth Mead crossroads junction. Traffic queuing at this junction affects vehicles trying to exit the motorway resulting in queuing on the motorway slip road. Lancashire County Council, the Highway Authority have undertaken a study to assess options and two have been identified, a low cost and high-cost option. Further work is required but I am satisfied that a solution can be forthcoming. Funding options are available including making use of the Home England grant monies.

168. The policy in part 8f) requires an extension to Huncoat Primary School. This is to be funded through developer contributions from the residential development proposed in the Village. The existing Huncoat Primary School is currently a 1 form entry school. The Academy Trust has expressed a willingness to expand to three form entry if required. There is an expected requirement of around 292 pupil places from the planned growth at Huncoat. Currently the Accrington Pupil Planning Area shows a surplus of 764 pupil places. Whilst I accept that pupil estimates look five years ahead, given the above I am satisfied that adequate primary school provision can be made through expanding the existing school and making use of surplus places in the wider catchment. Given the above, flexibility in the policy to facilitate the provision of a new school in the HGV development is not necessary for soundness.

169. As submitted part 8f of the policy requires the extension of Huncoat Primary School to accommodate an additional 1.5 forms of entry. This is an error and does not reflect the Academy Trusts willingness to expand up to three forms of entry as discussed above. Post the MM consultation exercise, I have added a further modification, **MM12a,** to correct this in the Schedule of MMs attached in the Appendix for effectiveness.

170. As drafted Policy SP2 is ineffective in a number of ways. Part 1 of the policy expects developers to follow the design standards of the Masterplan and Design Code. However, these documents are not development plan documents and with further technical work and design, there may be a need for the design

standards to be varied. **MM05** amends the wording to require developers to 'have regard' to these documents. **MM16** makes the same amendment in part 9d of the policy, so that proposals have more flexibility in developing landscaping and in the provision of green infrastructure. **MM06** adds a further criterion to part 2 of the policy, moving the reference to a bespoke delivery mechanism for HGV from Policy SP3 for effectiveness.

171. The Policy is also ineffective in that it does not make any reference to the train station in Huncoat and the opportunities for pedestrian and cycle links to it to support active travel. **MM07** rectifies this omission. **MM08** deletes requirements relating to the ongoing management and maintenance of public areas and green and blue infrastructure in part 3h of the policy as this duplicates part 4. **MM11** also removes duplication from part 8d again referring to the management and maintenance of pedestrian routes, cycleways and green space. **MM15** removes the requirement to consider surface water drainage options as this duplicates Policy SP13. These modifications ensure the policy is clear and effective.

172. The policy fails to refer to the recommendations of the Heritage Impact Assessment in part 3c and lacks clarity in referring to play spaces in part 7c. For effectiveness, **MM09 and MM10** respectively amend the policy wording accordingly.

173. Part 8g of the policy seeks the provision of a pedestrian/cycleway bridge across the railway line at Altham Lane to provide access to the Leeds Liverpool Canal and Altham Business Park improving accessibility. The policy states it will be secured through an extension to Altham Business Park and by working with other private and public sector organisations and infrastructure providers. It is unclear in part 8g of the policy what contribution the HGV development itself would make. **MM12** amends this part of the policy to state that this will be funded outside the HGV development.

174. Following the MM consultation, it has been brought to my attention that cross referencing HGV Policy SP2 with Policy EP1 Altham Business Park (EMP3), highlights conflicting policy requirements in that there is no interdependency to achieve the implementation of a bridge. There is a potential risk that the requirement could delay the HGV development or the Altham Business Park extension if there are delivery issues. I agree that more flexibility is required in Policy SP2 so that it more closely complements Policy EP1 and requires consideration of the opportunities to deliver pedestrian and cycle improvements which could include a pedestrian /cycle bridge. I have amended **MM12** accordingly in the attached Schedule of MMs for effectiveness. The substance of the policy is unaltered.

175. For consistency with the Framework, **MM13** clarifies that development proposals should be guided by site specific flood risk assessments and should avoid areas of flood risk from all sources. For the same reason, this modification also revises the policy wording to ensure that sustainable drainage systems are multi-functional and enhance both biodiversity and amenity. In addition, for effectiveness **MM14** clarifies that the development must make provision for any phasing arrangements necessitated by the provision of infrastructure.

176. Planning applications should also be supported by a Transport Assessment. The policy as drafted lacks clarity in this regard. **MM17** is therefore required to add a new criterion to the policy to make this expectation clear for effectiveness.

177. The supporting text to the policy states that a specific housing trajectory for the development of Huncoat is included within the Plan. As this is incorrect, **MM18** deletes this for effectiveness.

Conclusion

178. With the modifications outlined above, I am satisfied that the Plan has been positively prepared and is justified, effective and consistent with national policy in respect of its policies and proposals for HGV.

Issue 8 – Whether the Plan identifies a sufficient supply of sites to ensure that the identified need for additional homes in the Borough will be met and whether a five-year supply of deliverable housing sites will be identified on adoption.

Housing supply

179. The Plan sets out a total housing requirement over the Plan period of 3,686 dwellings. The updated housing trajectory [EL4.AP15] shows a projected supply of 3,993 dwellings, exceeding the requirement by 277 dwellings, around 8%. In this regard, the Plan is consistent with paragraphs 60 and 66 of the Framework which seek to boost significantly the supply of housing and ensure that local plans meet the identified housing need.

180. The supply comprises completions, commitments, allocations, a small sites allowance, and a Town Centre /Permitted Developments allowance. Housing completions since the start of the Plan period amount to 656 dwellings. There are commitments of 601 dwellings, and 2,314 dwellings are allocated in the Plan.

181. The supply also includes a small sites allowance or windfall allowance, comprising sites delivering less than 5 dwellings. Historic monitoring from 2013

to 2023 shows a consistent supply of windfalls averaging around 20 dwellings per year. There is no evidence to suggest that this supply would not continue over the Plan period. To avoid double counting of small sites that have existing planning permissions, this allowance is applied only for year 4 onwards. Windfall sites are estimated to provide 280 dwellings over the Plan period. In line with paragraph 71 of the Framework, this analysis provides compelling evidence that windfalls would provide a reliable source of supply and make a significant contribution to meeting housing needs.

182. The supply also includes a Town Centre/ Permitted Development allowance. The adopted Accrington Area Action Plan identified a number of residential sites in the Plan area including conversions and sites for mixed use including residential. These have not all come forward yet, and it is appropriate for an allowance to be included to take account of this element of the supply. The extension of permitted development rights has allowed conversions to residential uses. The Council has estimated that the Town Centre/Permitted Development allowance would supply around 170 dwellings over the Plan period, or 10 dwellings per annum.

183. The housing supply calculation also considers losses from existing stock as a result of clearance/demolition, changes of use to non-residential and conversion of two properties into one. Monitoring data shows that between 2013 and 2023, 28 dwellings were lost for these reasons, approximately 3 dwellings per annum. This amounts to 51 dwellings over the Plan period which are deducted from the supply. I consider this is reasonable and justified.

184. The supply does not include long term empty dwellings brought back into use. As of 2023, long term vacancy properties amounted to around 1.2 % of the housing stock in Hyndburn. The Council has been bringing these dwellings back into use as a priority and has reduced the figure down to a third of what it was in 2012.

185. However national policy is clear that empty homes can only count towards supply if they have not already been counted as part of the existing housing stock. The Council lacks the resources to monitor this and has therefore decided not to include an allowance for empty properties in the supply. I am satisfied that it would not be appropriate to make any specific allowance in terms of future supply from this source. The Council's approach is reasonable and justified.

186. The Council also do not apply a lapse rate or non-implementation rate to the housing supply. It is assumed that sites allocated for development in the Plan have been carefully assessed and have a realistic prospect of delivery. Therefore, a lapse rate is not required. As indicated above, the supply includes a buffer of 277 dwellings, nearly 8% ,which allows flexibility in the choice and

delivery of housing and ensures sufficient supply in the event that some sites do not come forward.

187. The Framework in paragraph 68 seeks a supply of specific deliverable sites for years 1-5 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. I shall deal with the supply for the first 5 years of the Plan below. Expected delivery for years 6-10 and 11-15 is provided in the Council's Revised Housing Trajectory.

188. The housing trajectory is based on reasonable evidence and assumptions and identifies a sufficient supply of housing to meet the minimum housing requirement consistent with national policy. I am therefore satisfied that there is a supply of specific, developable sites for years 6-10 and 11-15 as required by the Framework.

189. For effectiveness, modifications to the housing trajectory are required to reflect the most up-to-date housing supply position, clarify the components of housing land supply and set out the expected rates of delivery from the strategic sites. This is achieved by **MM37.**

190. I recognise that a significant part of the supply over the Plan period is to be delivered from HGV. Should this be delayed, there could be significant implications for housing delivery. I do not consider it necessary to put in place contingency measures should this occur. This is because this Plan was submitted under the transitional arrangements in the 2024 Framework and the housing requirement meets less than 80% of the local housing need calculated under the December 2024 standard method. The Council must therefore start the preparation of a new Plan under the new plan making system by the end of June 2026. The position can be reviewed through that process if necessary.

Five Year supply

191. Paragraph 68 of the Framework states that planning policies should identify a supply of specific deliverable sites for years one to five of the Plan period. Paragraph 74 goes on to state that this should include a buffer of 5% to ensure choice and competition in the market for land or where there has been significant under delivery over the previous three years, a buffer of 20%.

192. The Council's monitoring data shows that delivery between 2018/19 and 2023/24 has significantly exceeded the housing requirement. As there has been no under delivery, a buffer of 5 % is required.

193. The Council's five-year housing requirement is 970 dwellings, 1,019 dwellings with a 5% buffer. The anticipated supply over the same period is 1,269 dwellings, which equates to 6.23 years.

194. The promoters of site H20, land north east of Cut Lane, have indicated that delivery could be accelerated so that the number of homes delivered in the first five years of the development could be greater than anticipated. There is also a possibility that H15, land south east of Moorfield Avenue, owned by the Council, could come forward much earlier in the Plan period. The Council have undertaken sensitivity testing in the updated housing trajectory [EL4.AP15] to analyse the effect of this on the five-year supply. Should these sites deliver earlier than projected, the Council would be able to demonstrate a 7.1-year supply.

195. HGV forms an important strategic allocation in the Plan. The revised Housing Trajectory assumes it will commence delivery in the first five years of the Plan and then continue over the Plan period. If the Garden Village is delayed, so that no delivery takes place in the first five years of the Plan, the Council has calculated that a 5-year supply would still be demonstrated but reduced to around 5.58 years.

196. Given the above, I am satisfied that a five-year supply of deliverable sites would be available on the adoption of the Plan.

Conclusion

197. Subject to the MM above, the Plan identifies a sufficient supply of sites to ensure that the identified need for additional homes in the Borough will be met and that a five-year supply of deliverable housing sites will be available on the adoption of the Plan.

Issue 9 – Whether the policies and allocations relating to economic development are justified, positively prepared in meeting the Borough's needs, effective in terms of deliverability over the Plan period and consistent with national planning policy in enabling sustainable development.

The Economy and Town Centre Policies

Policy SP4: Employment Provision and Strategic Sites.

198. In line with the HENA 2018 [HBC2.003a], updated in 2021 [HBC2.003b], this policy sets out that the Council will provide 70 hectares of employment land over the Plan period. Strategic employment sites are listed in Table 1. As submitted the Table sets out the gross site areas, totalling 94.4 hectares. This suggests that more employment land is being allocated than needed. However, this is a gross figure not a net figure. **MM25** amends the Table for effectiveness to set out both gross and net areas, resulting in an indicative net figure of 72.74 hectares. To take account of this indicative figure, **MM22** amends the policy

wording to state 'approximately 70 hectares' to ensure it is effective and consistent with Table 1.

199. Part 2 of the policy seeks to support a higher proportion of uses which generate a greater number of jobs. There is a risk that a high proportion of B8 uses for example warehousing and distribution, may generate a lower number of jobs. The Council intend to monitor this and if necessary, the policy position can be reviewed in the preparation of a new plan under the new plan making system. For effectiveness, **MM23** removes the reference to maintain jobs in recognition of the difficulties in obtaining accurate data on job creation.

200. **MM24** removes part 3 of the policy which safeguards land at Huncoat for the East Lancashire Rail Freight Terminal for effectiveness, as this duplicates parts 5 and 6 of Policy SP2.

201. The supporting text to Policy SP4 explains that masterplans will be prepared for the two strategic employment sites at Altham and Whitebirk. It goes on to state that development will be required to adhere to the masterplans. Given that these documents are not development plan documents, and to enable some flexibility. **MM21** replaces 'adhere' with 'have regard to'.

Policy SP5: Protection, Modernisation and Development of Employment Sites

202. The Council's ELS assesses the quality of employment sites and categorises them as good, adequate or poor. These assessments are used as the basis for determining planning applications. Policy SP5 sets out a presumption that all existing employment sites will be retained in their existing use and that sites will only be released for development where certain circumstances set out in the policy apply. For effectiveness, **MM26** moves part 5 of the Policy to part 1 to clearly set out that where a quality assessment is absent or out of date, a developer may undertake their own in accordance with the Council's Methodology.

203. Part 4 of the policy suggests that the redevelopment of employment sites from B class uses to other forms of employment will be considered flexibly. In this regard footnote 46 references retail and leisure uses. However, the policy then goes on to state that retail uses will not be supported. This is contradictory. **MM27** is necessary to amend the policy wording for effectiveness to ensure that other employment generating uses, which could include retail, will be considered favourably and **MM28** removes the footnote. Again, for effectiveness, **MM27** deletes reference to paragraph 187 of the Framework in part 5 of the policy as this is not necessary and will become outdated as the Framework is revised over the Plan period.

204. The supporting text to the Policy requires that employment sites be marketed for a period of 18 months to demonstrate that there is no demand for the site or premises. **MM29** amends this to twelve months, which is adequate for this purpose and prevents premises being left vacant for a long period of time. This ensures the policy is effective and justified.

Policy SP6: Centre Hierarchy, Strategy and Retail Provision.

205. This policy sets out the retail hierarchy in the Borough and promotes the vitality and viability of town and local centres.

206. The Policy refers to the Peel Centre, an out-of-town retail park and states that the Council will support future development for predominantly bulky goods retail with ancillary uses. However, the retail park has been the subject of investment over the years and now includes a range of uses including food retail, non-food occupiers, large format variety retailers, supporting food and drink outlets and a commercial leisure use. As only around 29% of the site currently provides bulky goods retail uses, adopting a strategy restricting the site to these uses is ineffective as it does not reflect the current situation. **MM30** amends the policy accordingly, to support the future development of the site for large scale retail and leisure with ancillary uses. **MM30** also amends the name of the site for effectiveness as it is now known as Hyndburn Retail Park.

207. Policy SP6 recognises the complementary role that commercial locations can play in the retail hierarchy. It refers to the Peel Centre, (now called Hyndburn Retail Park) and Oswaldtwistle Mills in this context.

208. I have carefully considered whether Hyndburn Retail Park should be given status in the retail hierarchy, including designating it as a 'district centre'. The Framework defines town centres as areas predominantly occupied by main town centre uses. References to town centres or centres apply to city centres, town centres, district centres and local centres. The Framework goes on to say that existing out of centre developments comprising main town centre uses do not constitute town centres unless they are identified as such in the development plan.

209. I acknowledge that Hyndburn Retail Park is located to the south of Frontier Park Strategic Employment site. Employees of this site will be an important source of expenditure in the Retail Park. The Retail Park is also south of a strategic housing site of around 1500 dwellings allocated in the Blackburn with Darwen Local Plan which would also generate significant retail expenditure. Together with other smaller sites in the locality, it is clear that the Retail Park is located in an area where significant growth will take place in both Blackburn and Hyndburn and will form a conveniently located retail facility serving this growth area. This weighs in favour of the Retail Park becoming a 'district centre'.

210. However, whilst the Retail Park includes a number of town centre uses, it does not provide the range and diversity of services or community uses that would be expected within a town or district centre such as health facilities, parks and open spaces. Whilst the leisure uses may provide some health and wellbeing services, this would not be comparable to a doctor's surgery for example.

211. In terms of sustainability the Retail Park is served by public transport with a bus stop approximately 550 metres from the site providing links to Blackburn town centre, Rishton, Great Harwood and other destinations. Walking and cycling are facilitated by the canal towpath and other links such that the site has a degree of accessibility that would be expected of a designated centre.

212. I note that the Council's Retail Study [HBC3.002a] does not identify a need for further retail locations that would require the designation of an existing out of town retail centre as a defined centre.

213. Should the Retail Park be designated as a district centre it would open up the site for a greater mix and range of town centre uses. I acknowledge that there are no extensions of the retail park planned such that any future development would be likely to constitute changes of use of existing units. Nevertheless, any future development proposal, depending on the floor area, would not be required to be supported by a Retail Impact Assessment and sequential test as required by the Framework. Whilst I understand that the Council has some level of control over the uses on the site through an existing legal agreement, the level of control the Council would have on the future development of the Retail Park could be reduced. This would potentially having adverse implications for the vitality and viability of other centres such as Great Harwood and Rishton.

214. Given the above, I consider that the Plan is sound in this regard, as submitted, and, as such, it is not necessary to designate the Hyndburn Retail Park as a district centre for the Plan to be justified and effective.

Policy SP7: Accrington Town Centre

215. This policy recognises Accrington town centre for its role and function as a historic market town and gives support to its regeneration. In order to be consistent with the Framework, part 2 of the policy should conserve and enhance the significance of a heritage asset affected by a development proposal. **MM31** amends the policy wording accordingly.

Employment Allocations

216. The Plan in Policy SP4 allocated six sites for employment uses. Four of these sites, EMP3, EMP4, EMP5 and EMP6 are in the Green Belt and the subject of

detailed policies setting out development requirements and considerations for their implementation. I discuss these further below.

217. The other two sites, EMP1 Land west of J7 Business Park and EMP2 Moorfield Industrial Estate are small urban sites forming extensions to existing well established industrial estates. They are being promoted by their respective landowners. These allocations are available and suitable with development likely to start in the next few years and be completed during the Plan period so that they will help to ensure that the identified need for employment development can be met. As such, their allocation is justified.

Policy EP1: Land to the south of Altham Business Park (EMP3)

218. Altham Business Park is identified as a strategic employment hub in the Plan. The allocation forms a 45.5 hectare greenfield site to the south of the existing Business Park, located in the Green Belt. It is well contained by the existing Business Park to the north, strong vegetated boundaries to the east and west and the canal to the south. The site's topography limits its visual and physical connection to the surrounding open countryside. The GBA concludes that the southern part of the allocation makes a poor contribution to the Green Belt whilst the northern part of the site makes a moderate contribution.

219. The Business Park plays a strategic role in the local economy and future growth of the Borough. It is a successful high quality employment site with good links to the road network including the M65 at junction 8 and in easy reach of a skilled workforce. A further extension would provide more space for the expansion and retention of existing businesses in the Borough ensuring they are retained in Hyndburn and new businesses established. There is also a lack of reasonable alternative sites that would meet the size and locational requirements needed. Having regard to these factors, I conclude that exceptional circumstances exist for the release of the site from the Green Belt.

220. The Policy requires the development of the allocation to 'adhere' to an agreed masterplan currently being prepared by the Council. This is ineffective as it is too restrictive and does not take account of future technical work or other constraints which may require minor variation to the agreed masterplan. In addition, the masterplan does not have the status of a development plan document. **MM81** amends the wording so that the development has 'regard' to any adopted Masterplan rather than adhering to it.

221. The wording of the policy is also ineffective as it fails to reflect the findings of the Heritage Impact Assessment [HBC6.005] and the HER Report [HBC6.003a] completed for the site. It is also unclear what is meant by large scale buffer planting and clarity is needed on the expectations for the height of buildings in the upper part of the developable area and the requirements for less

conspicuous roofing materials. **MM83, MM84, MM85, MM86 and MM87** are therefore necessary to amend the policy to address these matters.

222. As consulted on **MM85** which related to building heights was ambiguous and lacked clarity. I have therefore amended this MM in the attached Schedule to make it clear that buildings on the upper parts of the site should be an appropriate scale and height to prevent new structures rising above the skyline and blocking views northwards.

223. Part xiii) of the policy requires existing hedgerows and trees along Altham Lane be retained and protected. In order to be effective, **MM88** adds to the policy wording to set out that if this is not feasible, proposals will be expected to comply with Policy DM17 of the DM DPD which requires compensatory planting.

224. Additional criteria are added by **MM82, MM89, and MM90.** These require an archaeological desk-based assessment to be submitted with any planning application together with necessary mitigation measures, the provision of a buffer to the ancient woodland to the east and west of the site and for any applications to include a transport impact assessment. **MM91** deletes criterion xx) as it is unnecessary in light of the other transport considerations stated in the policy. The above modifications ensure the policy is justified and effective.

Land to the north east of Whitebirk (EMP4, EMP5 and EMP6)

225. The above three sites form part of the same strategic employment allocation. The Council is preparing a masterplan to ensure the sites come forward in a comprehensive way. The sites are located on the western boundary of the Borough immediately east of the existing Whitebirk Industrial Estate located within Blackburn with Darwen.

226. All three sites are located within the Green Belt and have been assessed to make a moderate contribution to its purposes. The Green Belt in this location lies between Blackburn and Rishton and seeks to prevent the towns merging. Whilst the allocations reduce the extent of Green Belt between these two settlements, there still remains a significant area which achieves this Green Belt purpose.

227. EMP4 and EMP5 are located at the eastern edge of the built-up area of Blackburn. The Leeds and Liverpool Canal forms the western boundary to the sites and to the east, they are bounded by Sidebeet Lane. The railway line runs to the south of EMP6 and north of EMP5. EMP4 forms the southernmost parcel of the strategic employment allocation and forms a greenfield site bounded by the M65 to the south and Blackburn Road to the north. Given the above, I am satisfied that the allocations benefit from defensible boundaries.

228. The sites will play an important strategic role in the local economy and contribute to the future growth of Hyndburn, retaining existing businesses and encouraging new ones to locate in the Borough. There is a lack of reasonable alternative sites that would meet the size required by modern employment uses and locational requirements close to the strategic road network. Having regard to these factors, I consider that exceptional circumstances do exist for the release of these sites from the Green Belt.

229. Policies EP2, EP3 and EP4 set out development requirements for each allocation. I assess their soundness below.

Policy EP2: Land between Blackburn Road and M65 slipway (EMP4)

230. As I have explained above, a masterplan is being prepared to coordinate development of all three employment allocations. As submitted Policy EP2 states that development must "adhere to" the relevant agreed masterplan. However, this is unduly rigid, given that the masterplan is intended to be a non-statutory document. **MM92** is necessary to amend the policy wording to require development to have regard to the adopted masterplan providing a degree of flexibility during detailed design. This ensures the policy is effective.

231. The Policy is also deficient in that it does not refer to the findings of the Heritage Impact Assessment and the need for development to be implemented in line with its recommendations and for it to include appropriate mitigation measures. **MM93** rectifies this for effectiveness. In addition, to ensure the policy is clear in its expectations and effective, **MM94** and **MM96** are required. These clarify that the tallest not the largest buildings should be set back from the road and provide certainty that an access opposite Sidebeet Lane will be required.

232. Additional criteria are also necessary for effectiveness. **MM95** makes reference to existing sewers that pass through and near the site at risk of flooding which will require careful drainage design. **MM97** adds the requirement to prepare a Transport Assessment to support the development.

233. **Policy EP3 Land between Blackburn Road, Sidebeet Lane, Leeds and Liverpool Canal and railway (EMP5)**

234. Policy EP3 states that development must "adhere to" the relevant agreed masterplan. However, this is unduly rigid, given that the masterplan is intended to be a non-statutory document. **MM98** is necessary to amend the policy wording to require development to have regard to the adopted masterplan providing a degree of flexibility during detailed design. This ensures the policy is effective.

235. The policy does not make reference to the findings of the Heritage Impact Assessment and the need for development to include appropriate mitigation measures. **MM99** adds to the policy wording for effectiveness. As consulted on the modification omitted to refer to sustaining and enhancing the setting of the listed buildings listed. Following consultation on the MMs, I have amended the modification in the attached Schedule at Appendix 1 to rectify this. This does not alter the substance of the policy.

236. Again, for effectiveness **MM100** requires that the adopted masterplan includes planting and vegetation to screen and buffer new development. For the same reason, **MM101, MM102** and **MM107** respectively clarify the expectation for linear planting of an appropriate scale along Sidebeet Lane, for strong blocks of new planting throughout the development, that the plantation woodland is potentially accessible as a recreational resource and that existing trees are protected and retained. Furthermore, in order to ensure that smaller scale development in the immediate canal corridor and adjacent to Sidebeet Lane is considered in the design and layout, **MM104** is necessary to ensure the policy is effective.

237. Additional criteria are also necessary to ensure the policy is effectively worded. **MM103** makes reference to existing sewers that pass through and near the site at risk of flooding which will require careful drainage design. **MM105** ensures that development has regard to the overhead transmission lines crossing the site. **MM107** requires new planting in and around the industrial estate to be designed to enhance biodiversity and provide a mix of habitats. **MM108** adds the requirement to prepare a Transport Assessment to support the development.

Policy EP4: Land north of railway line between Sidebeet Lane and Leed and Liverpool Canal (EMP6)

238. Similar to the above policies, Policy EP4 states that development must "adhere to" the relevant agreed masterplan. **MM109** is necessary for effectiveness to amend the policy wording to require development to have regard to the adopted masterplan providing a degree of flexibility during detailed design and recognising the masterplan's status as a non-statutory document.

239. The policy does not refer to the findings of the Heritage Impact Assessment and the need for development to include appropriate mitigation measures. **MM110** adds to the policy wording for effectiveness. As consulted on the modification only referred to sustaining and enhancing the significance and not the setting of the heritage assets in the vicinity of the site. Following consultation on the MMs, I have amended the modification in the attached schedule to rectify this omission.

240. As drafted the policy states that the primary access 'is likely' to be required from the A678 via site EMP5 due to constraints to the north and west of the site including the presence of the canal. This is ineffective and lacks clarity. The access will have to be taken through the adjoining site as there is no other feasible option. **MM113** amends the policy accordingly.

241. New criteria are required to ensure the policy is effective. **MM111** makes reference to existing sewers that pass through and near the site at risk of flooding which will require careful drainage design. **MM112** ensures that development has regard to the overhead transmission lines crossing the site and **MM114** adds the requirement to prepare a Transport Assessment to support the development.

Conclusion

242. Subject to the MMs outlined above, the policies and allocations relating to economic development are justified, positively prepared in meeting the Borough's needs, effective in terms of deliverability over the Plan period and consistent with national planning policy in enabling sustainable development.

Issue 10 – Whether the strategic policies of the Plan for the Local Plan Areas are justified, effective and consistent with national policy

243. The Local Plan identifies six areas of the Borough and sets out strategic policies to reflect the specific characteristics and challenges of each of them. They set out the proposed growth in each of these areas over the Plan period, address key features and issues, support the town centres and set out the approach to future development in those areas.

Policy SP26: Accrington (Central), Baxenden and Church

244. As drafted, the Policy does not give sufficient recognition to the conservation and enhancement of the heritage assets of the area, in particular Accrington Central, Church and Canal Side and Christ Church designated Conservation Areas, as well as listed buildings and non-designated assets. **MM64** adds a new criterion to the policy and **MM66** adds a paragraph to the supporting text to rectify this for effectiveness.

245. In the attached schedule of MMs, I have amended the wording of **MM64** to better reflect the Framework objective of sustaining and enhancing heritage assets and their setting. As consulted on **MM66** states the 'expectation' that an appropriate evidence-based assessment should be provided by development proposals. To ensure the policy is positively prepared, following consultation on

the MMs, I have amended this modification in the attached schedule to provide clarity that this 'should' be provided and is not just expected. The substance of the policy is unchanged.

246. As the site at Hopwood Street is no longer being allocated in the Plan, **MM65** deletes it from part 1c) of the Policy and from Table 6 in the supporting text. This ensures the Policy is effective.

Policy SP27: Clayton le Moors and Altham

247. The proposed development at Clayton Triangle has been deleted as this allocation has commenced and is now a commitment. **MM67** removes reference to it from part 1) of the policy, **MM69 and MM71** update references in the Plan to the total number of dwellings to be delivered in Clayton le Moors and Altham and **MM70** deletes the site from Table 7 for effectiveness.

248. A new policy criterion is required to refer to the Heritage Impact Assessment prepared for the Local Plan and to require development to implement its recommendations or other mitigation measures agreed with the Council. **MM68** makes the necessary addition for effectiveness.

Policy SP28: Great Harwood

249. **MM72** is necessary to add a new criterion to Policy SP28 and **MM73** adds a paragraph to the supporting text to recognise the industrial heritage of Great Harwood as well as designated and non-designated heritage assets to ensure their conservation and enhancement. This is required for effectiveness.

250. As consulted on, the above modifications lacked clarity in regard to the expectation of development proposals to sustain and enhance heritage assets and their settings. As such, following the consultation on the MMs, I have amended the modifications according in the attached Appendix. Furthermore, **MM73** states the 'expectation' that an appropriate evidence-based assessment of the historic environment should be provided by development proposals. To ensure the policy is positively prepared, I have made an amendment in the attached schedule, following the consultation on the MMs, to provide clarity that this 'should' be provided and is not just expected. The substance of the policy is unaffected by these changes.

Policy SP29: Huncoat

251. Part 2 of the policy expects developers to adhere to the HGV Masterplan and Design Code. As these documents do not have the status of Development Plan Documents and in the interest of consistency with other policy wording,

MM74 deletes the word 'adhere' and replaces it with 'have regard' to in order to ensure the policy is effective. Again, for effectiveness, **MM75** deletes parts 3 and 5 from the policy. Part 3 which relates to the safeguarded land for the rail freight terminal is duplicated in Policy SP2. Part 5 is added to Policy SP2 as it provides detailed development criteria specific to the Garden Village development.

252. A new policy criterion is required to make reference to the Heritage Impact Assessment prepared for the Local Plan and to require development to implement its recommendations or other mitigation measures agreed with the Council. **MM76** makes the necessary addition for effectiveness.

Policy SP30: Oswaldtwistle and Knuzden

253. The policy seeks to support the vitality and viability of Oswaldtwistle town centre. For effectiveness, **MM77** adds reference to its role in providing local shops and services. A new policy criterion is required to refer to the Heritage Impact Assessment prepared for the Local Plan and to require development to implement its recommendations or to other mitigation measures agreed with the Council. **MM77** makes the necessary addition for effectiveness.

Policy SP31: Rishton and Whitebirk

254. Policy 31 as drafted is ineffective as it includes a number of incorrect statements. Whilst it supports the Peel Centre in part 5 of the policy, the name of the centre has changed, and it is now known as Hyndburn Retail Park. The policy also describes the park as a retail destination, but this does not reflect the existing uses, many of which provide leisure opportunities. Furthermore, the policy states that non bulky retailing and or supporting ancillary uses should not exceed 40% of the overall floorspace of the site. This threshold has already been exceeded. **MM78** is therefore necessary for effectiveness to make the required amendments and to explain that non bulky retail and ancillary goods will be supported subject to compliance with Policy DM3 of the DM DPD and in accordance with sequential and impact test principles. **MM80** amends the supporting text for the same reason.

255. Existing public sewers pass through and near to the residential allocation H21 York Mill which are at risk of flooding. A new criterion is added to Policy 31 by **MM79** to require that consideration of this constraint be made in the detailed design, masterplanning and drainage for the development of the site in the interest of effectiveness.

Conclusion

256. Subject to the MMs set out above, the strategic policies of the Plan for the Local Plan Areas are justified, effective and consistent with national policy

Issue 11 – Whether the Policies of the Plan for protecting and enhancing the natural environment are justified, effective and consistent with national policy.

Policy SP13: Climate Change and Sustainable Development

257. This policy seeks to ensure that development mitigates the likely effects of climate change and minimises negative impacts on the environment. Part a) of the policy requires adherence to national and local policy guidance on climate change measures or technical standards in place at the time a development is proposed. As this duplicates other policies and standards, the subject of other regulations, **MM43** deletes this part of the policy for effectiveness.

258. A number of the site allocations include areas that are at risk of flooding. Appendix D of the Plan sets out Flood Risk Maps for allocations with 0.1% or greater annual probability of surface/river flooding. There is however no explanatory text or a key with the maps to assist developers, the community and decision makers. **MM149** rectifies this and replaces the maps for effectiveness.

259. Part h) of the policy refers to improving water efficiency standards. This is ambiguous as it is unclear which standards are being referred to. **MM44** deletes the word 'standards' to ensure the policy is effectively worded. The Council has decided not to adopt the higher water efficiency standards set out in Building Regulations. Whilst there is evidence of a supply-demand deficit in the coming years, Hyndburn, and indeed the north west, are not currently classified as being in water stress.

260. The PPG advises that the water stress classification is the starting point for the consideration of this matter. I acknowledge there is strong evidence for the adoption of the higher option water efficiency standards. However, the Plan is not unsound because it does not adopt them. The Council are required to commence the preparation of a new Plan from the end of June 2026 as part of the new planning system. This matter can be considered further through that process.

261. The supporting text to the policy refers to safeguarding the long-term capability of the best and most versatile agricultural land (Grades 1, 2 and 3a). This does not however form a policy requirement. **MM45** adds a new policy criterion for effectiveness.

Policy SP14: Green infrastructure

262. Policy SP14 seeks to protect, enhance and extend green infrastructure and refers to the creation of a multi-functional Green Infrastructure network including an eventual Nature Recovery Network. In the interests of clarity and effectiveness, **MM46** adds reference to Local Nature Recovery Strategies and expands on the purpose of a multi-functional Green Infrastructure network; to provide wider environmental benefits to tackle climate change, deliver opportunities for outdoor recreation and strengthen the Borough's landscape character.

Policy SP16: Natural Environment Enhancement

263. This policy provides a strategic approach to the protection and enhancement of the natural environment. Part 1b) requires that development seeks to avoid significant harm to biodiversity and if this cannot be avoided adequately mitigated or as a last resort compensated, planning permission will be refused. The policy refers to a paragraph of the Framework which may become out of date during the Plan period. **MM47** is required to delete this from the policy in the interest of effectiveness.

264. Part 1c) of the policy requires development to provide a minimum 10% measurable biodiversity net gain (BNG). As this is a mandatory requirement of the Environment Act, it does not need to be stated in local plan policy. In the interest of effectiveness **MM48** deletes this from the policy but retains the need to comply with the statutory BNG requirement and ensure ongoing management measures are in place. This ensures the policy is consistent with paragraph 180d) of the Framework which supports development that conserves and enhances biodiversity. **MM51** and **MM50** are necessary to expand the supporting text to provide further guidance with regard to the use of biodiversity metrics to assess compliance and the appropriate mechanisms for the delivery of BNG in the interests of effectiveness.

265. The supporting text lacks detail with regard to the Local Nature Recovery Strategy which became mandatory in 2022 and supports the Nature Recovery Network. **MM49** adds to the policy wording in part 1d) and **MM50** amends the supporting text to provide clarity in the interest of effectiveness.

Policy SP17: Renewable Energy

266. Policy SP17 in part 1 supports the development of renewable energy within areas of search. However, the policy is ineffective as areas of search are not defined or supported by analysis in the evidence base. **MM52** is therefore required to delete this reference from the policy for effectiveness.

267. The Council's Climate Emergency declaration and Green Review identify a range of actions to achieve net zero by 2030. Part 2 of the policy aims to support this target. It is however ambiguous, as it refers to proposals which support the achievement of net zero in Council activities. It is unclear which activities this relates to or why only Council activities are referred to. **MM53** rectifies this for effectiveness by deleting this wording.

Policy SP19: Heritage

268. Policy SP19 in part 3 seeks to conserve the significance of heritage assets. The preparation and submission of a Heritage Impact Assessment as part of the submission of a planning application is important to achieve this. In the interest of effectiveness, **MM54** adds this requirement to the policy.

269. Part 4 of the policy relates to non-designated heritage assets and states that proposals which would remove, harm or undermine the significance of these assets will only be permitted where the benefits outweigh the harm. This is inconsistent with the Framework which requires that the effect on the significance of a non-designated heritage asset should be taken into account in a balanced judgment. **MM55** rectifies this by deleting this section of the policy. Replacement text is not required as proposals can be assessed against national planning policy.

Policy SP20: Environmental Amenity and Air Quality

270. This policy seeks to ensure that development does not give rise to unacceptable adverse amenity impacts through for example noise, dust, light pollution, emissions, odours and other nuisances. The policy refers to the 'agent of change' principle referred to in the Framework, but the Plan does not clarify what this means. As this already forms part of national planning policy and does not need to be replicated in the Plan, **MM56** deletes this reference from the policy for effectiveness.

Policy SP21: The Leeds and Liverpool Canal

271. Policy SP21 is ineffective as it does not recognise the historic environment of the canal including the designated and non-designated buildings, bridges and locks. It also does not make reference to the Church Canalside Conservation Area. **MM57** and **MM58** rectify these omissions for effectiveness.

Conclusion

272. With the MMs set out above, the Policies of the Plan for protecting and

enhancing the natural environment are justified, effective and consistent with national policy.

Issue 12 – Whether the Strategic Policies of the Plan for infrastructure, accessibility and transport are justified, effective and consistent with national policy.

Policy SP3: Planning Obligations

273. This policy sets an overarching framework for the negotiation of planning obligations. **MM19** removes reference to paragraphs in the Framework in part 1 of the policy for effectiveness as they will become outdated over the course of the Plan period. Part 3 of the policy states that the Council may introduce a separate delivery mechanism for HGV. However, it is unclear what this may entail. Guidance is however provided in Policy SP2, which in part 4 outlines the need for development to contribute to the cost of strategic infrastructure through an appropriate legal agreement. In the interest of effectiveness, **MM20** deletes this section of the Policy.

Policy SP8: Open Space Provision

274. This policy seeks to maintain and enhance a network of high-quality open spaces in the Borough. **MM32** removes reference to paragraphs in the Framework in part 1b) of the policy for effectiveness as they will become outdated over the course of the Plan period.

Policy SP9: Provision of Community Facilities

275. Policy SP9 supports proposals for high quality educational, sport, recreational health, community and cultural facilities. Part 2 of the policy concerns the loss of a facility through redevelopment. However, changes of use could also result in the loss of a facility. **MM33** adds this to the policy text for effectiveness.

276. In the case of the loss of sport or recreational facilities, the policy states that the requirements of the Framework will be applicable. **MM33** deletes the reference to particular paragraphs of the Framework which would become outdated during the Plan period for effectiveness.

277. **MM34** adds to the supporting text to outline the Council's presumption against the loss of playing fields and recreational facilities and that it should be demonstrated that the loss or replacement would not result in under provision. Furthermore, replacement facilities should only in exceptional circumstances be provided after the redevelopment has taken place. This modification ensures that the policy is effective and consistent with national planning policy. As

consulted on, the proposed wording of **MM34** lacked precision and I have made amendments, following consultation on the MMs, to make clear the expectation that an applicant must demonstrate exceptional circumstances if the replacement facilities are not provided in advance of redevelopment. This alteration does not change the substance of the policy.

Policy SP23: Sustainable and Safe Transport

278. Policy SP23 sets out criteria for development to ensure accessibility by a variety of transport modes and promotes sustainable travel. **MM59** deletes the requirement to provide electric vehicle charging in off street parking in part 1c) of the policy for effectiveness as this duplicates Building Regulation requirements. Part 1e) of the policy states that where highway improvements are required, these should be funded by the developer and secured through a legal agreement. However, there may be instances where significant highway infrastructure improvement projects require developer contributions from a number of developments not just one and /or grant funding. **MM60** amends the policy to recognise these circumstances. This ensures that the policy is effectively worded.

Conclusion

279. Subject to the MMs outlined above, the Strategic Policies of the Plan for infrastructure, accessibility and transport are justified, effective and consistent with national policy.

Issue 13 - Whether the strategy for implementation, monitoring and review is appropriate and robust.

280. As submitted the Plan did not include a Monitoring Framework but stated that one would be prepared and reported upon on an annual basis, through the Council's Authority Monitoring report. This approach is not justified or effective. **MM150** rectifies this and provides a Framework to become a new Appendix E in the Plan. This includes clear and measurable indicators to monitor key elements of the Plan. It is not necessary for soundness for the Framework to include appropriate remedial actions which may be undertaken should the targets not be met. The Council are required to start work on a new Plan in the new system by the end of June 2026. Any issues can be addressed through that review process.

Overall Conclusion and Recommendation

281. The Plan has a number of deficiencies in respect of soundness for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in

accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explained in the main issues set out above.

282. The Council has requested that I recommend MMs to make the Plan sound and capable of adoption. I conclude that with the recommended MMs set out in the Appendix, the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) satisfies the requirements referred to in Section 20(5)(a) of the 2004 Act and is sound.

Helen Hockenhull

INSPECTOR

This report is accompanied by an Appendix containing the Main Modifications.

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Appendix
Schedule of Main Modifications to the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations).

Please note:

- Deleted text is shown as strike through e.g. ~~Site~~
- New text is shown underlined and in underlined bold black e.g. ~~**Site**~~
- Any reference to paragraph or page numbers relate to the plan as submitted (HBC1.001). Final numbering will be set out in the final version of the plan.

<table>
<tr><th>MM Ref</th><th>Plan Location (Page/Policy/ Para)</th><th>Main Modification</th></tr>
<tr><td>MM01</td><td>Table i: Local Plan Areas and development projections, Executive Summary, page iii</td><td>
<table>
<tr><th>Local Plan Area</th><th>Projected Housing delivery (no. of dwellings) on site allocations</th><th>Projected Housing delivery and completions (no. of dwellings) on committed* sites</th><th>Employment allocations (new): gross site area (approx. hectares)[1]</th></tr>
<tr><td>Accrington (Central), Baxenden and Church</td><td><u>121</u> ~~171~~</td><td><u>123</u> ~~373~~</td><td>0</td></tr>
<tr><td>Clayton-le-Moors and Altham</td><td>~~46~~<u>173</u></td><td>~~148~~ <u>21</u></td><td>51.6</td></tr>
<tr><td>Great Harwood</td><td>0</td><td>336</td><td>0</td></tr>
<tr><td>Huncoat</td><td>1,558</td><td>88</td><td>0</td></tr>
<tr><td>Oswaldtwistle and Knuzden</td><td>301</td><td>161</td><td>0</td></tr>
<tr><td>Rishton and Whitebirk</td><td>288</td><td>94</td><td>42.8</td></tr>
</table>
</td></tr>
</table>

[1] These figures represent the entire gross site, including land which will not be subject to built development; net developable areas will be much smaller.

MM02	Page 4, paragraph 2.1, Vision and Strategic objectives, The Vision for Hyndburn	In 2040 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 high quality built and historic environment,** a healthy natural environment and its response to climate change, and the special qualities of Huncoat Garden Village.
MM03	Page 9, Strategic Objective 4, Vision and Strategic objectives.	To conserve and, where appropriate, enhance a valued urban, ~~and~~ rural **and historic** environment that is ready to address the causes and effects of climate change.
MM04	Page 19 and 20, Policy SP1: The Spatial Development Strategy. Part 4	4) Sufficient land will be made available in the Borough to meet the identified requirement for employment land over the Plan period of **approximately** 70 hectares.
MM05	Page 24, Policy SP2 Huncoat Garden Village, Part 1.	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~~ **have regard to.**
MM06	Page 24, Policy SP2 Huncoat Garden Village, Part 2c.	**2c. The Council may consider the introduction a bespoke delivery mechanism for the Huncoat Garden Village proposals.**
MM07	Page 24 to 28, Policy SP2 Huncoat	3f. 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

	Garden Village, Part 3f.	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; **linking new development to the existing train station.**
MM08	Page 24 to 28, Policy SP2 Huncoat Garden Village, Part 3h.	~~3h. 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.~~
MM9	Page 24 to 28, Policy SP2 Huncoat Garden Village, new Part 3h.	**3h. Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**
MM10	Page 24 to 28, Policy SP2 Huncoat Garden Village, Part 7c.	7c. The provision of leisure, recreation and sport development to meet the needs of the community, in particular through the development of an appropriate number of play ~~spaces~~ **areas** 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.
MM11	Page 24 to 28, Policy SP2 Huncoat Garden Village, Part 8d.	8 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~~.
MM12	Page 24 to 28, Policy SP2 Huncoat Garden Village, Part 8e.	8 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.~~ **Consider opportunities to deliver pedestrian and cycle improvements along Altham Lane, including a pedestrian / cycle bridge across the railway at Altham Lane, to improve connectivity between Huncoat**

		Garden Village, the Leeds and Liverpool Canal and Altham Business Park, working with other private and public sector organisations and infrastructure providers.
MM12a	Page 24-28, Policy SP2 Huncoat Garden Village, Part 8f)	8f. Make provision for an extension to the primary school at Huncoat so that it will accommodate **up to** an additional ~~1.5~~ **2.0** 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.
MM13	Page24 to 28, Policy SP2 Huncoat Garden Village, Part 8g.	8 g. Be guided by developer led site specific FRAs which avoid areas of flood risk **from all sources**. It must also include measures to mitigate flood risk through the use of sustainable drainage methods to ensure that the rate and volume of post-development surface water run-off does not exceed pre-development levels. This may include consideration of 'off-site' solutions. The sustainable drainage systems should be attractively landscaped, **multi-functioned** and designed to provide treatment, enhance biodiversity **and amenity**, and provide natural blue-green infrastructure corridors. Proposals must include arrangements for the future maintenance of sustainable drainage infrastructure for the duration of the development.
MM14	Page 24 to 28, Policy SP2 Huncoat Garden Village, Part 8h.	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 **must** ~~should~~ make provision for any phasing arrangements necessitated by the provision of infrastructure.
MM15	Page 24 to 28, Policy SP2 Huncoat Garden Village, Part 8i-j.	~~i. Surface water drainage options must be considered and discounted in the following order:~~ ~~i. into the ground (infiltration);~~ ~~ii. to a surface water body;~~ ~~iii. to a surface water sewer, highway drain, or other system;~~ ~~iv. to a combined sewer.~~ ~~j. Wastewater options must be considered and discounted in the following order:~~ ~~i. connection to a public foul sewer;~~

		~~ii. connection to an on-site package treatment plant;~~ ~~iii. connection to a septic tank.~~
MM16	Page 24 to 28, Policy SP2 Huncoat Garden Village, Part 9d.	9d) 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~~ **have regard to** the requirements of the HGV Masterplan and the Design Code, including arrangements for their future maintenance.
MM17	Page 24 to 28, Policy SP2 Huncoat Garden Village, New Part 11.	**11) The Huncoat Garden Village site allocations have the potential (individually and cumulatively) to generate significant amounts of vehicular movement on the Strategic Road Network (SRN); principally the M65 and A56. Unacceptable severe impacts on the SRN or highway safety should be avoided and, wherever possible, alternative transport options which reduce or eliminate such impacts should be pursued. Where such impacts are unavoidable, suitable mitigation measures should be proposed by the applicant to ensure that the impacts from development on the SRN (in terms of capacity and congestion, or highway safety) are cost effectively mitigated to an acceptable degree. Development shall not be permitted until National Highways has confirmed it is satisfied that any measures proposed can mitigate unacceptable impacts to an acceptable degree. No development shall take place until National Highways has confirmed it is satisfied that the funding, partners, and relevant processes are in place to enable the delivery of the SRN infrastructure required. Any such infrastructure must be operational no later than the occupation of the development for which it is required. Applications should be supported by a Transport Assessment so that the likely impacts of a proposal on the SRN can be assessed.**
MM18	Page 29, Policy SP2 Huncoat Garden Village, para 3.25 of supporting text.	~~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.~~
MM19	Page 29 and 31, Policy SP3: Planning Obligations, Part 1.	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~~ **the** NPPF.

<table>
<tr><td>MM20</td><td>Page 29 and 31, Policy SP3: Planning Obligations, Part 3.</td><td>~~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.~~</td></tr>
<tr><td>MM21</td><td>Page 33, para 4.18 Strategic Employment Site Masterplans</td><td>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 <u>have regard</u> ~~adhere~~ to recommendations within them.</td></tr>
<tr><td>MM22</td><td>Page 34, Policy SP4 The Economy and Town Centres, Part 1</td><td>1) The Council will make provision for <u>approximately</u> 70 hectares of land for employment uses over the period 2021-40. This will include the allocation of the strategic employment sites set out in Table 1 below. In particular:</td></tr>
<tr><td>MM23</td><td>Page 34, Policy SP4 The Economy and Town Centres, Part 2</td><td>2) The Council will monitor the proportion of B2 and B8 uses ~~and the proposed number of jobs~~ coming forward on these sites.</td></tr>
<tr><td>MM24</td><td>Page 34, Policy SP4 The Economy and Town Centres, Part 3</td><td>~~3) Land to the East of Altham Lane, between the East Lancashire Railway and M65 Motorway at Huncoat (Site S2) 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.~~</td></tr>
<tr><td>MM25</td><td>Page 34, Policy SP4 The Economy and Town Centres, Table 1.</td><td>
<table>
<tr><th>Site Ref.</th><th>Prev. Site Ref.</th><th>Site Name</th><th>Local Plan area</th><th>Gross Site Area (ha) – approx.</th><th><u>Indicative Net Developable Site Area (ha) - approx</u></th></tr>
<tr><td>EMP1</td><td>250</td><td>Land west of J7 Business Park</td><td>Clayton-le-Moors and Altham</td><td>4.4</td><td><u>4.4</u></td></tr>
</table>
</td></tr>
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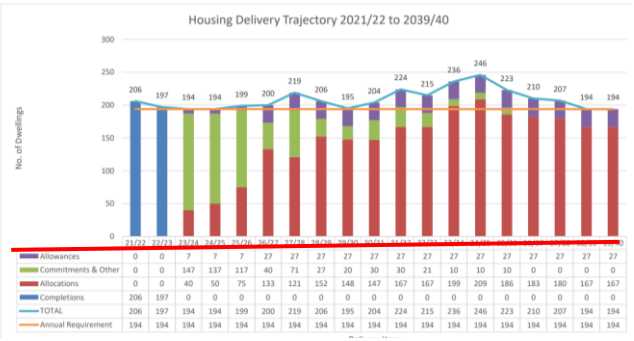
		EMP2	172	Moorfield Industrial Estate	Clayton-le-Moors and Altham	1.7	***1.7***
		EMP3	267	Land to S. of Altham Business Park	Clayton-le-Moors and Altham	45.5	***36.8***
		EMP4	228	Land between Blackburn Rd and M65 slipway	Rishton and Whitebirk	4.0	***2.28***
		EMP5	229	Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway	Rishton and Whitebirk	18.1	***8.73***
		EMP6	230	Land N. of railway line between Sidebeet Lane and Leeds & Liverpool Canal	Rishton and Whitebirk	20.7	***18.56***
				TOTAL		**94.4~~*~~**	***72.74***
MM26	Page 36 and 37, Policy SP5 Protection, Modernisation and Development of Employment sites, Parts 1 and 5.	1) Existing employment sites are identified on the Policies Map, along with strategic employment hubs. Quality assessments of existing employment sites will be used as **the basis** ~~a framework~~ for determining planning applications. **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.**					
MM27	Page 36 and 37, Policy SP5 Protection, Modernisation and Development of Employment sites, Part 4 & 5.	4) Proposals for the redevelopment of existing employment sites away from a B use class to one that retains some form of significant employment 47 on the site will be considered more **favourably** ~~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.~~ 5) 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[2].~~					
MM28	Page 36 and 37, Policy SP5 -	~~46. for example retail or leisure uses~~					

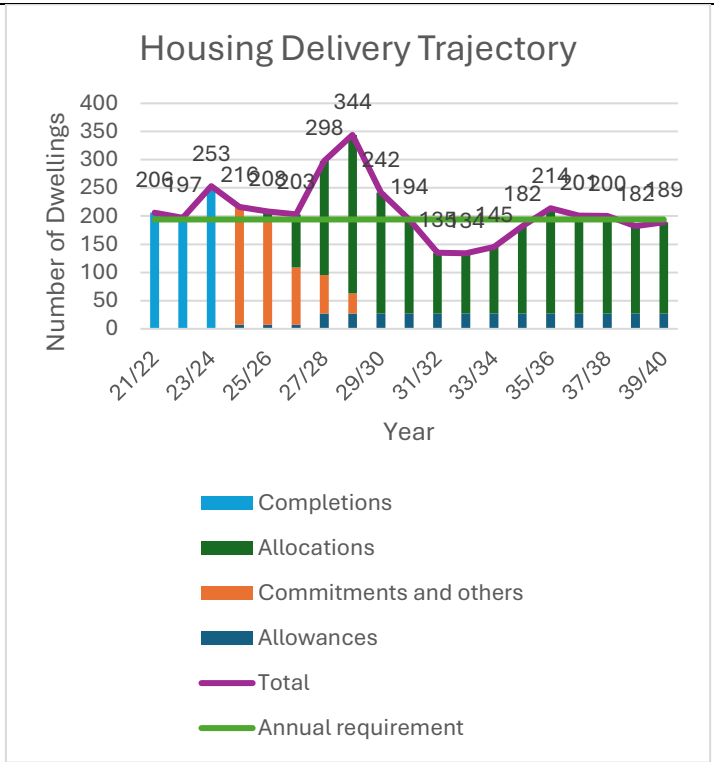
	Protection, Modernisation and Development of Employment Sites, Part 4, footnote 46.	
MM29	Page 36 and 37, Policy SP5 - Protection, Modernisation and Development of Employment Sites, para 4.29	4.29 In order to demonstrate that there is no current or likely future demand for the site or premises for employment uses the site should be marketed by at least one commercial agent for employment purposes for at least ~~18~~ **12** months.
MM30	Pages 38 and 39 , Policy SP6 Centre Hierarchy, Strategy and Retail Provision, part 3	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~~ **defined** town and local centres ~~The Peel Centre (Whitebirk)~~ **Hyndburn Retail Park** ~~Predominantly bulky goods~~ **Large scale** retail **and leisure** destination with ancillary uses to support retailing on the site and the strategic employment hub at Whitebirk/Frontier Park
MM31	Page 43, Policy SP7 Accrington Town Centre, part 2.	2) Developments affecting a heritage asset should ~~**sustain**~~ **conserve** and enhance the significance of the heritage asset and new development should make a positive contribution to the character and distinctiveness of Accrington.

MM32	Page 46, Policy SP8 Open Space Provision, part 1b.	b) Protect and enhance existing open space provision in accordance with ~~Paragraph 99 of~~ **the** NPPF and with criteria set out in Policy DM21.
MM33	Page 48, Policy SP9 Provision of Community Facilities, part 2.	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 **or change of use**, 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, **relevant national policies** ~~paragraph 99 of NPPF~~ will be applicable.
MM34	Page 48, Policy SP9 Provision of Community Facilities, supporting text.	**New paragraph below paragraph number 5.9:** **5.10 There is a presumption against the loss of playing fields, sport and recreational facilities. Proposals involving the loss and/or replacement of such facilities should demonstrate that the population benefitting from the original sites or facilities will not be underprovided or subjecting to worsening provision. Where replacement facilities or sites are agreed, an applicant will need to demonstrate exceptional circumstances in such cases where these are not provided in advance of the impacting development.**
MM35	Page 50, Policy SP10: Housing Provision (including affordable housing), Table 2	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 **on greenfield sites and 10% on Brownfield Sites** 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 Hyndburn Local Plan 2040 (Strategic Policies and Site Allocations): (Submission version) – March 2025 51 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;
MM35a	Page 51 - 56 Policy SP10, Criterion 3 and	Add a sentence onto the end of criterion 3 which reads "**Schemes delivering housing for older people are exempt from delivering affordable housing."**

	new paragraph after 6.10	New paragraph to be inserted after paragraph 6.10 which reads "**Schemes delivering housing for older people are exempt from delivering affordable housing. This is based on the analysis within the Local Plan Economic Viability Assessment – January 2022 that confirms that older person's housing is unlikely to be viable in the current market in Hyndburn' and supports the delivery of the Lancashire Housing with Care and Support Strategy"**
MM36	Page 51 and 52, Policy SP10: Housing Provision (including affordable housing), Table 2	

Site Ref.	Prev. Site Ref.	Site Name	Local Plan Area	Gross Site Area (ha)	Net developable area (ha)	Indicative No. of Dwellings 21/22-39/40
H1	2	Steel Works, Charter Street, Accrington	Accrington, Baxenden & Church	0.29	0.29	**9**
H2	152	Land at Charter Street	Accrington, Baxenden & Church	2.38	1.02	**45**
H3	261	Pendle Street	Accrington, Baxenden & Church	0.17	0.17	**15**
~~H4~~	~~120~~	~~Land at Hopwood St~~	~~Accrington, Baxenden & Church~~	~~0.93~~	~~0.84~~	~~**50**~~
H6	29	Union Works and Union St Garage	Accrington, Baxenden & Church	0.31	0.31	**9**
H7	24.1	Land north of Sandy Lane	Accrington, Baxenden & Church	1.97	1.42	**43**
H8	117	Lower Barnes Street	Clayton-le-Moors & Altham	0.54	0.49	**15**
H9	48.1	Ringstonhalgh Farm	Clayton-le-Moors & Altham	1.13	1.02	**31**
~~H10~~	~~201~~	~~Clayton Triangle~~	~~Clayton-le-Moors & Altham~~	~~2.54~~	~~1.91~~	~~**127**~~
H11	268	Former Huncoat Colliery, Enfield Rd*	Huncoat	24.31		**426**
H12	269	Huncoat East strategic site (north)*	Huncoat	25.96		**683**
H13	270	Huncoat East strategic site (south)*	Huncoat	13.27		**322**

		H14	271	Land to W. of A56 / N. of Burnley Rd.*	Huncoat	3.91		**73**
		H15	78	Land south east of Moorfield Avenue	Huncoat	4.18	1.80	**54**
		H16	123.1	Land south of Stanhill Road, Knuzden	Oswaldtwistle & Knuzden	6.76	5.07	**152**
		H17	5.1	Land off Brookside Lane/Nook Lane, Oswaldtwistle	Oswaldtwistle & Knuzden	5.08	2.06	**62**
		H18	74.1	Land S. of Rhyddings Street and N. of Stone Bridge Lane	Oswaldtwistle & Knuzden	1.35	1.22	**36**
		H19	265	Land at Rhoden Road	Oswaldtwistle & Knuzden	2.28	1.71	**51**
		H20	103	Land to the northeast of Cut Lane	Rishton & Whitebirk	13.23	6.26	**188**
		H21	66	York Mill, Livesey St, Rishton	Rishton & Whitebirk	0.78	0.70	**21**
		H22	102	Land off Fielding St. and Barn Meadow Crescent	Rishton & Whitebirk	4.50	2.65	**79**
				TOTAL				**2,314 ~~2491~~**
MM37	Page 55, Figure 5: Hyndburn Borough housing trajectory 2021-2040, Explanatory text for Policy SP10: Housing Provision (including affordable housing)	Delete: *Figure 5: Hyndburn Borough housing trajectory 2021-2040*  **Add:**						

		
MM38	Page 56, para. 6.10, Explanatory text for Policy SP10: Housing Provision (including affordable housing)	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% **and 10% are** ~~is~~ considered to remain an appropriate starting point for affordable housing requirements in this plan **for Greenfield and Brownfield sites respectively**. 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. **It should be noted that Policy DM12 has outdated thresholds for affordable housing provision compared to the latest evidence. Therefore, where SP10 is found to contradict DM12, the thresholds in Policy SP10 would take precedent.**
MM39	Page 62, Policy SP12 Gypsy	1) The Council will make adequate provision for the needs of Gypsies and Travellers and Travelling Showpeople up to **2040** ~~2037~~ by:

	and Traveller and Travelling Showpeople Provision, Part 1.	
MM40	Page 62, Policy SP12 Gypsy and Traveller and Travelling Showpeople Provision, Part 1a.	1a) 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). **These are identified on the policies map.**
MM41	Page 62, Policy SP12 Gypsy and Traveller and Travelling Showpeople Provision, Part 4.	**4) Any development brought forward on sites GT4 and GT5 will be required to provide compensatory improvements to the environmental quality and accessibility of remaining Green Belt land, to contribute to offsetting the impact.**
MM42	Page 63, para 6.32, Policy SP12 Gypsy, Traveller and Travelling Showpeople Provision, Supporting text.	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. **The GTAA identified a cultural need of 53 pitches over the period 2020/21 to 2039/40.** No requirement for travelling showperson plots was identified.

MM43	Page65 , Policy SP13 Climate Change and Sustainable development, part a	~~*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;*~~ The criterion will be reordered following the above deletion.
MM44	Page 65, Policy SP13 Climate Change and Sustainable development, part h	~~G~~ **h.** Improving water efficiency ~~standards~~ by incorporating measures to recycle and conserve water resources via on-site attenuation;
MM45	Page 66, Policy SP13 Climate Change and Sustainable development, part p	New text after part p: **Q. Ensuring the safeguarding of the long-term capability of the best and most versatile agricultural land (Grades 1, 2 and 3a).**
MM46	Policy SP14: Green Infrastructure, Page 71	Green Infrastructure resources will be protected, enhanced and extended; by linking these resources, a multi-functional Green Infrastructure network will be created **(including any Local Nature Recovery Strategies and an eventual Nature Recovery Network87) to help increase biodiversity, provide wider environmental benefits to tackle climate change and deliver opportunities for outdoor recreation and strengthen the Borough's landscape character.** Where developments are within, or in close proximity to, the Green Infrastructure network they will be expected to contribute towards its protection and enhancement.
MM47	Page 74 , SP16 Natural Environment Enhancement, part 1b	1b. 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 the ~~paragraph 180 of~~ NPPF);

MM48	Page, 74, SP16 Natural Environment Enhancement, part 1c	1c**.** ~~Secures a minimum of 10% measurable biodiversity net gain~~ **Complies with the statutory Biodiversity Net Gain requirements** and ensures that on-going management measures are in place; and"
MM49	Page 74, SP16 Natural Environment Enhancement, part 1d	1d. Contributes towards an effective ecological network through **the** expansion and re-connection of environmental resources, **having regard to the priorities and spatial proposals set out in the** ~~identified in the~~ Local Nature Recovery Strategy, Green Infrastructure Network and other areas of **g**~~G~~**reen** Infrastructure, particularly where such improvements would complement local regeneration priorities and improvements to health and well-being.
MM50	Page 75, para. 7.35 Explanatory text Policy SP16	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. **This will form part of the Local Nature Recovery Strategy (LNRS). The core purpose of LNRS is to help the reverse of the ongoing decline of biodiversity and nature. LNRS aims to help restore and connect habitats so that species can thrive; the process will ensure local partners collaborate to agree the priorities for the best activities and locations to inform local nature recovery. LNRS became mandatory in April 2022 and each strategy will enable local partners to deliver three objectives for the area that it covers: Mapping of the most valuable existing habitat for nature; Mapping specific proposals for creating or improving local habitats both for nature and wider environmental goals; and Co-ordinating agreement of a local list of biodiversity priorities to inform nature recovery.**
MM51	Page 76, para. 7.42 Explanatory text Policy SP16	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~~ **Development must also comply with the statutory biodiversity net gain requirements, currently set at 10%, or any such standard as defined in legislation or national policy** which can be quantified through the use of tools such as such as the Defra **biodiversity metric**. 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. New paragraph 7.43: **<u>In relation to all on-site habitats which are adversely affected by development, the adverse effect should be compensated by prioritising in order, where possible, the enhancement of existing on-site habitats, creation of new on-site habitats, allocation of registered off-site gains and finally the purchase of biodiversity credits. Where BNG cannot be delivered on-site, off-site gains or statutory biodiversity credits may be used in accordance with national policy and legislation and must legally secured (e.g. through Section 106 obligations or conservation covenants) and must be registered on the national Biodiversity Gain Site Register, in accordance with statutory requirements</u>**.
MM52	Page 76, Policy SP17 Renewable energy, Part 1.	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.
MM53	Page 77, Policy SP17 Renewable energy, Part 4.	4) Proposals which support the target to achieve net-zero carbon ~~in Council activities~~ by 2030 will be supported.
MM54	Page 80, Policy SP19 Heritage, Part 3.	*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. **<u>Applications for proposals that affect heritage assets (designated and non-designed) and their setting should be supported by a Heritage Statement.</u>**
MM55	Page 80, Policy SP19 Heritage, Part 4.	~~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.~~

		Move the footnote into the policy text as criterion 4
MM56	Page 83, Policy SP20 Environmental Amenity and Air Quality, Part 1	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)~~
MM57	Policy SP21 The Leeds and Liverpool Canal, page 84, part 1 i.	1 i) **Promote opportunities to sustain and enhance the significance of the Church Canalside Conservation Area, statutory listed buildings and locally listed buildings.** ~~To be better revealed, preserved, or enhanced.~~
MM58	Page 85, Policy SP21 The Leeds and Liverpool Canal, explanatory text.	7.67 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**. It is acknowledged that Leeds-Liverpool canal had a major influence on town developments in Church, Clayton-le-Moors, and Rishton, and the effect of the canal on historic industrial activities were remarkable. The majority of mid-19th century mills in the Borough were built in close proximity to the canal. The building, bridges, locks and other structures associated with the Leeds-Liverpool Canal, especially the former chemical works associated with bleaching, dyeing and Calico printing are of distinctive character and particular attention should be paid to their conservation.**
MM59	Page 90, Policy SP23: Sustainable and safe transport, part 1c	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;~~

MM60	Page 90, Policy SP23: Sustainable and safe transport, part 1e.	1 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 **or other grant funding mechanisms** and secured through the use of appropriate legal agreements.
MM61	Page 95, Policy SP25 Development in rural areas, part 3.	3) In areas designated as ~~Countryside areas~~ rural 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~~ **rural a**~~A~~reas 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.
MM62	Page 96 , Policy SP25 Development in rural areas, part 5.	~~5) Safeguarded land as shown on the Policies Map at Huncoat (Sites S1 and S2) 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. .~~
MM63	Page 96 , Policy SP25 Development in Rural Areas, para 9.13 (new)	Additional paragraph at 9.13 **Proposals for rural businesses will be supported where they comply with the requirements set out in Policy DM34. Some examples of employment opportunities that are likely to be acceptable in Rural Settlements include starter units to support individuals or small companies, workshops, and businesses that require a rural location e.g. farm diversification, tourism. The scale of employment development that is acceptable in Rural Settlements will vary depending on the size and nature of each settlement.**
MM64	Page 98, Policy SP26 Accrington	**Developments within Accrington are expected to be of distinctive quality and design and should preserve and enhance the special character and/or appearance of the conservation areas, and sustain and enhance heritage assets and their settings.**

<table>
<tr><td></td><td>(Central), Baxenden and Church, new criterion after part 2.</td><td></td></tr>
<tr><td>MM65</td><td>Page 99, Table 6</td><td>
<table>
<tr><th>Site Ref</th><th>Prev. Site Ref.</th><th>Site Name</th><th>Gross Area (Ha)</th><th>No. of Dwellings</th></tr>
<tr><td>H1</td><td>2</td><td>The Steel Works, Charter Street, Accrington</td><td>0.29</td><td>9</td></tr>
<tr><td>H2</td><td>152</td><td>Land at Charter Street*</td><td>2.38</td><td>45</td></tr>
<tr><td>H3</td><td>261</td><td>Pendle Street</td><td>0.17</td><td>15</td></tr>
<tr><td>~~H4~~</td><td>~~120~~</td><td>~~Land at Hopwood St*~~</td><td>~~0.93~~</td><td>~~50~~</td></tr>
<tr><td>H6</td><td>29</td><td>Union Works and Union St Garage</td><td>0.31</td><td>9</td></tr>
<tr><td>H7</td><td>24.1</td><td>Land north of Sandy Lane*</td><td>2.00</td><td>43</td></tr>
<tr><td></td><td></td><td>Completions since start of Plan period</td><td></td><td>147</td></tr>
<tr><td></td><td></td><td>Existing commitments and other Developable sites[3] (as of 01/04/23)</td><td></td><td>226</td></tr>
<tr><td></td><td></td><td>Total in plan period</td><td></td><td>~~544~~ <u>494</u></td></tr>
</table>
</td></tr>
<tr><td>MM66</td><td>Page 100, Policy SP26 Accrington (Central), Baxenden and</td><td>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~~ <u>Accrington Central</u> Conservation Area. Notable buildings include the Carnegie Library, the Town Hall, the Market Hall and the Victorian Arcade.
<u>New paragraph after paragraph 10.9:</u></td></tr>
</table>

[3] Other sites which are considered developable over the Plan period, such as sites with previous permission; further details are provided in the Housing Background Paper

<table>
<tr><td></td><td>Church, supporting text</td><td><u>10.10 The area features three designated conservation areas (Accrington Central Conservation Area; Church Canal Side Conservation Area; and Christ Church Conservation Area), Listed Buildings and non-designated heritage assets, providing a built heritage context that will influence future development proposals. Development proposals should be accompanied by an appropriate evidence-based assessment of the historic environment to ensure that the impact of the proposals are clearly understood.</u></td></tr>
<tr><td>MM67</td><td>Page 102 Policy SP27: Clayton-le-Moors and Altham</td><td>1) Land is identified for delivery of <s>194</s> <u>67</u> homes in Clayton-le-Moors and Altham over the plan period 2021-2040. This will be delivered through existing commitments and by the development of the following site allocations:
a. H8 Lower Barnes Street
b. H9 Ringstonhalgh Farm
<s>c. H10 Clayton Triangle</s></td></tr>
<tr><td>MM68</td><td>Page 102, Policy SP27: Clayton-le-Moors and Altham, part 3.</td><td><u>New criterion after part 2 – all subsequent numbers move up:</u>
<u>Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.</u></td></tr>
<tr><td>MM69</td><td>Page 103, para. 10.23, Explanatory text to Policy SP27: Clayton-le-Moors and Altham</td><td>The following sites in Clayton-Le-Moors and Altham will contribute to the delivery of the <s>194</s> <u>67</u> dwellings identified in Policy SP27:</td></tr>
<tr><td>MM70</td><td>Page 103 Table 7.</td><td><table>
<tr><th>Site Ref.</th><th>Prev. Site Ref.</th><th>Site Name</th><th>Gross Area (Ha)</th><th>No. of Dwellings</th></tr>
</table></td></tr>
</table>

			Housing Delivery			
		H8	117	Lower Barnes Street	0.54	15
		H9	48.1	Ringstonhalgh Farm*	1.13	31
		~~H10~~	~~201~~	~~Clayton Triangle~~	~~2.54~~	~~127~~
				Completions since start of Plan period		**27**
				Existing commitments (as of 01/04/23)		**121**
				Total dwellings in Plan period		**194**
				Employment Allocations	**Gross developable area (ha)**	
		EMP1	250	Land west of J7 Business Park	4.4	
		EMP2	172	Moorfield Industrial Estate	1.7	
		EMP3	267 (49, 60, 218)	Land to S. of Altham Business Park*	45.5	
				Total employment allocations (ha)	**51.6**	
MM71	Page 104, para. 10.31, Explanatory text to Policy SP27: Clayton-le-Moors and Altham	The Council has identified land to deliver up to ~~194~~ **67** 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.				
MM72	Pages 105 Policy SP28 Great Harwood, part 3.	**New criterion after part 2:** **Developments within Great Harwood are expected to be of distinctive quality and design and should preserve and enhance the special character and/or appearance of the Great Harwood Conservation Area, and sustain and enhance heritage assets and their settings.**				

MM73	Page 106, Policy SP28 Great Harwood, supporting text.	**New paragraph below 10.36** **Great Harwood is a town with an industrial heritage, containing a large number of historic landmarks and listed buildings evidencing the history of the town's cotton industry, and the Great Harwood Town Centre Conservation Area. As such, account should be taken of the special architectural or historic interest of the Conservation Area and sustain and enhance its heritage assets and their setting The Conservation Area Appraisal and Management Plan identifies the opportunities for beneficial change or the needs for planning protection. Development proposals should be accompanied by appropriate evidence-based assessment of the historic environment to ensure that impact of the proposals are clearly understood.**
MM74	Page 107, Policy SP29 Huncoat, part 2.	2) For any proposals in the Huncoat Garden Village area, developers are expected to ~~adhere~~ **have regard** to the detailed policy considerations set out in Policy SP2 and the Huncoat Garden Village Masterplan and Design Code
MM75	Page 107, Policy SP29 Huncoat, Part 3 and 4 and 5	~~3) Land has been safeguarded to the west of the former colliery site for housing (site S1) and to the east of Altham Lane, between the railway and M65 (site S2), for strategic rail infrastructure.~~ ~~4. An indicative location for a new local centre has been identified.~~ ~~5) The site allocations listed in part (1) of this policy have the potential (individually and cumulatively) to generate significant amounts of vehicular movement on the Strategic Road Network (SRN); principally the M65 and A56. Unacceptable severe impacts on the SRN or highway safety should be avoided and, wherever possible, alternative transport options which reduce or eliminate such impacts should be pursued. Where such impacts are unavoidable, suitable mitigation measures should be proposed by the applicant to ensure that the impacts from development on the SRN (in terms of capacity and congestion, or highway safety) are cost effectively mitigated to an acceptable degree. Development shall not be permitted until National Highways has confirmed it is satisfied that any measures proposed can mitigate unacceptable impacts to an acceptable degree. No development shall take place until National Highways has confirmed it is satisfied that the funding, partners, and relevant processes are in place to enable the delivery of the SRN infrastructure~~

		~~required. Any such infrastructure must be operational no later than the occupation of the development for which it is required. Applications should be supported by a Transport Assessment so that the likely impacts of a proposal on the SRN can be assessed.~~
MM76	Page 107, Policy SP29 Huncoat, New Part 4.	4) Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.
MM77	Page 110, Policy SP30: Oswaldtwistle and Knuzden, parts 1, 2 and 3	1) Land is identified in Oswaldtwistle**, and** ~~combined with~~ Knuzden 2) wider rural hinterland **providing local shops and services.** **3) Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**
MM78	Page 112, Policy SP31 Rishton and Whitebirk, Part 5	5) The Council will support ~~the Peel Centre (Whitebirk)~~ **Hyndburn Retail Park** as a **large scale** retailing **and leisure** 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~~ **subject to compliance with the requirements of Policy DM3 of the DM DPD in the determination of planning applications in accordance with sequential and impact test principles.**
MM79	Page 112, Policy SP31 Rishton and Whitebirk, New Part 6	**6. Existing public sewers pass through and near to H21 (York Mill). Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site.**
MM80	Page 115, para 10.73 Policy	10.71 ~~The Peel Centre~~ **Hyndburn Retail Park** will be supported to retain its status as **a large scale** ~~predominantly bulky goods~~ retailing **and leisure** destination in the Borough. Whilst the Council will support

	SP31 Rishton and Whitebirk	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.~~
MM81	Page 116, Policy EP1: Land to S. of Altham Business Park (EMP3), General Requirements criterion i.	i) ~~Adherence~~ **Have regard** to any **adopted** ~~agreed~~ Masterplan produced for the site.
MM82	Page 116, Policy EP1: Land to S. of Altham Business Park (EMP3), new criterion	**New criterion to be added after ii):** **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**
MM83	Page 116 and 117, Policy EP1: Land to S. of Altham Business Park (EMP3) Part iii	**Sustain and enhance** ~~preserving~~ the ~~character~~ **significance** and setting of the Grade II listed Canal Bridge (Altham Bridge), ***and the setting of Grade II listed Shuttleworth Hall*** **by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**

MM84	Page 116 and 117, Policy EP1: Land to S. of Altham Business Park (EMP3) Part vii	New development must incorporate **appropriate** ~~large scale~~ buffer planting throughout to break up the mass of new buildings, and connect into existing green infrastructure.
MM85	Page 116 and 117, Policy EP1: Land to S. of Altham Business Park (EMP3) Part ix	The impact of the height of all proposed buildings should be considered and the height of buildings ~~should be restricted~~ **within** the upper parts of the ~~developable area~~ **site should be of an appropriate scale and height** to prevent new structures rising above the skyline and blocking views northwards.
MM86	Page 116 and 117, Policy EP1: Land to S. of Altham Business Park (EMP3) Part x	**Inappropriate roofing materials (such as highly reflective materials) should be avoided, using tones which are less conspicuous when viewed from afar**. ~~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~~
MM87	Page 116 and 117, Policy EP1: Land to S. of Altham Business Park (EMP3) Part xii	The existing pond to the east of the site should be retained and **no planning permission** ~~to develop this part of the site should~~ **will be granted until this part of the site has been the subject to a programme of archaeological evaluation. Dependent on the outcomes of this investigation,** there ~~is~~ **may be** potential for enhancement with new wetland planting, and creating new wetland areas in the immediate vicinity, associated with new SuDS.
MM88	Page 116 and 117, Policy EP1: Land to S.	Existing hedgerows and trees, including those along Altham Lane, should be retained protected and reinforced throughout the site. **Where this cannot be achieved development proposals will be expected to comply with part 4 of Policy DM17 of the DM DPD .**

	of Altham Business Park (EMP3) Part xiii	
MM89	Page 116 and 117, Policy EP1: Land to S. of Altham Business Park (EMP3) new criterion	**New criterion to be added after xiv:** **Development should allow for an appropriate buffer to ancient woodland to the east and west of the site.**
MM90	Page 116 and 117, Policy EP1: Land to S. of Altham Business Park (EMP3) new criterion	**New criterion to be added after xx:** **Applications should include a transport assessment of the proposed impacts of development**
MM91	Page 116 and 117, Policy EP1: Land to S. of Altham Business Park (EMP3) Part xx	~~Any significant impacts from the development on the transport network or on highway safety can be cost effectively mitigated to an acceptable standard~~
MM92	Page 118, Policy EP2: Land between Blackburn Rd	i. **Have regard** ~~Adherence~~ to any **adopted** ~~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.

	and M65 slipway (EMP4) Part i	
MM93	Page 118, Policy EP2: Land between Blackburn Rd and M65 slipway (EMP4) Part iv	iv. **Sustain and enhance** ~~Preserving~~ the **significance** ~~character and setting~~ of the two Grade II listed buildings (Whitebirk Moss Farm and Whitebirk North Cottage) opposite the site **by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**
MM94	Page 118, Policy EP2: Land between Blackburn Rd and M65 slipway (EMP4) Part v	v. The **tallest** ~~largest~~ buildings on the site should be set back from the road.
MM95	Page 118 and 123, Policy EP2: Land between Blackburn Rd and M65 slipway (EMP4) new criterion	**New criterion after x.** **Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site"**
MM96	Page 118, Policy EP2:	xi . ~~The preferred~~ **A** new access point will be required**, which will** ~~which is likely to~~ be opposite the existing Side Beet Lane.

	Land between Blackburn Rd and M65 slipway (EMP4) Part xi	
MM97	Page 118, Policy EP2: Land between Blackburn Rd and M65 slipway (EMP4)	**New criterion after xiv** **Proposals should include a Transport Assessment to assess the impacts of development on the local and strategic road networks.**
MM98	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5), Part i	i. **Have regard** ~~Adherence~~ to any **adopted** Masterplan ~~agreed~~ for the site which is part of a wider area of growth including the allocated land to the north and south of this site.
MM99	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds &	Iv. **Sustain and enhance the** ~~Preserving the character and setting of the~~ Grade II listed buildings **and their setting** in the vicinity of the site: Whitebirk Moss Farm, Whitebirk North Cottage (and consideration of the impact on the curtilage of these buildings), Canal Bridge No. 106 Side Beet Bridge and Higher Side Beet Farmhouse **by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**

	Liverpool Canal and railway (EMP5) part iv	
MM100	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5) part vi	vi. 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 **adopted** masterplan to achieve this.
MM101	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5) Part vii	vii. **New linear planting** ~~The creation~~ of **an appropriate scale along** ~~large scale woodland shelter belt~~ **along Side Beet Lane** ~~the eastern edge of the site.~~
MM102	Page 119 and 120, Policy EP3: Land between Blackburn Rd,	x. The remaining hedgerow on the north of the site should be retained and other existing hedge boundaries should be considered as plot boundaries **and strong blocks of new planting should be incorporated throughout the development, where possible.**

	Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5) Part x	
MM103	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5)	**New criterion after x** **xi Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site.**
MM104	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5)	**xii .** Building heights within the immediate canal corridor and adjacent to Sidebeet Lane should consider **smaller scale development** ~~be limited in height~~ to reduce landscape impacts.
MM105	Page 119 and 120, Polcy EP3: Land between	**New criterion after xviii**

	Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5) new criterion	**xviii Development should have regard to the overhead transmission lines crossing the site, ensuring that any impacts are adequately mitigated.**
MM106	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5), Part xvii	**xvii** The plantation woodland in the northwest corner of the site should be protected and retained as important green infrastructure and potentially made accessible as **a** recreational space ~~for employees~~**. Other existing trees should be protected and retained.**
MM107	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5) new criterion	**New criterion after xix which is now called xx** **xx New planting in and around the proposed industrial estate should be designed to enhance biodiversity and provide a mix of habitats.**

MM108	Page 119 and 120, Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5) new criterion	**New criterion after xxvii** **xxix Proposals should include a Transport Assessment to assess the impacts of development on the local and strategic road networks.**
MM109	Page 120 and 121, Policy EP4: Land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal (EMP6) Part i	i. **Have regard** ~~Adherence~~ to any **adopted** ~~agreed~~ Masterplan for the site for the site which is part of a wider area of growth including the allocated land to the south of this site.
MM110	Page 120 and 121, Policy EP4: Land north of railway line between Sidebeet Lane and Leeds &	iv. **Sustain and enhance the** ~~Preserving~~ the ~~setting~~ ~~of~~ Grade II listed buildings **and their setting** in the vicinity of the site: Whitebirk Moss Farm, Whitebirk North Cottage (and consideration of the impact on the curtilage of these buildings), Canal Bridge No. 106 Side Beet Bridge and Higher Side Beet Farmhouse **by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**

	Liverpool Canal (EMP6) Part iv	
MM111	Page 120 and 121, Policy EP4: Land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal (EMP6) new criterion	**New criterion after xii** **Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site.**
MM112	Page 120 and 121, Policy EP4: Land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal (EMP6) new criterion	**New criterion after xii** **Development should have regard to the overhead transmission lines crossing the site, ensuing that any impacts are adequately mitigated.**
MM113	Page 120 and 121, Policy EP4: Land north of railway line between Sidebeet Lane	**xvi** Primary access **will** ~~is likely to~~ be ~~required~~ from the A678 via site EMP5 due to constraints to north and west of site, which includes the Leeds and Liverpool Canal (with listed bridge).

	and Leeds & Liverpool Canal (EMP6) Part xvi	
MM114	Page 120 and 121, Policy EP4: Land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal (EMP6) new criterion	**New criterion after xxi** **Proposals should include a Transport Assessment to assess the impacts of development on the local and strategic road networks.**
MM115	Page 122 and 123, Policy HP1 Land at Charter Street (H2) Part i	Insert **indicative** No of dwellings i. Development should maintain and enhance green corridor / BHS, **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.**
MM116	Page 122 and 123, Policy HP1 Land at Charter Street (H2) Part iii	~~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.~~
MM117	Page 122 and 123, Policy HP1 Land at Charter	**New criterion added after part vi** **Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site**

	Street (H2) new criterion	
MM118	Page 123, para 12.5. Supporting text for Policy HP2: Land at Hopwood St. (H4)	~~Land at Hopwood St. (H2)~~ ~~12.4 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 6.6~~
MM119	Page 123 Policy HP2: Land at Hopwood St. (H4)	~~Policy HP2: Land at Hopwood St. (H4) 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. Possible archaeology should be investigated. v. The access, and the un-made un-adopted section of Hopwood Street fronting the existing houses, must be developed to an adoptable standard and provision made for parking for existing residents. vi. No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).~~
MM120	Page 124, Policy HP3: Land N. of Sandy Lane (H7) Part ii	Insert **indicative** No of dwellings ii. The design of the access road should minimise loss of hedgerow and habitat and be designed to create an attractive gateway to the countryside beyond **and reflect the rural setting of the site**. Any retaining features should be designed to reflect the rural setting of the development. ~~An alternative access to Sandy Lane should also be investigated.~~
MM121	Page 124, Policy HP3: Land N. of	~~iii. Possible archaeology should be investigated~~

	Sandy Lane (H7) Part iii	
MM122	Page 124 and 125, Policy HP4: Ringstonhalgh Farm (H9), part ii	Insert **indicative** No of dwellings ii. The existing access track will need to be upgraded to accommodate vehicular access to the site ~~but be treated sensitively, minimising the surbanisationurbanisation of this footpath~~; as the access road is a PRoW, this link should be prioritised and enhanced for pedestrians and cyclists.
MM123	Page 124 and 125, Policy HP4: Ringstonhalgh Farm (H9) new criterion	**New criterion after vii** **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**
MM124	Page 125, para 12.9. Supporting text for Policy HP5: Clayton Triangle (H10)	~~Clayton Triangle (H10)124~~ ~~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.~~
MM125	Page 125 and 126 Policy HP5: Clayton Triangle (H10)	~~Policy HP5: Clayton Triangle (H10)~~ ~~Gross area: 2.54ha No. of dwellings: 127~~ ~~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 preserve the character and setting of the two Grade II listed buildings adjacent to the site (Stable block on east side of Leeds-Liverpool Canal and Canal warehouses with attached office and house, on west side of Leeds-Liverpool Canal).~~ ~~iv. Possible archaeology should be investigated.~~ ~~v. Areas of habitat value, such as the hedgerows, should be taken into account and carefully integrated into the development.~~ ~~vi. Trees within the site (including those protected by TPOs) must be taken into consideration and an AIA may be required.~~ ~~vii. A transport assessment will need to be undertaken to demonstrate that development will not unacceptably affect A678 Blackburn Road and the Hare and Hounds (A678 / Whalley Road) junction.~~ ~~viii. The primary access point could be the existing site entrance from Mill Entrance which directly leads onto A680 Whalley 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.~~ ~~ix. A secondary access could be provided from Canal Street, or potentially directly onto A680 Whalley Road.~~ ~~x. No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).~~
MM126	Page 126 and 127, Policy HP6: Land S. of Moorfield Ave., Huncoat (H15) Part vii	Insert **indicative** No of dwellings vii. Development will need ~~to preserve the character~~ **sustain and enhance the** ~~and~~ setting of the Grade II listed building to the east of the site (Huncoat Hall and attached barn), **by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**

MM127	Page 126 and 127, Policy HP6: Land S. of Moorfield Ave., Huncoat (H15) Part viii	viii. ~~Possible archaeology (industrial) should be investigated~~. **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**
MM128	Page 127, Policy HP7: Land south of Stanhill Road, Knuzden (H16) Part iv	i. The housing layout should be aligned to allow some longer views through the site **towards Jubilee Tower** to be retained.
MM129	Page 127, Policy HP7: Land south of Stanhill Road, Knuzden (H16) Part vi	Insert **indicative** No of dwellings vi. ~~Intermittent tree~~ **Tree** planting should be included throughout the site and along footpath corridors and existing ~~fence~~ **post** and wire fences should be reinstated with native hedgerows, particularly where adjacent to the wider countryside.
MM130	Page 127, Policy HP7: Land south of Stanhill Road, Knuzden (H16) Part ix	ix**. Areas of important habitat within the site should be taken into consideration**. ~~Development should take account of the areas of important habitat within the site.~~
MM131	Page 127, Policy HP7: Land south of	**New criterion after xi**

	Stanhill Road, Knuzden (H16) New criterion	**Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation**
MM132	Page 127, Policy HP7: Land south of Stanhill Road, Knuzden (H16) New criterion	**New criterion after xi** **Development proposals will be required to take account of the adjacent primary school playing field and ensure suitable mitigation is included in the design and layout to protect its current and future use**
MM133	Page 128, Policy HP8 Land off Brookside Lane/Nook Lane, Oswaldtwistle (H17) Part iii	Insert **indicative** No of dwellings iii. An AIA **will** ~~may~~ be required in relation to any trees / woodland on the site.
MM134	Page 128, Policy HP8 Land off Brookside Lane/Nook Lane, Oswaldtwistle (H17) Part vi	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.
MM135	Page 128, Policy HP8 Land off	Vii. Suitable access ~~is~~ **should be** provided off Brookside Lane. ~~Which will accommodate a maximum of around 100 new dwellings.~~

	Brookside Lane/Nook Lane, Oswaldtwistle (H17) Part vii	
MM136	Page 128, Policy HP8 Land off Brookside Lane/Nook Lane, Oswaldtwistle (H17) New criterion	**New criterion after vii** **Tree planting should be included throughout the site and along footpath corridors and existing post and wire fences that are removed to facilitate the development should be reinstated with native hedgerows, particularly where adjacent to the wider countryside.**
MM137	Page 128, Policy HP8 Land off Brookside Lane/Nook Lane, Oswaldtwistle (H17) New criterion	**New criterion after vii** **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**
MM138	Page 129, Policy HP9 Land at Rhoden Road (H19) Part ix	Insert **indicative** No of dwellings ~~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.~~

MM139	Page 129, Policy HP9 Land at Rhoden Road (H19) New criterion	**New criterion after ix** **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**
MM140	Page 130, Policy HP10: Land to the northeast of Cut Lane (H20)	Gross area: **13**~~10~~ha **Indicative** No. of dwellings: 188
MM141	Page 130, Policy HP10: Land to the northeast of Cut Lane (H20) Part vi	~~vi. The new access road along Cut Lane should be sensitively detailed in a way that encourages pedestrian access and is appropriately rural~~.
MM142	Page 130, Policy HP10: Land to the northeast of Cut Lane (H20) Part viii and Part ix	"viii. ~~Development should take account of the areas of important habitat within the site.~~ **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.** **Proposals will be required to take account of the adjacent primary school playing field and ensure suitable mitigation is included in the design and layout to protect its current and future use".**
MM143	Page 130, Policy HP10: Land to the northeast of	x. An AIA will be required and any trees lost as a result of the upgrade of Cut Lane should be appropriately ~~reinstated~~ **replaced. Suitable mitigation and enhancement measures are to be provided and agreed in full with the Council.**

	Cut Lane (H20) Part x	
MM144	Page 130, Policy HP10: Land to the northeast of Cut Lane (H20) Part xii	xii. ~~Possible archaeology should be investigated~~. **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**
MM145	Page 130, Policy HP10: Land to the northeast of Cut Lane (H20) New criterion	**New criterion after xii** **Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**
MM146	Page 131, Policy HP10: Land to the northeast of Cut Lane (H20) Part xvi	xvi.~~——~~The highway authority may also require **an emergency** ~~secondary~~ vehicular access.
MM147	Page 131 and 132, Policy HP11: Land off Fielding Street and Barn Meadow	Insert **indicative** No of dwellings ~~Xii. Possible archaeology should be investigated.~~

	Crescent (H22) Part xii	
MM148	Page 131 and 132, Policy HP11: Land off Fielding Street and Barn Meadow Crescent (H22) New criterion	**New criterion after xv** **Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site.**
MM149	Pages 149 to 170, Appendix D	Main modification to include flood risk maps and EA text in Appendix D. This is the deletion of all maps set out in document HBC1.001 and insertion of replacement maps set out in EL4.AP1b.
MM150	New Appendix after page 170	Main modification to include updated Monitoring Framework as Appendix E.

Appendix E: Monitoring Framework

Policy	Monitoring Indicator	Targets (if applicable)	Data Source
The Spatial Development Strategy			
Policy SP1: The Spatial Development Strategy	Number / proportion of new housing completions located within and out of the urban area	New housing developments to be focused within the urban areas of Hyndburn and HGV	Council tax Site visits Annual housing completions data Appeal decisions Business rates/annual completion data Housing and Economic Need Assessment Housing Land Monitoring Housing trajectory updates GIS mapping of completions
	Number of annual dwelling completions / planning permissions granted / windfall sites (including update of housing trajectory)	Delivery of minimum of 447 net additional dwellings per annum over the plan period	
	Number of completions located within the Green Belt contrary to SP25 (residential/employment developments)	No loss of designated Green Belt from development contrary to SP25	
	Number of completions located within the Countryside Area contrary to Policy SP25 (residential/employment developments)	No loss of designated Countryside Areas from development contrary to CP2	
	Number of completions located on Safeguarded Land (residential/employment developments)	No loss of Safeguarded Land within plan period	
	Number / proportion of dwellings completed on brownfield sites	Majority of new housing to be delivered on brownfield sites (or greenfield allocations)	

Policy SP2: Huncoat Garden Village	Number of completions located on Huncoat Garden Village Site.	Delivery of around 1,500-1,600 new homes (some of which will be delivered beyond the Plan period) at HGV.	Planning applications/consents Appeal Decisions
Policy SP3: Planning Obligations	Number and value of Section 106 planning obligations (or other legally binding agreements)	Increase in revenue from Section 106 planning obligations (or other legally binding agreements)	Planning applications/consents Appeal Decisions Infrastructure Delivery Plan infrastructure Funding Statement
The Economy and Town Centres			
Policy SP4: Employment Provision and Strategic Sites	Amount of employment land developed (B2/B8/ E(g))/ granted planning permission	Delivery of a minimum of 70ha of new employment land (B2/B8/E(g)) over the plan period.	Business rates returns/annual employment completions data Housing and Economic Need Assessment GIS mapping of completions data
	Locations of employment completions	Delivery of strategic employment sites.	
Policy SP5: Protection, Modernisation and Development of Employment Sites	Number of planning permissions granted for non-employment uses on existing or allocated employment sites	No development of existing or allocated employment land for alternative uses.	
Policy SP6: Centre Hierarchy, Strategy and Retail Provision	Amount of retail and leisure development completed	Completion of sufficient retail development to meet identified needs	Annual retail and leisure completions data

		Location of retail and leisure development completions	Delivery of commercial uses and other main town centre uses to be primarily in town centres, local centres and neighbourhood centres.	Retail Study
Policy SP7: Accrington Town Centre		New retail / leisure floorspace granted planning permission / completed in relation to Accrington town centre	Supporting the regeneration of Accrington town centre	Planning applications/consents Appeal Decisions GIS mapping of retail and leisure completions
Community Infrastructure				
Policy SP8: Open Space Provision		Number and value of S106 agreements securing contributions for public open space	To secure s106 agreements to increase quantity and quality of open spaces in the Borough	Planning permission data
		Area of new open space created / existing open space lost to other uses	No net loss of open space	Playing Pitch & Outdoor Sports Assessment review
Policy SP9: Provision of Community Facilities		Number and value of S106 agreements securing contributions for education provision	To secure s106 agreements to support education in the Borough	Planning permission data
Housing				
Policy SP11: Suitable Range of Housing Affordable housing need		Number of affordable housing units completed	To meet affordable housing needs of the Borough	Council tax/site visits / annual housing completions data

	Number/proportion of major sites (developments of 10 or more dwellings) granted planning permission which provide at least 20% of homes as affordable units		
Policy SP11: Suitable Range of Housing Housing for Older People	Number / proportion of affordable housing (developments of 10 or more dwellings) granted planning permission which provide at least 30% of homes as appropriate for older older persons and accessible and adaptable housing.	Delivery of a minimum of 30% housing for older people and accessible and adaptable housing.	Council tax/site visits / annual housing completions data
Policy SP12: Gypsy and Traveller and Travelling Showpeople Provision	Number of permanent Gypsy and Traveller pitches consented and/or delivered	Delivery of required gypsy and traveller pitches between 2021-2040	Planning permissions / completions Council tax data GIS mapping of Gypsy and Traveller completions Appeal Decisions
	Location of Gypsy and Traveller completed developments	Delivery of Gypsy and Traveller pitches to be located within Gypsy and Traveller Growth Site Allocations	
	Number of existing or allocated Gypsy and Traveller pitches lost to non-Gypsy and Traveller use	No net loss of Gypsy and Traveller pitches	
Protecting and enhancing the environment			
Policy SP13: Climate Change and Sustainable Development	Carbon emissions per capita for transport, buildings and industry	Reduction in carbon emissions per capita for transport, buildings and industry in the Borough	Local authority emissions statistics (Department for Energy Security and Net Zero)

Policy SP14: Green Infrastructure	Net amount of new strategic green infrastructure	Increase in delivery of new green infrastructure (ha)	Planning applications
Policy SP15: Landscape Character	Number of planning appeals allowed where deemed contrary to Policy SP15	No appeals allowed contrary to Policy SP15	Planning appeals
Policy SP16: Natural Environment Enhancement	Proportion of relevant developments sites granted planning permission which secure a biodiversity net gain of 10% or more	Delivery of a minimum of 10% biodiversity net gain by new development	Annual planning permissions data
	Ensuring that new development is directed away from areas at risk of flooding now or in the future	Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds.	Planning applications/consents Appeal Decisions
	Minimise flood risk in the borough and elsewhere and promote the use of SuDS	Number of new major developments that incorporate SUDS and reduce water runoff.	Planning applications/consents Appeal Decisions
Policy SP17: Renewable Energy	Number / capacity (MW) / location of low carbon / renewable energy schemes granted planning permission	Delivery of renewable and low carbon energy infrastructure to increase in response to climate emergency and goals to reduce carbon emissions	Planning applications/consents Appeal Decisions Annual on-site monitoring of renewable energy development completions
Policy SP18: High Quality Design	Number of design codes prepared to support planning applications	Improve the quality of design across all developments in the Borough	Planning application records Appeal Decisions
Policy SP19: Heritage	Number of Conservation Area Appraisals and Management Plans completed	No buildings to be added to the National Heritage at Risk Register	Growth Lancashire records

	Number of sites and buildings added to National Heritage at Risk Register		Historic England records
	Number of sites and buildings removed from the National Heritage at Risk Register		
Policy SP20: Environmental Amenity and Air Quality	Number of AQMAs	No new AQMAs	Hyndburn Air Quality Annual Status Report
	Nitrogen Dioxide (NO_2) levels	No exceedances of the National Objective (40 µg/m³), for the annual bias adjusted figures.	
Policy SP21: The Leeds and Liverpool Canal	Retain or reinforce the canal-side character of the local area	Monitor the number of planning applications within 10m of the canal which have been lost on appeal due to design or heritage grounds.	Planning applications/consents Appeal Decisions
Accessibility and Transport			
Policy SP22: Connectivity and improvements to transport networks	No policy specific targets		
Policy SP23: Sustainable and safe transport	Proportion of adults that walk/cycle, by frequency and purpose.	Increase levels of walking and cycling in the Borough	Active Lives Survey
	Number of electric vehicle charging devices in the Borough.	Increase the availability of EV changing points.	Electric vehicle charging devices by local authority (DfT)
Policy SP24: Cycle and Footpath Networks	Number and value of S106 agreements securing contributions for cycle, footpath and bridleway networks	To secure s106 agreements to increase quantity and quality of sustainable transport networks in the Borough	Planning permissions and S106 contributions data
Rural Areas			
Policy SP25: Development in rural areas	Number / proportion of residential conversions granted planning permission in the countryside/ outside the urban area and village settlements	Limited new development outside existing settlements	Annual housing completions data Planning application records GIS mapping of completions data

Additional Modifications to the Hyndburn Local Plan

July 2026

Ref	Issue	Page/Policy/Para and section of Publication Local Plan (HBC1.001)	Reason for Change	Amendment
AM1	Summary	Summary III	Factual update	Year changed to 2024
AM2	Summary	Ist para, page i	Spelling correction	Insert a hyphen in the work site-specific
AM3	Summary	Ist para, page ii	Spelling correction	Insert a hyphen in the work site-specific
AM4	Contents Page	Contents Page	Factual update	Page numbers updated to reflect proposed changes to Local Plan.
AM5	**Introduction**	Page 2, paragraph 1.4, Introduction text.	Added for effectiveness.	**New paragraph under 1.4, (**"There are currently no neighbourhood plans in Hyndburn" has been moved down from paragraph 1.4). **1.5** There are currently no neighbourhood plans in Hyndburn. **Where a simple majority of people voting in a public referendum are in favour of adopting a neighbourhood plan, it will become part of the Development Plan. Its policies can then be used to determine applications for planning permission within the area it covers.**
AM6	**Introduction**	Para 1.10	Spelling correction	Insert a hyphen in the word site-specific
AM7	**A Vision for Hyndburn**	Para 2.2	Spelling correction	Insert a hyphen in the word longer-term
AM8	**Strategic Objective 2**	Page 7, para 2.18	Factual update	Deleted reference to the paragraph in the NPPF as this will be changing when the Government published its updated NPPF summer 2026.
AM9	**Strategic Objective 2**	Page 8, para 2.20	Spelling correction	Insert a hyphen in the word long-term
AM10	**Policy SP Huncoat Garden Village**	Page 26, Criterion e)	Spelling correction	Capital R in the word Railway

AM11	**Community Infrastructure**	Page 46, para 5.1 Strategic Objective 5	Spelling correction	to altered to <u>too</u>
AM12	**Policy SP11 Suitable Range of Housing**	Page 60, para 6.20 clarification text	Factual update	To clarify where else in the Plan the requirements of the policy are developed - Policy DM14 of the DM DPD
AM13	**Policy SP11 Suitable Range of Housing**	Page 61, para. 6.28, Explanatory text for Policy SP11: Suitable Range of Housing	To correct an error in in-text paragraph numbering.	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~~9~~ and 6.10~~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.
AM14	**Policy SP11 Suitable Range of Housing**	Page 63, para. 6.31, Explanatory text for Policy SP11: Suitable Range of Housing	Factual update to aid clarity regarding the Council's position on HMOs	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 **<u>and meet other policy provisions relating to amenity and the effect on the surrounding area. Due to the impact that such properties can have on the surrounding area, the Council are preparing evidence for an Article 4 Direction on HMOs. Further guidance and a potential interim policy on HMOs and other forms of communal and specialist accommodation will be considered in due course.</u>** 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)[i], which includes the new build of (and conversion of existing buildings to) flats/apartments or HMOs.
AM15	**SP16 Natural Environment Enhancement**	Page 79, para 7.41	Factual update	Deleted reference to the paragraph in the NPPF as this will be changing when the Government published its updated NPPF summer 2026.
AM16	**Policy SP21 Leeds and Liverpool Canal**	Page 89 the Key Policy Links	Factual update	Inserted M65 slipway and deleted the words as no longer relevant.
AM17	**Policy SP23: Sustainable and safe transport**	Page 94, Policy SP23: Sustainable and safe transport, part 1	Grammatical correction.	1) Proposals for new development will be expected **<u>to</u>** provide for safe and sustainable transport. Development should:

AM18	**Policy SP30: Oswaldtwistle and Knuzden**	Page 110, Policy SP30: Oswaldtwistle and Knuzden, Part 3	Added for effectiveness.	~~3~~ **2**) Oswaldtwistle Town Centre will continue to function as an important service centre for the residents of the town and the wider rural hinterland **providing local shops and services.** The tourist attraction of Oswaldtwistle Mills will be supported where it can help to support the vitality and viability of the town centre.
AM19	**Policy SP31: Rishton and Whitebirk**	Page 122, para.10.65, Explanatory text Policy SP31: Rishton and Whitebirk	Factual update	10.65 Although Rishton is comparatively small, there are three primary schools and one secondary school (~~Norden High School and Sports College~~ **Hyndburn Academy**). There are no secondary schools in Great Harwood or Clayton-Le-Moors and for this reason ~~Norden High School~~ **Hyndburn Academy** attracts pupils from a comparatively wide catchment.
AM20	**Implementation and Monitoring**	Page 133. Para 13.1	Factual update	It is important that the Council is able to monitor the effectiveness of its Local Plan once adopted. A ~~Monitoring and Implementation Strategy will be prepared~~ **Monitoring Framework is contained at Appendix E**~~. This will contain~~ **and sets out** key monitoring indicators ~~and~~ **to** 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).
AM21	**Implementation and Monitoring**	Page 209 SP11 Suitable Range of Housing	Repeated word	Deleted the repeated word ~~older~~
AM22	**Footnotes relating to NPPF paragraphs**	Throughout the Plan	Factual update	Deleted footnotes in relation to numbered paragraphs in the NPPF as this will be changing when the Government published its updated NPPF summer 2026.
	Page 6 , paragraph 2.14	Delete reference to Accrington Academy, no longer has a Sixth Form	Factual update	Suggested by the Inspector after the Main Modifications consultation
	Page 48, Policy SP9 Provision of Community Facilities, para 5.7 supporting text	Delete reference to Accrington Academy, no Sixth Form	Factual update	Suggested by the Inspector after the Main Modifications consultation
	Page 93, paragraph 8.23	Correct text to state that LCC published their Local Cycling and Walking Strategy in April 2024	Factual update	Suggested by the Inspector after the Main Modifications consultation

	Page 100, Policy SP26 Accrington (Central), Baxenden and Church, para 10.11supporting text	Correct name of school to Mount Carmel Roman Catholic High School	Factual update	Suggested by the Inspector after the Main Modifications consultation
	Page 124, Policy HP3: Land N. of Sandy Lane (H7) Part ix	Change the statement that Sandy Lane is to unadopted to Sandy Lane is currently an unmade, not publicly or privately maintained road.	Factual update	Suggested by the Inspector after the Main Modifications consultation
	Page 133 Section 13 Implementation and Monitoring, para 13.1	Amend text to refer to Appendix E	Factual update	Suggested by the Inspector after the Main Modifications consultation
	NPPF paragraph reference numbers throughout the document	Removed because the NPPF has changed since December 2023 and they are not now correct.	Factual update	Discussed with the Inspector and suggested this can be done by the Council on adoption

[i] See Policy DM16 of the Development Management DPD

Hyndburn Borough Council

Local Plan





Hyndburn 2040:

Local Plan (Strategic Policies and Site Allocations)





Adopted Version
16 July 2026

HYNDBURN
The place to be
an excellent council

Hyndburn Local Plan 2040: Executive Summary

This Local Plan sets out the strategic policy framework to meet future development requirements in Hyndburn for the period 2021 to 2040 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 2040 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 high quality built and historic environment, 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 2040 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 (3,686 in total) to be delivered over the Plan period 2021-2040[1], along with an employment land requirement of 70 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 relevant 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 2021-40:
Table i: Local Plan Areas and development projections

[1] The housing trajectory associated with the Local Plan will take account of any housing completions which have taken place since the start of the Plan period; employment land completions will also be monitored.

Local Plan Area	Projected Housing delivery (no. of dwellings) on site allocations	Projected Housing delivery and completions (no. of dwellings) on committed* sites	Employment allocations (new): gross site area (approx. hectares)[2]
Accrington (Central), Baxenden and Church	121	123	0
Clayton-le-Moors and Altham	46	21	51.6
Great Harwood	0	336	0
Huncoat	1,558	88	0
Oswaldtwistle and Knuzden	301	161	0
Rishton and Whitebirk	288	94	42.8

* sites which have or have previously had planning permission for housing or are under construction as of the start of the Plan period (minus any completions since start of Plan period, as of 01/04/24)

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.

[2] These figures represent the entire gross site, including land which will not be subject to built development; net developable areas will be much smaller.

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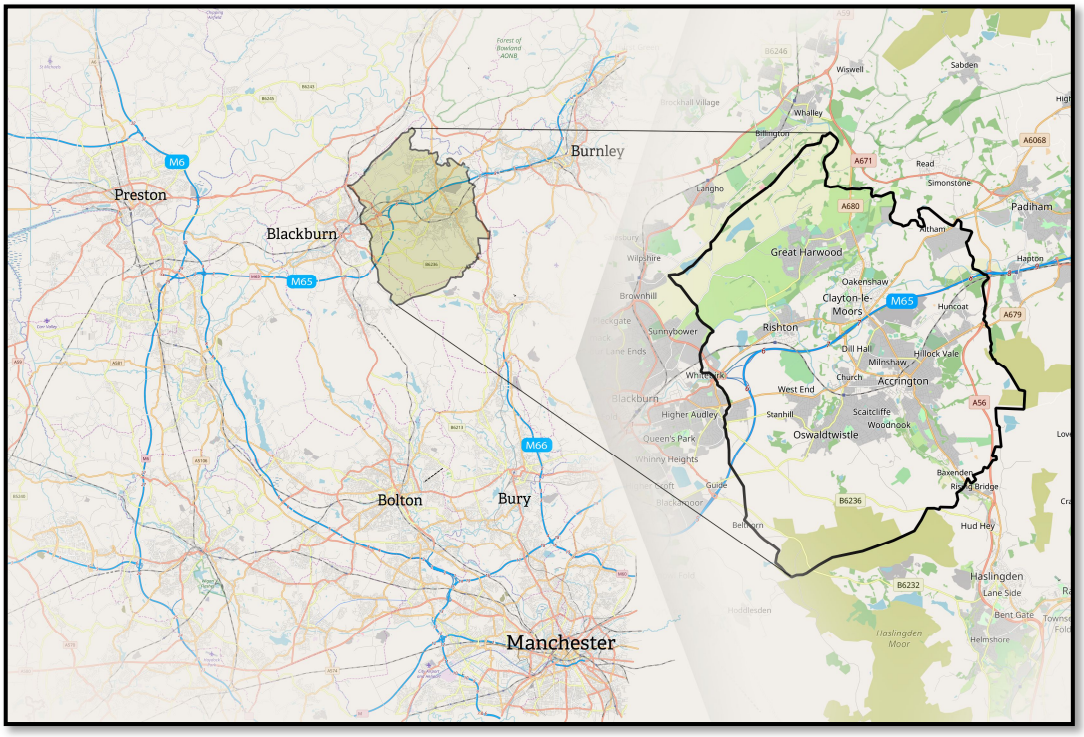
1.0 Introduction

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 82,200 (2021 Census). 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

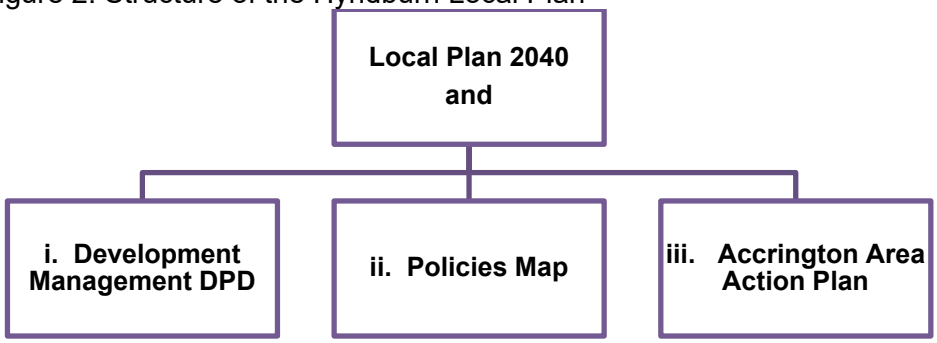


1.4 The Local Plan 2040 replaces the Core Strategy 2012. The full Local Plan also includes the Development Management DPD adopted in 2018 and the Accrington Area Action Plan adopted in 2012, as set out in Figure 2 below. The Local Plan also includes the Lancashire Minerals and Waste Local Plan[3].

[3] Prepared by the Joint Authorities of Blackburn with Darwen Borough Council, Blackpool Council and Lancashire County Council.

1.5 There are currently no neighbourhood plans in Hyndburn. Where a simple majority of people voting in a public referendum are in favour of adopting a neighbourhood plan, it will become part of the Development Plan. Its policies can then be used to determine applications for planning permission within the area it covers.

Figure 2: Structure of the Hyndburn Local Plan



1.6 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)[4] confirms 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*'.

1.7 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[5] and should be '*prepared positively, in a way that is aspirational but deliverable*'[6]. The Plan period for this Local Plan covers 2021/22[7] to 2039/40. 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.

1.8 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)[8];*
- *community facilities (such as health, education and cultural infrastructure); and*

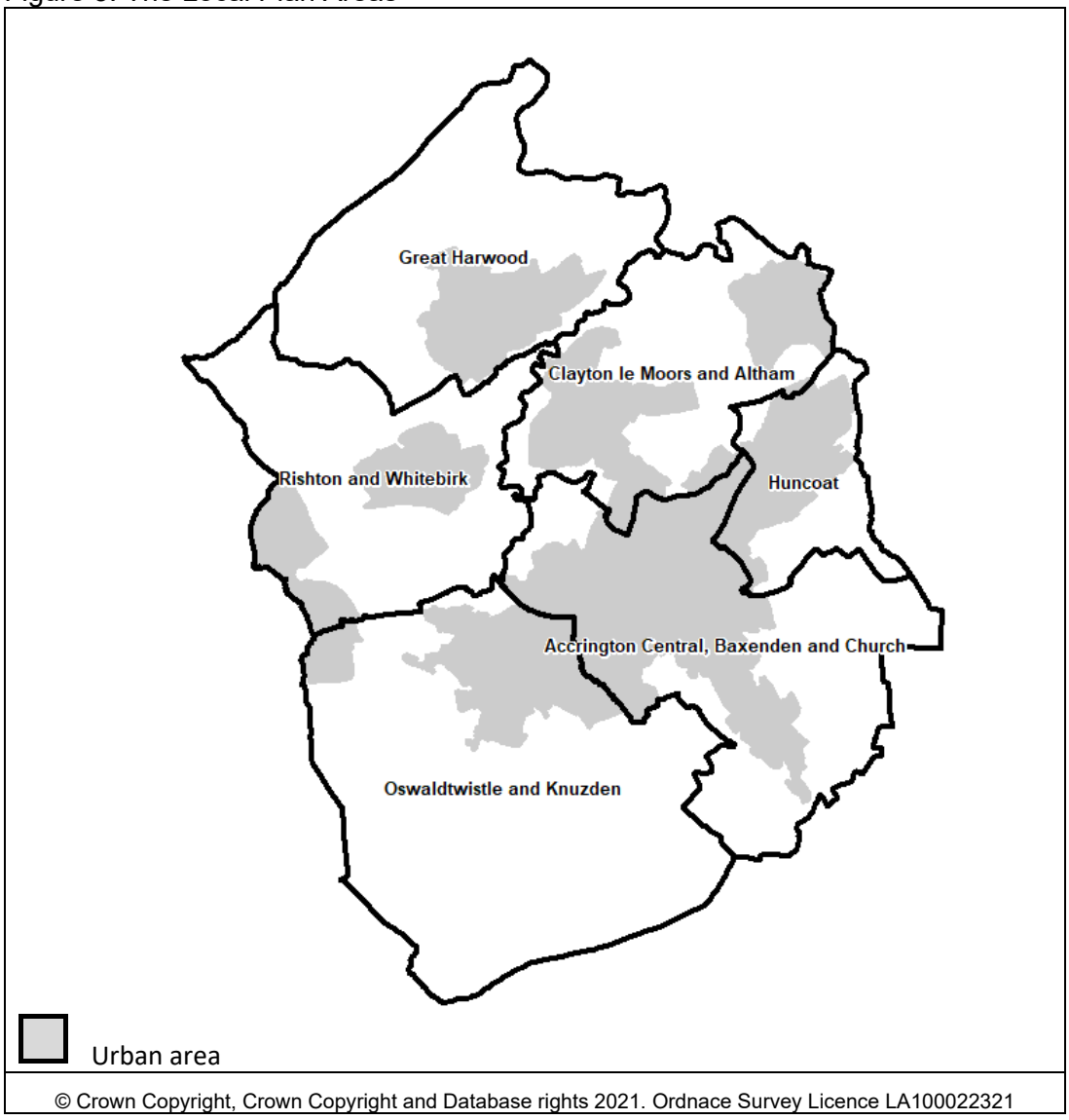
[4] References to NPPF in this Local Plan relate to the 2023 NPPF
[5] NPPF
[6] NPPF
[7] The base date of this Local Plan is considered to be 1st April 2021
[8] Some of these strategic policies, such as minerals and waste, are under the remit of Lancashire County Council

- *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*'.

1.9 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 DM DPD policies will be set out throughout this document.

1.10 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



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2.0 Vision and Objectives

2.1 The Vision for Hyndburn:

In 2040 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 high quality built and historic environment, 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[9] 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 particular advanced manufacturing, as well as allowing diversification into other sectors

[9] ONS Census and mid-year population estimates

such as digital, health and energy, will help reduce the productivity gap that exists and also help retain and attract people into the Borough[10].

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 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[11], the Pennine Lancashire Growth and Prosperity Plan 2016-2032, and the Hyndburn Corporate Strategy 2023-28 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 Housing and Economic Needs Assessment (2021) indicates that there is a need to identify further land for employment development up to 2040 and potentially beyond.

[10] As set out in the Pennine Lancashire Growth and Prosperity Plan 2016-2032.
[11] 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.

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 (2023-28) commits to the delivery of a grants programme in Accrington 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) 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. 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'[12] 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 homeowners 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 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[13] 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, the NPPF also requires that '*the size, type and tenure of housing needed for different groups[14] 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.

[12] As set out in Sport England/Public Health England: Active Design guidance - Planning for health and wellbeing through sport and physical activity
[13] NPPF
[14] NPPF footnote states "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 has also entered into a joint commitment across Pennine Lancashire for 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, rural and historic 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. The NPPF 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 Act, 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 Areas .

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[15];
- 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.

[15] 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 some 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 area's 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: Housing Provision (including affordable housing)), 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[16]. By ensuring sites allocated in the local plan are carefully sited it is hoped this level of accessibility will continue.

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.

[16] Office for National Statistics, 2011 Census

- **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.

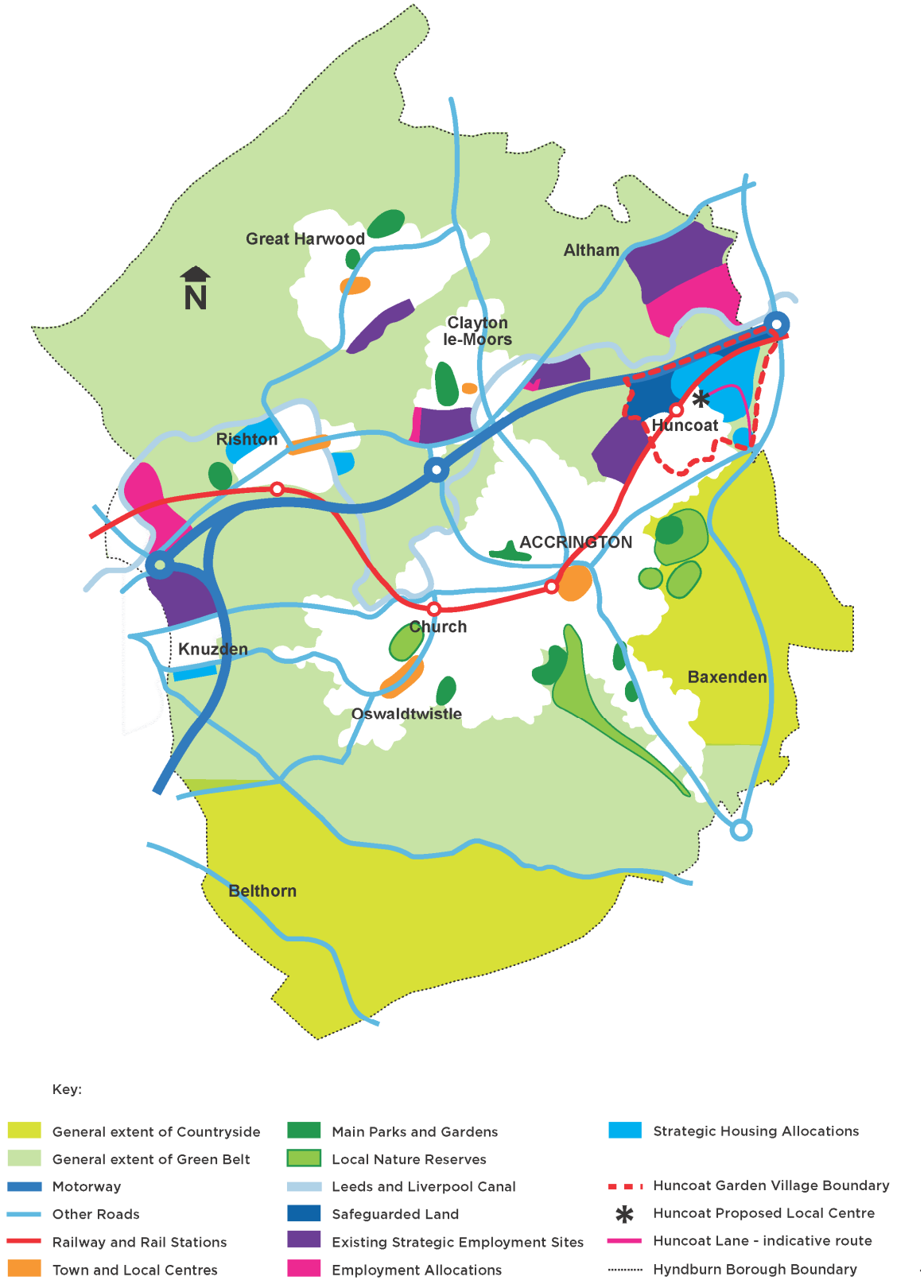
3.0 The Spatial Development Strategy

3.1 Strategic policies in the Local Plan '*should set an overall strategy for the pattern, scale and quality of development'*[17]and '*broad locations for development should be indicated on a key diagram'*[18]. 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. The diagram includes the new employment allocations and strategic housing sites (i.e. the larger sites) across the Borough.

[17] NPPF
[18] NPPF

Figure 4: Hyndburn Local Plan (Strategic Policies and Site Allocations) - Key Diagram



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[19]. 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 70 hectares over the Plan period. This option also emerged as the preferred option in relation to the SA and the previous consultation findings.

[19] 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.

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[20]. 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[21] 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[22].

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.

[20] NPPF
[21] Land safeguarded for housing development west of the former Huncoat colliery site and south of the M65 (site S1) 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 the Huncoat Local Plan area.
[22] NPPF

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
<u>Principal Town</u> 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).
<u>Key Towns</u> 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.
<u>Main Villages</u> 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).
<u>Villages within the Rural Area</u> 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 <u>Altham Business Park,</u> <u>Whitebirk</u>	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 3,686 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 approximately 70 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[23]; and**
   f. **safeguarded land at Huncoat for longer term development needs beyond the current plan period[24].**

7) **The Local Plan will protect and enhance green and blue infrastructure and address the causes and consequences of climate change. Existing environmental assets[25] 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) **Development will be expected to contribute to infrastructure requirements in line with Policy SP3: Planning Obligations.**

9) **Proposals for new development in Hyndburn will be assessed in accordance with the objectives of sustainable development[26] taking into account the development principles set out above.**

Policy Context and Relationships

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

Core Strategy Policies replaced	BD1: The Balanced Development Strategy ED1: New and improved educational facilities
Key Policy links	Policy SP2: Huncoat Garden Village SP3: Planning Obligations SP4: Employment Provision SP5: Policy SP5: Protection, Modernisation and Development of Employment Sites 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 2040, 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[27] 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[28] 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[29] 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,*

[27] Which includes those in other development plan documents
[28] NPPF
[29] NPPF

for years 11-15 of the plan'. Policies SP1, SP10 and SP11 provide the proposed strategic policy direction for addressing these requirements.

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 of this area 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[30], 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[31] 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[32] 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 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.

[30] NPPF
[31] NPPF
[32] Hyndburn Green Belt Assessment completed by Arup in January 2018

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 have regard to[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.**
   c. **The Council may consider the introduction a bespoke delivery mechanism for the Huncoat Garden Village proposals.**

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**

[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

and everyday conveniences; smart infrastructure for clean vehicular travel options, across both private and shared/passenger transport modes; linking new development to the existing train station.

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. Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.

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 areas 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.

e. Consider opportunities to deliver pedestrian and cycle improvements along Altham Lane, including a pedestrian / cycle bridge across the Railway at Altham Lane, to improve connectivity between Huncoat Garden Village, the Leeds and Liverpool Canal and Altham Business Park, 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 up to an additional 2.0 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. Be guided by developer led site-specific FRAs which avoid areas of flood risk from all sources. It must also include measures to mitigate flood risk through the use of sustainable drainage methods to ensure that the rate and volume of post-development surface water run-off does not exceed pre-development levels. This may include consideration of 'off-site'

solutions. The sustainable drainage systems should be attractively landscaped, multi-functioned and designed to provide treatment, enhance biodiversity and amenity, and provide natural blue-green infrastructure 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 must 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 biodiversity net gain 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 having regard to the requirements of the HGV Masterplan and the Design Code, including arrangements for their future maintenance.

9) 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.

10) The Huncoat Garden Village site allocations have the potential (individually and cumulatively) to generate significant amounts of vehicular movement on

the Strategic Road Network (SRN); principally the M65 and A56. Unacceptable severe impacts on the SRN or highway safety should be avoided and, wherever possible, alternative transport options which reduce or eliminate such impacts should be pursued. Where such impacts are unavoidable, suitable mitigation measures should be proposed by the applicant to ensure that the impacts from development on the SRN (in terms of capacity and congestion, or highway safety) are cost effectively mitigated to an acceptable degree. Development shall not be permitted until National Highways has confirmed it is satisfied that any measures proposed can mitigate unacceptable impacts to an acceptable degree. No development shall take place until National Highways has confirmed it is satisfied that the funding, partners, and relevant processes are in place to enable the delivery of the SRN infrastructure required. Any such infrastructure must be operational no later than the occupation of the development for which it is required. Applications should be supported by a Transport Assessment so that the likely impacts of a proposal on the SRN can be assessed.	
Policy Context and Relationships	
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 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[35] 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

[35] NPPF

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

3.25 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.

3.26 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 the NPPF.**

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

Policy Context and Relationships	
Core Strategy Policies replaced	HC4: Community Benefits / Planning Obligations
Key Policy links	GC2: Infrastructure, Planning Obligations & CIL
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 be 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 have regard to recommendations within them.

Policy SP4: Employment Provision and Strategic Sites

1) **The Council will make provision for approximately 70 hectares of land for employment uses over the period 2021-40. This will include the allocation of the strategic employment sites set out in Table 1 below. In particular:**

   - **Land south of Altham Business Park (Site EMP3) is 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 EP1.**
   - **Three sites at Land north of junction 6 of M65 at Whitebirk (Sites EMP4, EMP5, EMP6) are allocated as a strategic sites for employment development. The development of the sites for employment uses (B2 and B8 uses) will be supported subject to site specific requirements set out in Policies EP2-4.**

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 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.**

Policy Context and Relationships	
Core Strategy Policies replaced	E1: Future Employment Provision
Key Policy links	Policy SP5: Protection, Modernisation and Development of Employment Sites DM1: Employment Development
Evidence for Policy	Housing and Economic Needs Assessments (2018/2021) Employment Land Study (2016/2019)

Table 1: Employment Site Allocations 2021-2040

Site Ref.	Prev. Site Ref.	Site Name	Local Plan area	Gross Site Area (ha) – approx.	Indicative Net Developable Site Area (ha) - approx.
EMP1	250	Land west of J7 Business Park	Clayton-le-Moors and Altham	4.4	4.4
EMP2	172	Moorfield Industrial Estate	Clayton-le-Moors and Altham	1.7	1.7
EMP3	267	Land to S. of Altham Business Park[36]	Clayton-le-Moors and Altham	45.5	36.8
EMP4	228	Land between Blackburn Rd and M65 slipway[37]	Rishton and Whitebirk	4.0	2.28
EMP5	229	Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway[38]	Rishton and Whitebirk	18.1	8.73
EMP6	230	Land N. of railway line between Sidebeet Lane and Leeds & Liverpool Canal[39]	Rishton and Whitebirk	20.7	18.56
		TOTAL		**94.4***	**72.74**

** This total represents the entire gross site area including land which will not be subject to built development; the net developable areas will be much lower*

4.19 NPPF 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 It 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.

[36] See Policy EP1
[37] See Policy EP2
[38] See Policy EP3
[39] See Policy EP4

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 70 hectares of land between 2021 and 2040.

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[40]. Quality assessments of existing employment sites[41] will be used as the basis for determining planning applications. 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.

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.

[40] Strategic employment hubs will comprise of one or more existing employment areas
[41] The Council's latest published quality assessments are in the Hyndburn Employment Land Study update (2019)

3) The Council will apply a general presumption that all other existing employment sites (and employment allocations) will be retained in employment use[42] 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[43] 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**
  - **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 on the site will be considered more favourably than proposals for residential use.

5) In all cases, redevelopment for alternative uses should not prejudice the operating conditions of other remaining employment uses

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 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. The NPPF 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

[42] B and E(g) use classes
[43] 'reasonable' when considered in terms of the previous use/jobs on the site

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 basis against which the retention of sites in employment use will be considered 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.

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 12 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.

[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.

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.
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 defined town and local centres.**

[45] As defined in Annex 2: Glossary of the NPPF

Other Commercial Location	Purpose/Strategy
Hyndburn Retail Park	**Large scale retail and leisure 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 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 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 conserve 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 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 too 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 Funding Statement 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 the 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 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 DM21: Protection of Open Spaces

[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.

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 or change of use, 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, relevant national policies will be applicable.

Policy Context and Relationships	
Core Strategy Policies replaced	ED1: New and improved educational facilities HC2: Leisure, Health and Culture
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 St. Christopher's Church of England High School. 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.

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

[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.

Plus and employers to help in providing modern apprenticeships and on the job training.

5.10 There is a presumption against the loss of playing fields, sport and recreational facilities. Proposals involving the loss and/or replacement of such facilities should demonstrate that the population benefitting from the original sites or facilities will not be underprovided or subjecting to worsening provision. Where replacement facilities or sites are agreed, an applicant will need to demonstrate exceptional circumstances in such cases where these are not provided in advance of the impacting development.

5.11 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.

5.12 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 2021-2040 the Council will:

1) Make provision for at least 3,686 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 on greenfield sites and 10% on brownfield sites 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. Schemes delivering housing for older people are exempt from delivering affordable housing.**	
Policy Context and Relationships	
Core Strategy Policies replaced	H1: Housing Provision H2: Affordable Housing
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 2021-2040

Site Ref.	Prev. Site Ref.	Site Name	Local Plan Area	Gross Site Area (ha)	Net developable area (ha)	No. of Dwellings 21/22-39/40
H1	2	Steel Works, Charter Street, Accrington	Accrington, Baxenden & Church	0.29	0.29	**9**
H2	152	Land at Charter Street[49]	Accrington, Baxenden & Church	2.38	1.02	**45**
H3	261	Pendle Street	Accrington, Baxenden & Church	0.17	0.17	**15**
H6	29	Union Works and Union St Garage	Accrington, Baxenden & Church	0.31	0.31	**9**
H7	24.1	Land north of Sandy Lane[50]	Accrington, Baxenden & Church	1.97	1.42	**43**
H8	117	Lower Barnes Street	Clayton-le-Moors & Altham	0.54	0.49	**15**
H9	48.1	Ringstonhalgh Farm[51]	Clayton-le-Moors & Altham	1.13	1.02	**31**

[49] See Policy HP1
[50] See Policy HP3
[51] See Policy HP4

Site Ref.	Prev. Site Ref.	Site Name	Local Plan Area	Gross Site Area (ha)	Net developable area (ha)	No. of Dwellings 21/22-39/40
H11	268	Former Huncoat Colliery, Enfield Rd*	Huncoat	24.31		**426**
H12	269	Huncoat East strategic site (north)*	Huncoat	25.96		**683**
H13	270	Huncoat East strategic site (south)*	Huncoat	13.27		**322**
H14	271	Land to W. of A56 / N. of Burnley Rd.*	Huncoat	3.91		**73**
H15	78	Land south east of Moorfield Avenue[52]	Huncoat	4.18	1.80	**54**
H16	123.1	Land south of Stanhill Road, Knuzden[53]	Oswaldtwistle & Knuzden	6.76	5.07	**152**
H17	5.1	Land off Brookside Lane/Nook Lane, Oswaldtwistle[54]	Oswaldtwistle & Knuzden	5.08	2.06	**62**
H18	74.1	Land S. of Rhyddings Street and N. of Stone Bridge Lane	Oswaldtwistle & Knuzden	1.35	1.22	**36**
H19	265	Land at Rhoden Road[55]	Oswaldtwistle & Knuzden	2.28	1.71	**51**
H20	103	Land to the northeast of Cut Lane[56]	Rishton & Whitebirk	13.23	6.26	**188**
H21	66	York Mill, Livesey St, Rishton	Rishton & Whitebirk	0.78	0.70	**21**
H22	102	Land off Fielding St. and Barn Meadow Crescent[57]	Rishton & Whitebirk	4.50	2.65	**79**
		TOTAL				**2,314**

*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. It 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)[58]

[52] See Policy HP6
[53] See Policy HP7
[54] See Policy HP8
[55] See Policy HP9
[56] See Policy HP10
[57] See Policy HP11
[58] Housing and Economic Needs Assessment, Blackburn with Darwen and Hyndburn Councils, 2021 (HENA); the 2021 study provided a targeted update to the 2018 HENA

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 SP4: Employment Provision is an average of 194 dwellings per annum up to 2040, which equates to at least 3,686 dwellings in total over the period 2021-2040. Annual completions and commitments since 2021 will also be counted towards the requirement, along with other allowances. The figure of 3,686 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[59]:

- 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 at 1st April 2023 (see Local Plan Areas sections for number of dwellings on existing committed sites in each area);
- Local Plan housing site allocations (see Table 2[60]);
- 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[61]);

[59] 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.

[60] 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.

[61] Class MA – Use Class E to residential

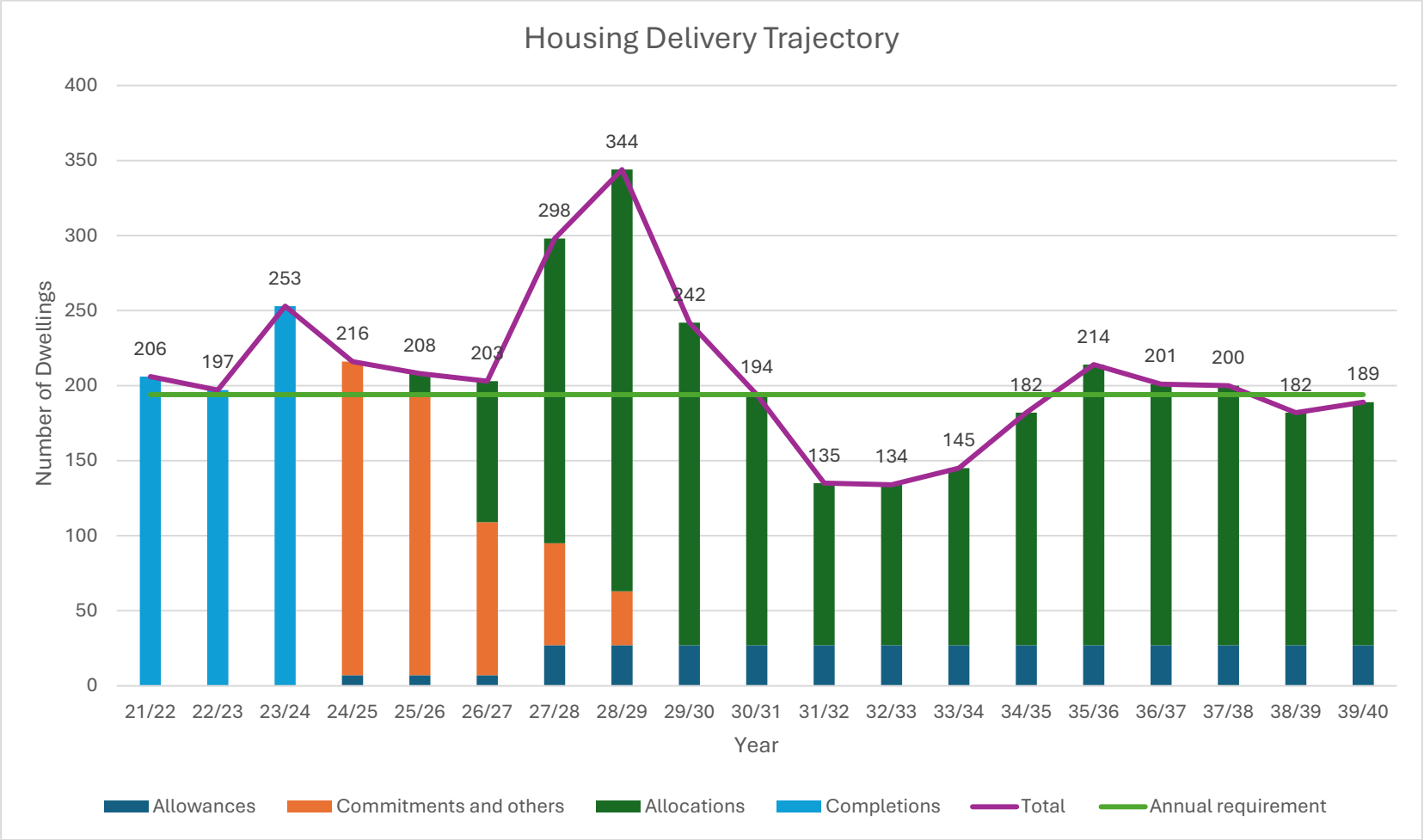
- Small sites windfall allowance[62];
- Loss allowance[63].

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.

[62] 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.

[63] Historic data shows that on average just over 3 dwellings are lost to the housing supply per year e.g. through a change of use or conversion to a non-residential use. This is taken as a small annual deduction to the future housing supply.

Figure 5: Hyndburn Borough housing trajectory 2021-2040



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. It should be noted that Policy DM12 has outdated thresholds for affordable housing provision compared to the latest evidence. Therefore, where SP10 is found to contradict DM12, the thresholds in Policy SP10 would take precedent.

6.11 Schemes delivering housing for older people are exempt from delivering affordable housing. This is based on the analysis within the Local Plan Economic Viability Assessment – January 2022 that confirms that older person’s housing is unlikely to be viable in the current market in Hyndburn’ and supports the delivery of the Lancashire Housing with Care and Support Strategy

6.12 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[64] which specifically requires that at least 10% of homes should be for affordable home ownership unless exceptions apply.

6.13 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.

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

Housing Density

6.15 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 the 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 (including affordable housing) and these will be implemented through planning decisions.

6.16 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.

[64] NPPF

Self-build

6.17 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.

6.18 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[65]:

	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.

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

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;** **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 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)

6.19 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[66].

6.20 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[67]. 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)[68].

[66] Census 2011 (HENA table 56)
[67] 2011 Census
[68] 2011 Census, table CT0551

6.21 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[69]. The requirements of this policy are developed in more detail by Policy DM14 of the DM DPD.

6.22 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.

6.23 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.

6.24 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.

6.25 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[70]. 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.

6.26 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:

[69] HENA 2018 Table 47
[70] HENA 2018 Table 47

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
	Leasehold	138
Sub total		833

Source: HENA Study 2018 (Table 51)

6.27 The HENA also shows an indicative level of need for 435 care beds[71] 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[72].

6.28 A Lancashire Housing with Care and Support Strategy[73] 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.

6.29 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.

6.30 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[74] 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

[71] 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.
[72] Currently provision of new C2 bedspaces can contribute towards overall dwelling provision as set out in the Housing Delivery Test
[73] Housing with Care and Support Strategy 2018-2025, Lancashire County Council 2018
[74] e.g. Disabled Facilities grants

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.

6.31 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.

6.32 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 and meet other policy provisions relating to amenity and the effect on the surrounding area. Due to the impact that such properties can have on the surrounding area, the Council are preparing evidence for an Article 4 Direction on HMOs. Further guidance and a potential interim policy on HMOs and other forms of communal and specialist accommodation will be considered in due course. 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)[75], 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 2040 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; These are identified on the policies map.

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

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

3) No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).

4) Any development brought forward on sites GT4 and GT5 will be required to provide compensatory improvements to the environmental quality and accessibility of remaining Green Belt land, to contribute to offsetting the impact.

[75] See Policy DM16 of the Development Management DPD

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

Table 4: Gypsy and Traveller Site Allocations 2021-2040

Site Ref.	Prev. Site Ref.	Site Name	Local Plan Area	No. of pitches
GT1	155	Land at Springvale	Accrington, Baxenden & Church	9
GT2	262	Land off Crossland Street, Accrington	Accrington, Baxenden & Church	4
GT4	266	Land off Enfield Road	Huncoat	15
GT5	247	Sough Lane site extension	Oswaldtwistle & Knuzden	10
		Broad location for growth:		
GT3	275	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. The GTAA identified a cultural need of 53 pitches over the period 2020/21 to 2039/40. 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 10 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

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. **Proposals which support the target to achieve net-zero carbon in Hyndburn Borough Council activities by 2030 will be supported;**
b. **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;**
c. **The use of energy saving and energy efficiency measures and incorporating renewable and low and zero carbon energy infrastructure wherever possible;**
d. **Minimising energy consumption by taking advantage of natural energy, including passive solar gain, through the location, orientation and design of development;**
e. **Ensuring that new development is directed away from areas at risk of flooding now or in the future (land with 0.1% or greater annual probability of flooding from any source allowing for climate change and urban creep) unless the Sequential Test is passed (and the Exception Test if necessary) and development can be made safe for its lifetime without increasing flood risk elsewhere by utilising appropriate mitigation measures;**
f. **Incorporating sustainable drainage systems that are attractively landscaped and designed to provide treatment, enhance biodiversity, and create natural blue-green infrastructure corridors;**
g. **Improving water efficiency by incorporating measures to recycle and conserve water resources via on-site attenuation;**
h. **Requiring developers to undertake site-specific Flood Risk Assessments;**
i. **Considering and discounting surface water drainage options in the following order:**
    i. **into the ground (infiltration);**
    ii. **to a surface water body;**
    iii. **to a surface water sewer, highway drain, or other system;**
    iv. **to a combined sewer.**
j. **Considering and discounting wastewater options in the following order:**
    i. **connection to a public foul sewer;**
    ii. **connection to an on-site package treatment plant;**
    iii. **connection to a septic tank.**
k. **The inclusion of greenspace and green infrastructure, landscaping and habitat related enhancements[76];**

[76] See also Policies SP14, 15 and 16

l. 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; **m. 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;** **n. Ensuring that potentially polluting industrial and waste development will not have an unacceptable adverse impact on the environment or neighbouring properties or businesses; and** **o. Take account of the impact of development on soils.** **p. Ensuring the safeguarding of the long-term capability of the best and most versatile agricultural land (Grades 1, 2 and 3a).**

Policy Context and Relationships	
Core Strategy Policies replaced	Env4: Sustainable Development & Climate Change
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[77]. 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.

[77] Accrington Area Action Plan.

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. A Strategic Flood Risk Assessment level one (SFRA) has been undertaken to ensure that this plan takes into account flood risk matters. 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 have been assessed as part of the SFRA as part of the sequential approach and to ensure that they are in appropriate locations where they will not be at risk of flooding. Furthermore, developer led site-specific flood risk assessments will be required as part of the planning application process for allocated sites[78] to ensure that development fully addresses flood risk issues.

7.12 In Hyndburn, 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 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.

[78] Planning Practice Guidance: Flood risk and coastal change - GOV.UK (www.gov.uk)

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[79]. 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.

[79] Consistent with NPPF

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).

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 any Local Nature Recovery Strategies and an eventual Nature Recovery Network[80]) to help increase biodiversity, provide wider environmental benefits to tackle climate change and deliver opportunities for outdoor recreation and strengthen the Borough's landscape character. 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 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)

[80] 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.

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, 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 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 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[81] by Natural England whilst the upland area south of Accrington is within the Southern Pennines[82]. 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.

[81] Natural England, National Character Area Profile: 35 Lancashire Valleys
[82] 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[83]. 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 the NPPF);**
- **c. Complies with the statutory Biodiversity Net Gain requirements and ensures that on-going management measures are in place; and**
- **d. Contributes towards an effective ecological network through the expansion and re-connection of environmental resources, having regard to the priorities and spatial proposals set out in the Local Nature Recovery Strategy, 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 Policy links	SP14: Green Infrastructure DM17: Trees, Woodland and Hedgerows DM18: Protection and Enhancement of the Natural Environment DM19: Protected Species
Evidence for Policy	

[83] NPPF

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. This will form part of the Local Nature Recovery Strategy (LNRS). The core purpose of LNRS is to help the reverse of the ongoing decline of biodiversity and nature. LNRS aims to help restore and connect habitats so that species can thrive; the process will ensure local partners collaborate to agree the priorities for the best activities and locations to inform local nature recovery. LNRS became mandatory in April 2022 and each strategy will enable local partners to deliver three objectives for the area that it covers: Mapping of the most valuable existing habitat for nature; Mapping specific proposals for creating or improving local habitats both for nature and wider environmental goals; and Co-ordinating agreement of a local list of biodiversity priorities to inform nature recovery.

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[84] 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 the 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 must also comply with the statutory biodiversity net gain requirements, currently set at 10%, or any such standard as defined in legislation or national policy which can be quantified through the use of tools such as such as the Defra biodiversity metric[85]. 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 In relation to all on-site habitats which are adversely affected by development, the adverse effect should be compensated by prioritising in order, where possible, the enhancement of existing on-site habitats, creation of new on-site habitats, allocation of registered off-site gains and finally the purchase of biodiversity credits. Where BNG cannot be delivered on-site, off-site gains or statutory biodiversity credits may be used in accordance with national policy and legislation and must legally secured (e.g. through Section 106 obligations or conservation covenants) and must be registered on the national Biodiversity Gain Site Register, in accordance with statutory requirements.

7.44 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.

[84] A GIS tool developed by Natural England to make rapid initial assessment of the potential risks posed by development proposals

[85] The latest version of the metric can be found on Natural England's website

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 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 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 by 2030 will be supported.

Policy Context and Relationships	
Core Strategy Policies replaced	Env5: Renewable Energy
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)

7.45 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.

7.46 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[86], and energy is also recovered through the combustion of landfill gas at Whinney Hill Landfill Site.

7.47 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 SP17 and DM30 of the DM DPD will ensure that the impacts are mitigated where appropriate.

7.48 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.

7.49 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[87], Design Codes and more specific guidance documents[88]. 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;**

[86] 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.
[87] Such as Hyndburn Development Management DPD, Accrington Area Action Plan
[88] Householder Design Guide, other Supplementary Planning Documents and Masterplans and other guidance such as Sport England and Public Health England's Active Design Guidance

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[89].**	
Policy Context and Relationships	
Core Strategy Policies replaced	Env6: High Quality Design
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	

7.50 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.

7.51 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[90]. 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[91]. Policies DM26 Design Quality and

[89] As well as the Huncoat Design Code, the Council intends to produce further Borough-wide or area specific Design Codes during the Plan period.
[90] Further details set out in DM DPD Policy DM26: Design Quality and Materials
[91] As set out in the NPPF.

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.

7.52 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.

7.53 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*.

7.54 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[92].

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[93] and other guidance[94].

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

[92] As set out in Sport England/Public Health England: Active Design guidance - Planning for health and wellbeing through sport and physical activity
[93] Hyndburn Development Management DPD, Accrington Area Action Plan
[94] Relevant Masterplans, NPPF and Planning Policy Guidance

circumstances set out in the NPPF. Applications for proposals that affect heritage assets (designated and non-designed) and their setting should be supported by a Heritage Statement.

4) The Council will take a positive approach to the conservation and enhancement of heritage in the Borough, taking into account:

I. 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 Policy links	DM22: Heritage Assets DM23: Demolition of Unlisted Buildings and Structures in Conservation Areas DM26: Design Quality and Materials
Evidence for Policy	

7.55 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.

7.56 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.

7.57 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.

7.58 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.

7.59 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.

7.60 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.

7.61 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.

7.62 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**

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 Policy links	DM29: Environmental Amenity
Evidence for Policy	Hyndburn Annual Air Quality Report

7.63 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.

7.64 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.

7.65 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 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[95].

7.66 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.

i. Promote opportunities to sustain and enhance the significance of the Church Canalside Conservation Area, statutory listed buildings and locally listed buildings.

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

[95] NPPF

Key Policy links	Policy EP1: Land to S. of Altham Business Park (EMP3) Policy EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal, M65 Slipway and railway (EMP5) Policy EP4: land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal (EMP6) Policy HP12: Land to the northeast of Cut Lane (H20) Policy HP13: Land off Fielding Street and Barn Meadow Crescent (H22) DM33: Sustainable Transport Infrastructure
Evidence for Policy	

7.67 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. It is acknowledged that Leeds-Liverpool canal had a major influence on town developments in Church, Clayton-le-Moors, and Rishton, and the effect of the canal on historic industrial activities were remarkable. The majority of mid-19th century mills in the Borough were built in close proximity to the canal. The building, bridges, locks and other structures associated with the Leeds-Liverpool Canal, especially the former chemical works associated with bleaching, dyeing and Calico printing are of distinctive character and particular attention should be paid to their conservation.

7.68 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.

7.69 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.

7.70 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.

7.71 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
- Keeping an Infrastructure Funding Statement up to date 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 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[96] 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[97] 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.

[96] The Eddington Review of Transport
[97] 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 to 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.

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 or other grant funding mechanisms 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 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[98] 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[99] 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

[98] NPPF
[99] NPPF

8.18 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.

8.19 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.

8.20 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 Policy links	DM33: Sustainable Transport Infrastructure
Evidence for Policy	

8.21 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.

8.22 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.

8.23 Lancashire County Council published their Local Cycling and Walking Infrastructure Plan (LCWIP) in April 2024 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[100] 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.

[100] NPPF

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[101] 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[102].

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 Rural 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 rural 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.

[101] NPPF
[102] NPPF

4) Proposals for renewable energy will be considered under Policy SP17: Renewable Energy.	
Policy Context and Relationships	
Core Strategy Policies replaced	RA1: Amount and distribution of development in rural areas
Key Policy links	Policy SP1: The Spatial Development Strategy Policy 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.

9.13 Proposals for rural businesses will be supported where they comply with the requirements set out in Policy DM34. Some examples of employment opportunities that are likely to be acceptable in Rural Settlements include starter units to support individuals or small companies, workshops, and businesses that require a rural location e.g. farm diversification, tourism. The scale of employment development that

is acceptable in Rural Settlements will vary depending on the size and nature of each settlement.

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 (not inc. land in Huncoat LP area – safeguarded land S. of M65)	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; part of Altham (S1 land)[103]	-	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)

[103] See footnote 20

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 544 homes in Accrington (Central), Baxenden and Church over the plan period 2021-2040. This will be delivered through existing commitments and by the development of the following site allocations:**
    a. **H1 The Steel Works, Charter Street**
    b. **H2 Land at Charter Street, Accrington**
    c. **H3 Pendle Street, Accrington**
    d. **H4 Land at Hopwood Street, Accrington**
    e. **H6 Union Works and Union Street Garage**
    f. **H7 Land north of Sandy Lane, 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) **Developments within Accrington are expected to be of distinctive quality and design and should preserve and enhance the special character and/or appearance of the conservation areas, and sustain and enhance heritage assets and their settings.**

4) **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:

5) **Baxenden Neighbourhood Centre will be supported to continue its function providing basic, essential needs to local residents over the plan period.**

Church:

6) **Opportunities to regenerate the Church Oswaldtwistle Gateway area will be pursued in line with the adopted or revised Church Oswaldtwistle Gateway SPD.**

7) **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 contribute to delivery of the **544** dwellings identified in Policy SP26:

Table 6: Housing delivery in Accrington, Baxenden and Church 2021-2040

Site Ref	Prev. Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
H1	2	The Steel Works, Charter Street, Accrington	0.29	9
H2	152	Land at Charter Street*	2.38	45
H3	261	Pendle Street	0.17	15
H6	29	Union Works and Union St Garage	0.31	9
H7	24.1	Land north of Sandy Lane*	2.00	43
		Completions since start of Plan period		147
		Existing commitments and other Developable sites[104] (as of 01/04/23)		226
		Total in plan period		**494**

** 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.

[104] Other sites which are considered developable over the Plan period, such as sites with previous permission; further details are provided in the Housing Background Paper

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 Accrington Central Conservation Area. Notable buildings include the Carnegie Library, the Town Hall, the Market Hall and the Victorian Arcade.

10.8 The area features three designated conservation areas (Accrington Central Conservation Area; Church Canal Side Conservation Area; and Christ Church Conservation Area), Listed Buildings and non-designated heritage assets, providing a built heritage context that will influence future development proposals. Development proposals are expected to be accompanied by an appropriate evidence-based assessment of the heritage context to ensure that the impact of the proposals are clearly understood.

10.11 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.

10.12 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 Roman Catholic 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.

10.13 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

10.17 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

10.18 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.

10.19 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.

10.20 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

10.21 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 67 homes in Clayton-le-Moors and Altham over the plan period 2021-2040. This will be delivered through existing commitments and by the development of the following site allocations:

- **a. H8 Lower Barnes Street**
- **b. H9 Ringstonhalgh Farm**

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. **4) Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**	
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

10.22 The following sites in Clayton-Le-Moors and Altham will contribute to the delivery of the **67** dwellings identified in Policy SP27:

Table 7 Housing delivery and Employment Allocations in Clayton-le-Moors and Altham 2021-2040:

Site Ref.	Prev. Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
		Housing Delivery		
H8	117	Lower Barnes Street	0.54	15
H9	48.1	Ringstonhalgh Farm*	1.13	31
		Completions since start of Plan period		27
		Existing commitments (as of 01/04/23)		121
		Total dwellings in Plan period		**194**
		Employment Allocations	**Gross developable area (ha)**	
EMP1	250	Land west of J7 Business Park	4.4	
EMP2	172	Moorfield Industrial Estate	1.7	
EMP3	267 (49, 60, 218)	Land to S. of Altham Business Park*	45.5	
		Total employment allocations (ha)	**51.6**	

** see site specific policies in sections 11(employment) and 12(housing)*

10.23 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.

10.24 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.

10.25 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 west of the Business Park (EMP1) is allocated for employment development (see Policy SP4). Together with the adjacent Petre Road Business Park, this area represents a significant strategic employment hub in Hyndburn.

10.26 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.

10.27 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.

10.28 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[105] the largest single employment location in the Borough. Development at Altham first began in the 1980s, and further land to the south of the existing Business Park (site EMP3) 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).

10.29 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.

[105] Major employers include Coach House Antiques, Senator International, Simon Jersey and What More

The development strategy for Clayton-le-Moors and Altham

10.30 The Council has identified land to deliver up to 194 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 336 homes in Great Harwood over the plan period 2021-2040. This will be delivered through existing commitments and other sites which are considered developable over the Plan period.

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.

3) Developments within Great Harwood are expected to be of distinctive quality and design and should preserve and enhance the special character and/or appearance of the Great Harwood Conservation Area, and sustain and enhance heritage assets and their settings.

4) Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.

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

10.31 The following land in Great Harwood will deliver the **336** dwellings identified in Policy SP28:

Table 8: Housing Delivery in Great Harwood 2021-2037

Site Ref.	Prev. Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
		Completions since the start of the Plan period		100
		Existing commitments and other sites considered developable (as of 01/04/23)		236
		Total in Plan period		**336**

** see site specific policy in section 12*

10.32 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.

10.33 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.

10.34 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.

10.35 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.

10.36 Great Harwood is a town with an industrial heritage, containing a large number of historic landmarks and listed buildings evidencing the history of the town's cotton industry, and the Great Harwood Town Centre conservation Area. As such, account should be taken of the special architectural or historic interest of the Conservation Area, listed building and non-designated heritage assets, the character or appearance of which it is desirable to preserve or enhance. The relevant Conservation Area Appraisal identifies the opportunities for beneficial change or the needs for planning protection. Development proposals are expected to be

accompanied by appropriate evidence-based assessment of the heritage context to ensure that impact of the proposals are clearly understood.

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 336 new homes over the plan period, 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 1,646 homes in Huncoat over the plan period 2021-2040. 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. **H11 Former Huncoat Colliery, Enfield Road**
b. **H12 Huncoat East Strategic Site (north)**
c. **H13 Huncoat East Strategic Site (south)**
d. **H14 Land west of A56 / north of Burnley Road**
e. **H15 Land south east of Moorfield Avenue**

2) **For any proposals in the Huncoat Garden Village area, developers are expected to have regard to the detailed policy considerations set out in Policy SP2 and the Huncoat Garden Village Masterplan and Design Code.**

3) **No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**

4) **Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**

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 1,646 dwellings identified in Policy SP29:

Table 8: Housing Delivery in Huncoat 2021-2037 (and beyond Plan period)

Site Ref.	Prev. Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
H11	268	Former Huncoat Colliery, Enfield Rd., Huncoat*		426
H12	269	Huncoat East strategic site (north)*		683
H13	270	Huncoat East strategic site (south)*		322
H14	271	Land to W. of A56 / N. of Burnley Rd., Huncoat*		73

H15	78	Land south east of Moorfield Avenue**	2.00	54
		Completions since start of Plan period		18
		Existing commitments (as of 01/04/24)		70
		Total		**1,646**

* sites located within the Huncoat Garden Village boundary are covered in detail in the Huncoat Masterplan and in Policy SP2

**see site specific policies in Section 12

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[106].

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.

[106] such as the Leeds and Liverpool Canal and Hameldon Hill

Oswaldtwistle and Knuzden

Policy SP30: Oswaldtwistle and Knuzden

1) Land is identified in Oswaldtwistle, and Knuzden, for delivery of 462 homes over the plan period 2021-2040. This will be delivered through existing commitments and by the development of the following site allocations:

- **a. H16 Land south of Stanhill Road, Knuzden**
- **b. H17 Land off Brookside Lane / Nook Lane, Oswaldtwistle**
- **c. H18 Land south of Rhyddings Street and north of Stonebridge Lane**
- **d. H19 Land off Rhoden Road / Roe Greave Road**

2) Oswaldtwistle Town Centre will continue to function as an important service centre for the residents of the town and the wider rural hinterland providing local shops and services. The tourist attraction of Oswaldtwistle Mills will be supported where it can help to support the vitality and viability of the town centre.

3) Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.

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 contribute to the delivery of the **462** new dwellings identified in Policy SP30:

Table 9: Housing Delivery in Oswaldtwistle and Knuzden 2021-2040

LP Site Ref.	Prev. site ref.	Site Name	Gross Area (Ha)	No. of Dwellings
H16	123	Land south of Stanhill Road, Knuzden*	6.76	152
H17	5	Land off Brookside Lane/Nook Lane, Oswaldtwistle*	2.75	62
H18	74	Land south of Rhyddings Street and north of Stone Bridge Lane	1.35	36
H19	265	Land off Rhoden Road/Roe Greave Road*	2.28	51
		Completions since start of Plan period		76
		Existing commitments (as of 01/04/23)		85
		Total in Plan period		**462**

*see site specific policy in Section 12

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 462 homes over the plan period to 2040.

10.59 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

10.60 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.

10.61 Land for housing has been identified in combination with Oswaldtwistle to provide for up to 462 new homes. Land formerly safeguarded as an Area of Special Restraint south of Stanhill Road (H16) contributes to this target.

Rishton and Whitebirk

Policy SP31: Rishton and Whitebirk

1) **Land is identified for delivery of 382 homes in Rishton over the plan period 2021-2040. This will be delivered through existing commitments and by the development of the following site allocations:**
   a. **H20 Land to the north east of Cut Lane**
   b. **H21 York Mill, Livesey Street**
   c. **H22 Land off Fielding Street and Barn Meadow Crescent**

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 allocations 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 Hyndburn Retail Park as a large scale retailing and leisure 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 subject to compliance with the requirements**

of Policy DM3 of the DM DPD in the determination of planning applications in accordance with sequential and impact test principles. **6) Existing public sewers pass through and near to H21 (York Mill). Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for 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

10.62 The following sites in Rishton will deliver the **382** new dwellings identified in Policy SP31:

Table 10: Housing Delivery and Employment Allocations in Rishton 2021-2037

Site Ref.	Prev. Site Ref.	Site Name	Gross Area (Ha)	No. of Dwellings
		Housing Allocations		
H20	103	Land to the northeast of Cut Lane*	13.23	188
H21	66	York Mill, Livesey St, Rishton	0.78	21
H22	102	Land off Fielding Street and Barn Meadow Crescent*	4.50	79
		Completions since start of Plan period		60
		Existing commitments (as of 01/04/23)		34
		Total in Plan period		**382**
		Employment Allocations	**Gross developable area (ha)**	
EMP5	229	Land between Blackburn Rd, Sidebeet Lane, L&L Canal, M65 slipway and railway*	4	
EMP6	230	Land north of railway line between Sidebeet Lane and L&L Canal*	22.1	
		Total employment allocations (ha)	**42.8**	

** see site specific policies in sections 11(employment) and 12(housing)*

10.63 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.

10.64 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.

10.65 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.

10.66 Although Rishton is comparatively small, there are three primary schools and one secondary school (Hyndburn Academy). There are no secondary schools in Great Harwood or Clayton-Le-Moors and for this reason Hyndburn Academy 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

10.67 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.

10.68 The town is surrounded by countryside which is designated Green Belt. The Council will seek to allocate land to deliver up to 382 new homes over the plan period to 2040, 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.

10.69 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

10.70 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[107]. Whitebirk is also home to the Peel Centre (an out of centre Retail Park) and the Leeds and Liverpool Canal.

10.71 The previously allocated land to the north of Blackburn Road at Whitebirk was a strategic regional employment site and this is now largely complete. Employment site allocations are identified to the east of Whitebirk (sites EMP, 5 and 6) and further development would be expected to contribute towards the improvement of the canal towpath between Whitebirk and Rishton.

10.72 The Peel Centre will be supported to retain its status as a large scale retailing and leisure 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.

[107] 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

EMP3[108] Land to the South of Altham Business Park

11.3 A 45.5 ha (gross) 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 EP1: Land to S. of Altham Business Park (EMP3)

The development of the site for employment uses (B2 and B8) will be supported subject to the following:

General Requirements:

i. **Have regard to any adopted Masterplan produced for the site.**
ii. **Demonstrating the use of renewable energy on site.**
iii. **Any planning application for this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**

Design Considerations:

iv. **Sustain and enhance the significance and setting of the Grade II listed Canal Bridge (Altham Bridge), and the setting of Grade II listed Shuttleworth Hall, by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**
v. **The elevations of buildings facing the canal being designed to a high standard to ensure an attractive outlook.**

[108] Previous ref. no. 267 (amalgamation of 49,60,218)

vi. 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. This should include high quality landscaping alongside the canal which integrates with the development.
vii. 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.
viii. New development must incorporate appropriate buffer planting throughout to break up the mass of new buildings, and connect into existing green infrastructure.
ix. The impact of the height of all proposed buildings should be considered and the height of buildings should be restricted within the upper parts of the site should be of an appropriate scale and height to prevent new structures rising above the skyline and blocking views northwards.
x. Lighting should be carefully designed to limit outward glow and visibility from neighbouring residential areas.
xi. Inappropriate roofing materials (such as highly reflective materials) should be avoided, using tones which are less conspicuous when viewed from afar.

Environmental considerations:

xii. New planting in and around the proposed industrial estate should be designed to enhance biodiversity and provide a mix of habitats.
xiii. The existing pond to the east of the site should be retained and no planning permission to develop this part of the site should be granted until this part of the site has been the subject to a programme of archaeological evaluation. Dependent on the outcomes of this investigation, there ~~is~~ may be potential for enhancement with new wetland planting, and creating new wetland areas in the immediate vicinity, associated with new SuDS.
xiv. Existing hedgerows and trees, including those along Altham Lane, should be retained, protected, and reinforced throughout the site. Where this cannot be achieved development proposals will be expected to comply with part 4 of Policy DM17.
xv. xv. Development should allow for an appropriate buffer to ancient woodland to the east and west of the site.
xvi. No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).

Transport Considerations:

xvii. 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.
xviii. Development should also contribute to any mitigation required at A678 Blackburn Road / A6068 Shuttleworth Mead.
xix. The development of cycleway and footpath links from the canal towing path into the employment development.
xx. The development of cycleway and footpath links from Altham Business Park to the Huncoat Garden Village development.
xxi. Applications should include a transport assessment of the proposed impacts of development
xxii. The use of Travel Plans to promote sustainable transport.

Local Plan Area: Rishton and Whitebirk

EMP4[109] 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 (EMP5: Land between Blackburn Rd, Sidebeet Lane, Leeds and Liverpool Canal and railway) as part of a larger strategic employment site.

Policy EP2: Land between Blackburn Rd and M65 slipway (EMP4)

The development of the site for employment uses (B2 and B8) will be supported subject to the following:

General Requirements:

i. **Have regard to any adopted 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.**
iv. **Sustain and enhance the significance and setting of the two Grade II listed buildings (Whitebirk Moss Farm and Whitebirk North Cottage) opposite the site by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings..**

Design Considerations:

v. **The tallest buildings on the site should be set back from the road.**
vi. **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.**
vii. **Strong blocks of new planting should be incorporated throughout the development.**
viii. **Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site**

Environmental considerations:

ix. **New planting in and around the proposed industrial estate should be designed to enhance biodiversity and provide a mix of habitats.**
x. **Existing individual trees should be protected and retained.**
xi. **No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**

Transport Considerations:

xii. A new access will be required, will be opposite the existing Side Beet Lane.
xiii. A suitable junction scheme, which will also incorporate access to land to the north of Blackburn Rd., will also need to be approved.
xiv. Proposals should include a Transport Assessment to assess the impacts of development on the local and strategic road networks.
xv. The use of Travel Plans to promote sustainable transport.
xvi. Any significant impacts from the development on the transport network or on highway safety can be cost effectively mitigated to an acceptable standard.

EMP5[110] Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway

11.5 A 18.1ha 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 EP3: Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway (EMP5)

The development of the site for employment uses (B2 and B8) will be supported subject to the following:

General Requirements:

i. Have regard to any adopted 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, including alongside the Leeds and Liverpool Canal that integrates with the development.
iii. Demonstrating the use of renewable energy on site.
iv. Sustain and enhance the significance and setting of the Grade II listed buildings in the vicinity of the site: Whitebirk Moss Farm, Whitebirk North Cottage (and consideration of the impact on the curtilage of these buildings), Canal Bridge No. 106 Side Beet Bridge and Higher Side Beet Farmhouse by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.

Design Considerations:

v. 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.

vi. 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 adopted masterplan to achieve this.
vii. New linear planting of an appropriate scale along Side Beet Lane .
viii. Avoiding the use of steel palisade fencing in any location visible from the main road.
ix. A strong woodland buffer should be developed around Higher Whitebirk and farm buildings.
x. The remaining hedgerow on the north of the site should be retained and other existing hedge boundaries should be considered as plot boundaries and strong blocks of new planting should be incorporated throughout the development, where possible.
xi. Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site.
xii. The small areas of waterside vegetation associated with the canal should be retained, and a broad buffer of grassland retained along the canal edge.
xiii. Building heights within the immediate canal corridor and adjacent to Sidebeet Lane should consider smaller scale development to reduce landscape impacts.
xiv. The upgrading of Sidebeet Lane as the main access should incorporate hedgerows and intermittent native trees on either side.
xv. Inappropriate roofing materials (such as highly reflective materials) should be avoided, using tones which are less conspicuous when viewed from afar.
xvi. The colour of cladding and other materials should be appropriate for use in a rural area.
xvii. Lighting should be carefully designed to limit outward glow and visibility from neighbouring areas.
xviii. Development should have regard to the overhead transmission lines crossing the site, ensuing that any impacts are adequately mitigated.

Environmental considerations:

xix. The plantation woodland in the northwest corner of the site should be protected and retained as important green infrastructure and potentially made accessible as a recreational space. Other existing trees must be protected and retained.
xx. New planting in and around the proposed industrial estate should be designed to enhance biodiversity and provide a mix of habitats.
xxi. SuDS (sustainable drainage) and natural flood management (NFM) 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.
xxii. No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).

Transport Considerations:

xxiii. 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.
xxiv. A suitable junction scheme, which also takes account of access to land to the south of Blackburn Rd., will need to be provided.

xxv. Pedestrian links into the wider countryside should be created from the new development to Sidebeet Lane and to transport links on Blackburn Road.
xxvi. The development of cycleway and footpath links from the canal towing path into the employment development.
xxvii. Proposals should include a Transport Assessment to assess the impacts of development on the local and strategic road networks.
xxviii. The use of Travel Plans to promote sustainable transport.
xxix. Any significant impacts from the development on the transport network or on highway safety can be cost effectively mitigated to an acceptable standard.

EMP6[111] Land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal

11.6 A 20.7ha 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 EP4: Land north of railway line between Sidebeet Lane and Leeds & Liverpool Canal (EMP6)

The development of the site for employment uses (B2 and B8) will be supported subject to the following:

General Requirements:

i. Have regard to any adopted 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.
iv. Sustain and enhance the significance and setting of the Grade II listed buildings in the vicinity of the site: Whitebirk Moss Farm, Whitebirk North Cottage (and consideration of the impact on the curtilage of these buildings), Canal Bridge No. 106 Side Beet Bridge and Higher Side Beet Farmhouse by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.

Design Considerations:

[111] Previous ref. no. 230

v. 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.
vi. 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.
vii. Creating a large scale shelter belt along the eastern edge of the site.
viii. Avoiding the use of steel palisade fencing in any location visible from the main road.
ix. 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.
x. Inappropriate roofing materials (such as highly reflective materials) should be avoided, using tones which are less conspicuous when viewed from afar.
xi. The colour of cladding and other materials should be appropriate for use in a rural area.
xii. Lighting should be carefully designed to limit outward glow and visibility from neighbouring areas.
xiii. Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site.
xiv. Development should have regard to the overhead transmission lines crossing the site, ensuing that any impacts are adequately mitigated.

Environmental considerations:

xv. 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.
xvi. 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.
xvii. No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).

Transport Considerations:

xviii. Primary access will be from the A678 via site EMP5 due to constraints to north and west of site, which includes the Leeds and Liverpool Canal (with listed bridge).
xix. Access to the site would require the construction of a bridge over the railway line.
xx. 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.
xxi. The development of cycleway and footpath links from the canal towing path into the employment development.
xxii. Proposals should include a Transport Assessment to assess the impacts of development on the local and strategic road networks.
xxiii. The use of Travel Plans to promote sustainable transport.

xxiv. 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 at Charter St. (H2)[112]

12.4 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 HP1: Land at Charter Street (H2)

Gross area: 2.38ha
Indicative No. of dwellings: 45

The development of the site for housing will be supported subject to the following requirements:

i. , 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.

[112] Previous ref. no. 152

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. Access should be taken from Howard Close and / or Crossland Street
iv. 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.
v. No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).
vi. Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site

Land North of Sandy Lane (H7)[113]

12.5 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 HP3: Land N. of Sandy Lane (H7)

Gross area: 1.97ha
Indicative 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 should minimise loss of hedgerow and habitat and be designed to create an attractive gateway to the countryside beyond and reflect the rural setting of the site.
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. 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.
v. Retention of the stone wall on the south side of Sandy Lane.
vi. 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.
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, not publicly or privately maintained 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.

[113] Previous ref. no. 24.1

Local Plan Area: Clayton le Moors and Altham

Ringstonhalgh Farm (H9)[114]

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 HP4: Ringstonhalgh Farm (H9)

Gross area: 1.13ha
Indicative No. of dwellings: 31
The development of the site for housing will be supported subject to the following requirements:

i. **Design should be carefully considered to reflect the location on the edge of the urban area and to integrate with the wider countryside, including consideration of the existing farmhouse to the NW of the site.**
ii. **The existing access track will need to be upgraded to accommodate vehicular access to the site; as the access road is a PRoW, this link should be prioritised and enhanced for pedestrians and cyclists.**
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. **The design and layout of the development needs to take account of the power cables.**
v. **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.**
vi. **A transport assessment will need to be undertaken to demonstrate that development will not unacceptably affect the Hare and Hounds (A678 / Whalley Road) junction.**
vii. **No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**
viii. **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**

Local Plan Area: Huncoat

[114] Previous ref. no. 48.1

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 (H15)[115]

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 HP6: Land S. of Moorfield Ave., Huncoat (H15)

Gross area: 2ha
Indicative 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. **Development will need to sustain and enhance the setting of the Grade II listed building to the east of the site (Huncoat Hall and attached barn), by implementing the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**
viii. **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**
ix. **Access could be taken from between no.s 458 and 482 Burnley Rd. and from Moorfield Ave.**
x. **No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**

Local Plan Area: Oswaldtwistle and Knuzden

[115] Previous ref. no. 78

Land South of Stanhill Road, Knuzden (H16)[116]

12.12 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 HP7: Land south of Stanhill Road, Knuzden (H16)

Gross area: 6.76ha
Indicative 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. **Design should retain the village character of the area.**
iii. **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. Development should also consider the setting of the Weavers Cottage to the east.**
iv. **The housing layout should be aligned to allow some longer views through the site towards Jubilee Tower to be retained.**
v. **Existing stone walls should be retained and repaired if necessary and the stone wall along Stanhill Road should be reinstated.**
vi. **Tree planting should be included throughout the site and along footpath corridors and existing post and wire fences should be reinstated with native hedgerows, particularly where adjacent to the wider countryside.**
vii. **Public rights of way within and adjacent to the site linking with the wider countryside should be incorporated into the layout and design.**
viii. **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.**
ix. **Areas of important habitat within the site should be taken into consideration.**
x. **Access to the site should be taken from Stanhill Road.**
xi. **No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**
xii. **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**
xiii. **Development proposals will be required to take account of the adjacent primary school playing field and ensure suitable mitigation is included in the design and layout to protect its current and future use**

Land off Brookside Lane/Nook Lane, Oswaldtwistle (H17)[117]

[116] Previous ref. no. 123.1
[117] Previous ref. no. 5.1

12.13 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 HP8: Land off Brookside Lane/Nook Lane, Oswaldtwistle (H17)

Gross area: 5.08ha
Indicative 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 will 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. **No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**
vi. **The majority of the site lies within a Coal Authority High Risk Area; a Coal Mining Risk Assessment may need to be undertaken.**
vii. **Tree planting should be included throughout the site and along footpath corridors and existing post and wire fences should be reinstated with native hedgerows, particularly where adjacent to the wider countryside.**
viii. **Suitable access should be provided off Brookside Lane.**
ix. **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**

Land at Rhoden Road (H19)[118]

12.14 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 HP9: Land at Rhoden Road (H19)

Gross area: 2.28ha
Indicative No. of dwellings: 51

[118] Previous ref. no. 265 (amalgamation of 75 and 164))

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. **No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**
ix. **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**

Local Plan Area: Rishton and Whitebirk

Land to the northeast of Cut Lane, Rishton (H20)[119]

12.15 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 HP10: Land to the northeast of Cut Lane (H20)

Gross area: 13ha
Indicative 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 and cycle links 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; this 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. **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. **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. Proposals will be required to take account of the adjacent primary school playing field and ensure suitable mitigation is included in the design and layout to protect its current and future use**
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 replaced. Suitable mitigation and enhancement measures are to be provided and agreed with the council.**
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.**

[119] Previous ref. no. 103

xii. **Any planning application for the development of this site must be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation and details of any necessary archaeological mitigation.**

xiii. **Development proposals should implement the recommendations of the Heritage Impact Assessment prepared in support of the Local Plan, or other suitable mitigation measures agreed by the Council, to avoid or minimise harm to the significance of heritage assets and their settings.**

xiv. **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.**

xv. **The access road is a PRoW and this link should be enhanced for pedestrians and cyclists.**

xvi. **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.**

xvii. **The highway authority may also require an emergency vehicular access.**

xviii. **No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**

Land off Fielding Street and Barn Meadow Crescent, Rishton (H22)[120]

12.16 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 HP11: Land off Fielding Street and Barn Meadow Crescent (H22)

Gross area: 4.5ha
Indicative 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.**

[120] Previous ref. no. 102

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.**
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.**
xiv.	**No vulnerable development to be situated on land with 0.1% or greater annual probability of flooding from any source (delineated in Appendix D).**
xv.	**Existing public sewers pass through and near to this site. Modelling data (and / or flooding incident data) identifies these sewers as being at risk of sewer flooding. This will need careful consideration in the detailed design, masterplanning and drainage details for the site.**

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 Framework is contained at Appendix E and sets out key monitoring indicators to 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 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.

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[121] 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 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.

[121] Department for Environment, Food and Rural Affairs

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.

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 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.

Infrastructure Funding Statement
An Infrastructure Funding Statement is a legal requirement which local authorities are required to produce annually. In Hyndburn's case, the statement sets out how any developer contributions which have been secured by way of a Section 106 (S106) agreement have been allocated and spent.

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 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.

Natural Flood Management

Managing flood risk by protecting, restoring and emulating the natural 'regulating' function of catchments, rivers, and floodplains.

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 the 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) & Local Plan (Strategic Policies) 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 SP5: 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 Provision
HC2: Leisure, Health and Culture	Policy SP9: Provision of Community Facilities
HC3: The Design of Residential Roads	Policy SP23: Sustainable and safe transport

Adopted Core Strategy policy 2012	Policy replacement(s)
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** **3) Proposals for new development will be permitted only if it is demonstrated th material impacts arising by virtue of traffic, visual impact, noise, dust, emissi pollution, odour, over-looking or loss of light, or other nuisances will not giv to unacceptable adverse impacts or loss of local amenity and can be properl controlled in accordance with best practice and recognised standards. New development should ensure that the occupiers of the new development will e an appropriate standard of amenity and will not be adversely affected by neighbouring uses** **4) Proposals for new development that will generate high volumes of traffic will be permitted if it is demonstrated that they will not have an unacceptable adv impact on air quality. Developments should identify opportunities to improv quality or mitigate impacts through the design and management of the development or associated infrastructure.** Policy SP20: Environmental Amenity and Air Quality

Adopted Core Strategy policy 2012	Policy replacement(s)
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
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 Policy SP30: 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
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

Adopted Core Strategy policy 2012	Policy replacement(s)
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 SP31: Rishton
R3: The Leeds and Liverpool Canal in Rishton	Policy SP21: 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 SP18: High Quality Design
RA3: Protection and development of Altham Business Park	Policy SP5: Protection, Modernisation and Development of Employment Sites

Appendix C: DM DPD and Local Plan (Strategic Policies) policy mapping

Local Plan Strategic 'parent' policy	**Adopted DM DPD policy**
Policy SP1: The Spatial Development Strategy	GC1: Presumption in favour of sustainable development
Policy SP1: The Spatial Development Strategy **Error! Reference source not found.**	GC2: Infrastructure, Planning Obligations & CIL
N/A	GC3: Planning Enforcement
Policy SP4: Employment Provision and Strategic Sites Policy SP5: Protection, Modernisation and Development of Employment Sites	DM1: Employment Development
N/A	DM2: Employment Strategies
Policy SP6: Centre Hierarchy, Strategy and Retail Provision	DM3: Development of main town centre uses
Policy SP6: Centre Hierarchy, Strategy and Retail Provision	DM4: Retail Frontages
N/A	DM5: Hot Food Takeaways
Policy SP9: Provision of Community Facilities	DM6: Delivering Schools and Early Learning
Policy SP9: Provision of Community Facilities	DM7: Cultural and Community Facilities
N/A	DM8: Public Houses
N/A	DM9: Telecommunications

Local Plan Strategic 'parent' policy	Adopted DM DPD policy
Policy SP10: Housing Provision (including affordable housing) Policy SP11: Suitable Range of Housing	DM10: New Residential Development
Policy SP8: Open Space Provision	DM11: Open Space Provision in New Residential Development
Policy SP10: Housing Provision (including affordable housing) Policy SP11: Suitable Range of Housing	DM12: Affordable Housing
Policy SP10: Housing Provision (including affordable housing) Policy SP11: Suitable Range of Housing	DM13: Development of Housing within Residential Gardens
Policy SP11: Suitable Range of Housing	DM14: Housing with Care for Older People and People with Disabilities
Policy SP12: Gypsy and Traveller and Travelling Showpeople Provision	DM15: Gypsy and Traveller Sites
Policy SP11: Suitable Range of Housing	DM16: Housing Standards
Policy SP16: Natural Environment Enhancement	DM17: Trees, Woodland and Hedgerows
Policy SP13: Climate Change and Sustainable Development Policy SP14: Green Infrastructure Policy SP15: Landscape Character Policy SP16: Natural Environment Enhancement	DM18: Protection and Enhancement of the Natural Environment
Policy SP16: Natural Environment Enhancement	DM19: Protected Species
Policy SP13: Climate Change and Sustainable Development	DM20: Flood Risk Management and Water Resources
Policy SP8: Open Space Provision	DM21: Protection of Open Spaces
Policy SP18: High Quality Design	DM22: Heritage Assets

Local Plan Strategic 'parent' policy	Adopted DM DPD policy
Policy SP18: High Quality Design	DM23: Demolition of Unlisted Buildings and Structures in Conservation Areas
Policy SP13: Climate Change and Sustainable Development	DM24: Contaminated or Unstable land & storage of hazardous substances
Policy SP13: Climate Change and Sustainable Development	DM25: Pollution Control
Policy SP13: Climate Change and Sustainable Development Policy SP18: High Quality Design	DM26: Design Quality and Materials
N/A	DM27: The Control of Advertisements
N/A	DM28: Shop Fronts and Security Shutters
Policy SP20: Environmental Amenity and Air Quality **5) Proposals for new development will be permitted only if it is demonstrated t material impacts arising by virtue of traffic, visual impact, noise, dust, emiss pollution, odour, over-looking or loss of light, or other nuisances will not giv to unacceptable adverse impacts or loss of local amenity and can be proper controlled in accordance with best practice and recognised standards. New development should ensure that the occupiers of the new development will an appropriate standard of amenity and will not be adversely affected by neighbouring uses** **6) Proposals for new development that will generate high volumes of traffic wi be permitted if it is demonstrated that they will not have an unacceptable ad impact on air quality. Developments should identify opportunities to improv quality or mitigate impacts through the design and management of the development or associated infrastructure.**	DM29: Environmental Amenity

Local Plan Strategic 'parent' policy	**Adopted DM DPD policy**
Policy SP17: Renewable Energy	DM30: Wind Energy
Policy SP13: Climate Change and Sustainable Development	DM31: Waste management in all new development
Policy SP22: Connectivity and improvements to transport networks Policy SP23: Sustainable and safe transport	DM32: Sustainable Transport, Traffic and Highway Safety
Policy SP21: The Leeds and Liverpool Canal Policy SP22: Connectivity and improvements to transport networks Policy SP23: Sustainable and safe transport Policy SP24: Cycle and Footpath Networks	DM33: Sustainable Transport Infrastructure
Policy SP1: The Spatial Development Strategy Policy SP25: Development in rural areas	DM34: Development in the Green Belt and Countryside Area
Policy SP25: Development in rural areas	DM35: Farm Diversification & Local Food Networks
Policy SP25: Development in rural areas	DM36: Equestrian Development

Appendix D: Flood risk maps for allocations with 0.1% or greater annual probability of surface/river flooding

Appendix D: Flood risk maps for allocations with 0.1% or greater annual probability of surface/river flooding

The areas at risk of flooding in each of these sites should be removed from the developable area, unless it can be demonstrated, through a comprehensive site-specific FRA, that the flood risk can be overcome, and those parts of the site can be developed safely.

The following sites are included in these maps:

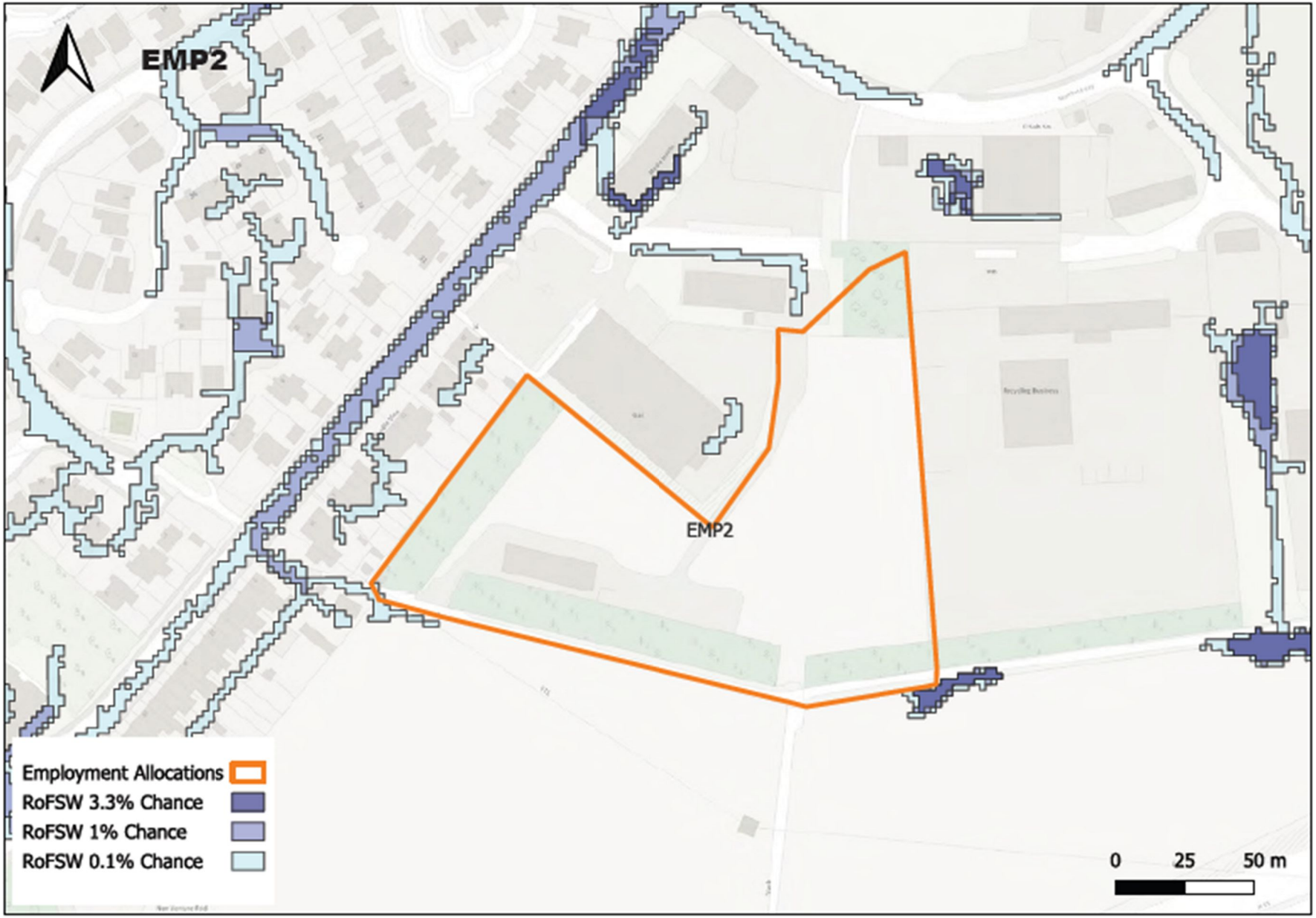
Employment Sites	EMP1	EMP2	EMP3	EMP 4*	EMP5*	EMP6*
*(shown on one map)						
Gypsy and Travelling Showpeople Sites	GT1	GT2	GT4			
Housing Sites	H1	H2	H3	H4	H9	H10
*(shown on one map)	H11*	H12*	H13*	H14	H15	H16
	H17	H18	H19	H20	H21	H22

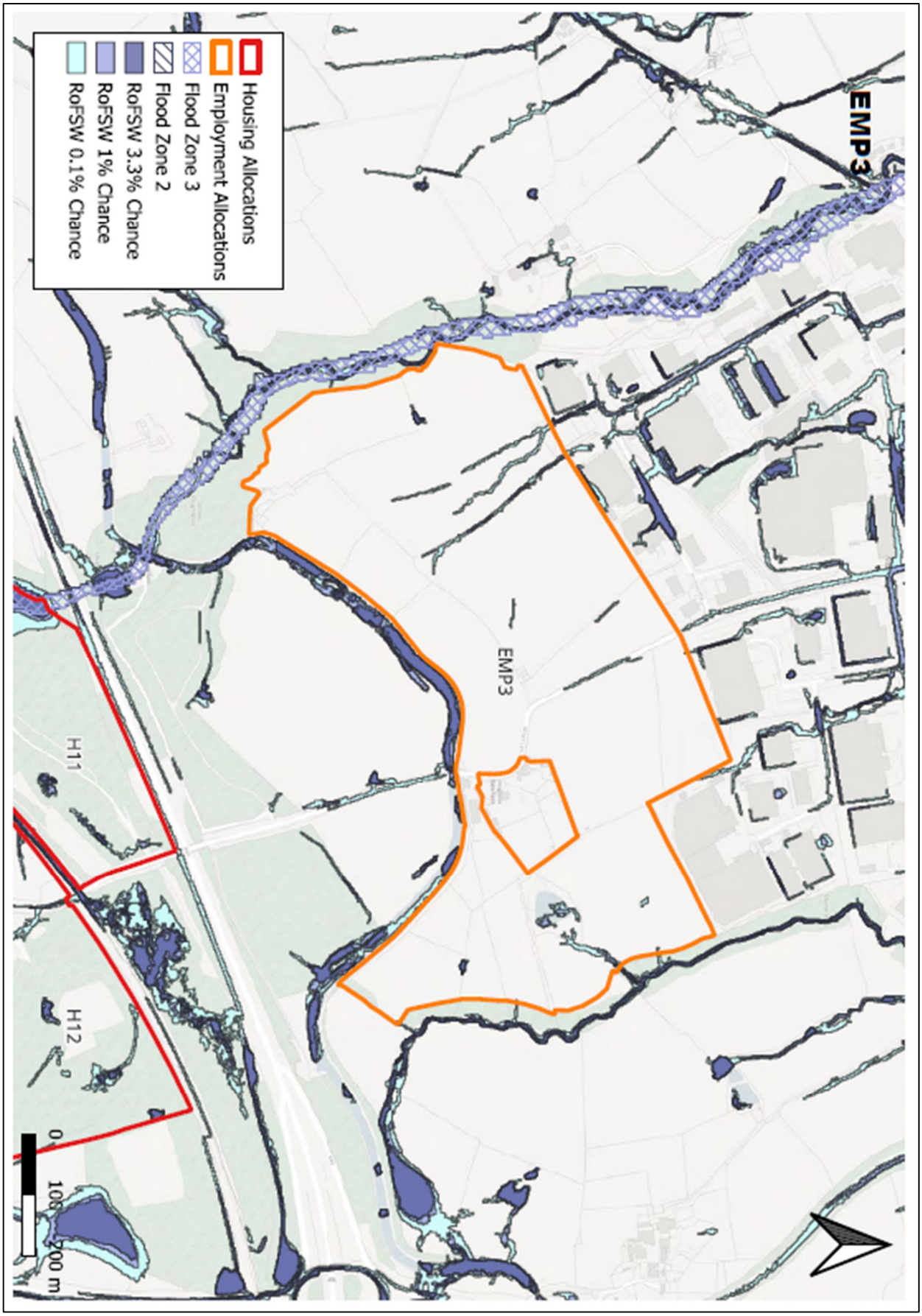
Please note: these are indicative maps and most up-to-date EA maps should be followed.

Glossary – data shown on the map

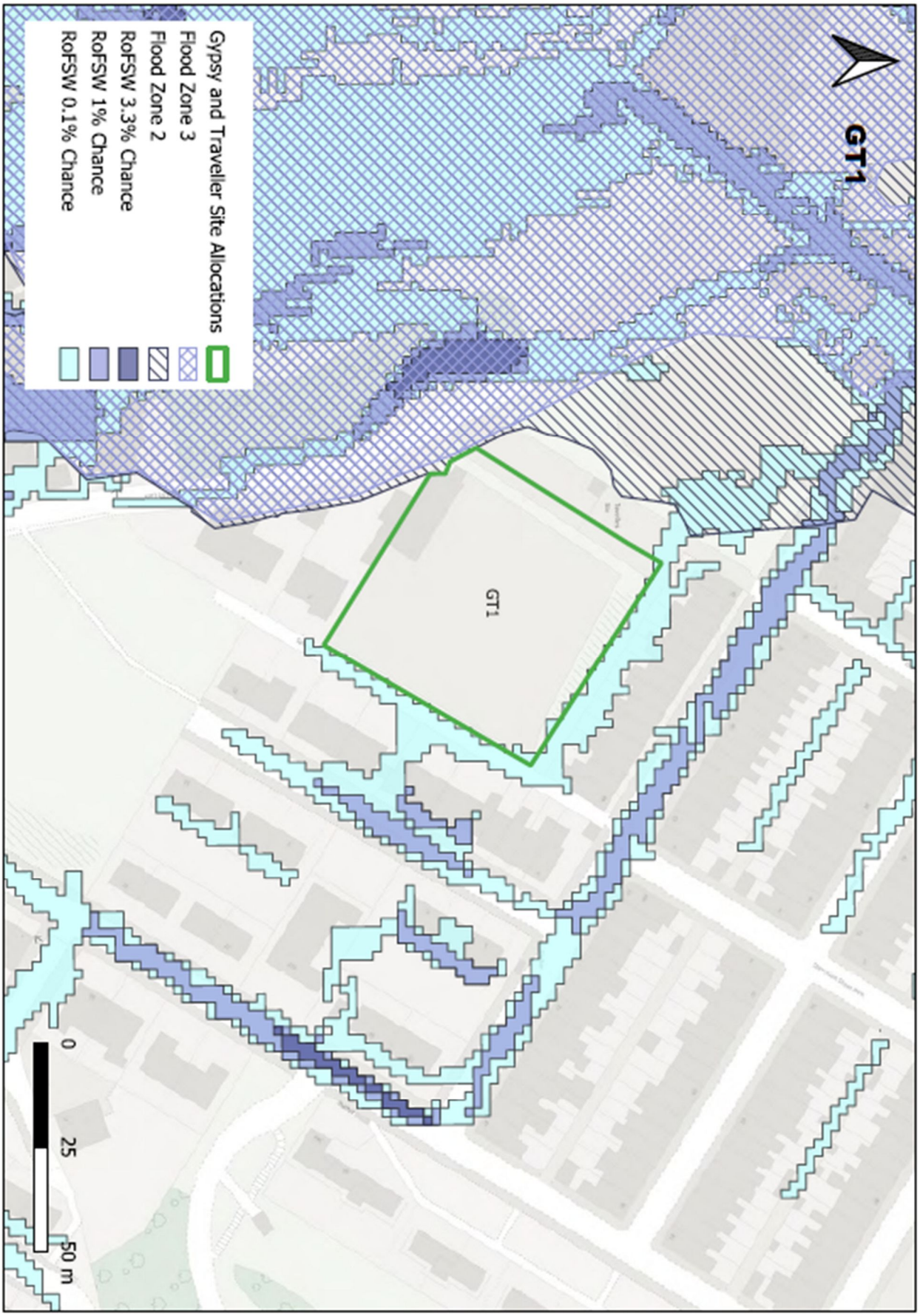
- The UK **Flood Zones** (Flood Zone 1, 2, and 3) are defined by the Environment Agency (EA) to show the probability of flooding from **rivers and the sea**.
- **Risk of Flooding from Surface Water (RoFSW) –** Taken from datasets, produced by the EA, that show the likelihood, extent, and depth of surface water (pluvial) flooding for three key recurrence intervals: **1 in 30**, **1 in 100**, and **1 in 1,000** years.
- **1 in 30 (RoFSW)**The map layer showing areas that have a **High** chance of flooding from surface water, meaning a **3.3% Annual Exceedance Probability** (AEP) or a 1 in 30 chance of occurring in any given year.
- **1 in 100 (RoFSW)**The map layer showing areas that have a **Medium** chance of flooding from surface water, meaning a **1% Annual Exceedance Probability** (AEP) or a 1 in 100 chance of occurring in any given year.
- **1 in 1,000 (RoFSW)**The map layer showing areas that have a **Low** chance of flooding from surface water, meaning a **0.1% Annual Exceedance Probability** (AEP) or a 1 in 1,000 chance of occurring in any given year.

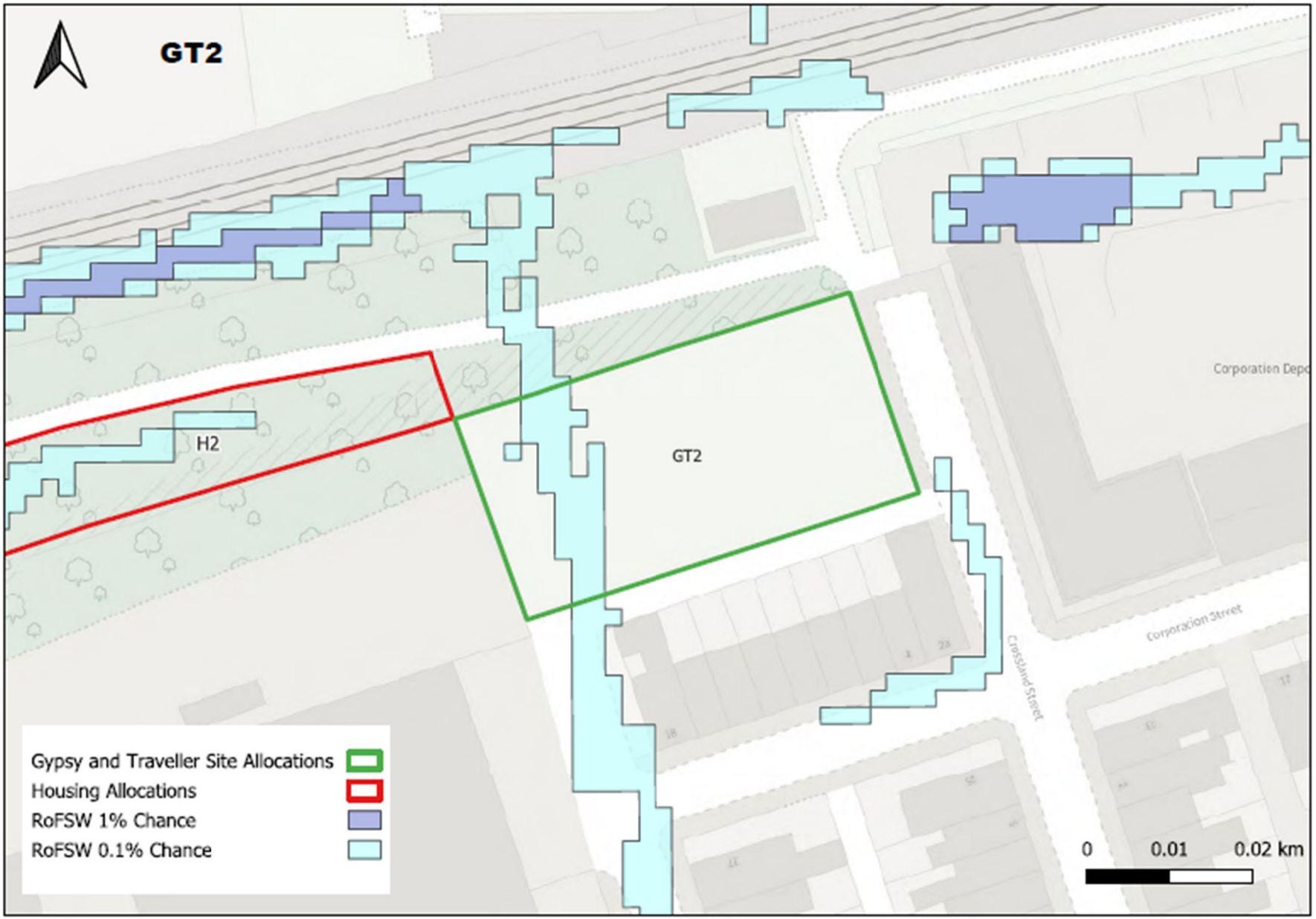

EMP1
EMP1
Employment Allocations
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

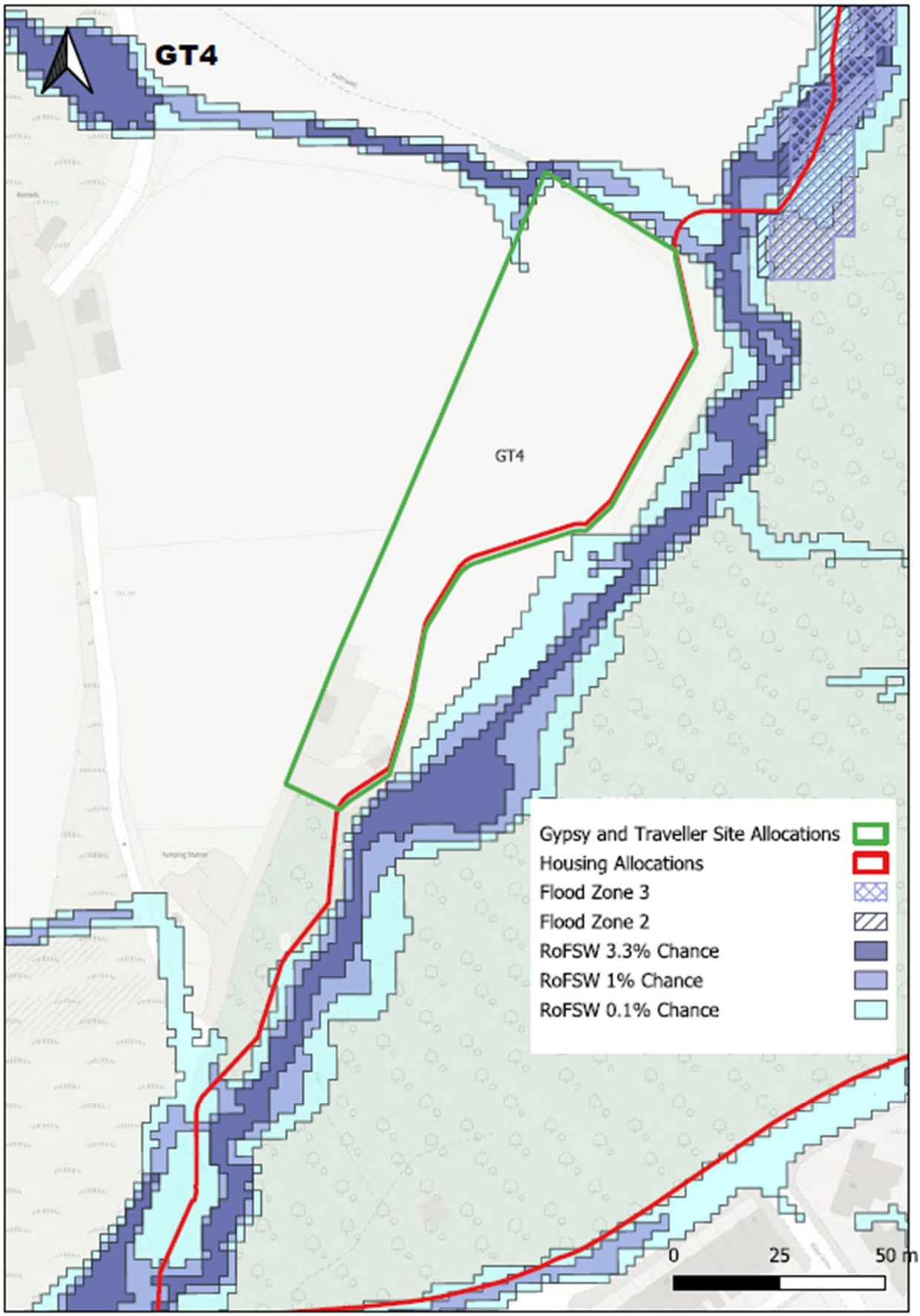

EMP2
EMP2
Employment Allocations
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

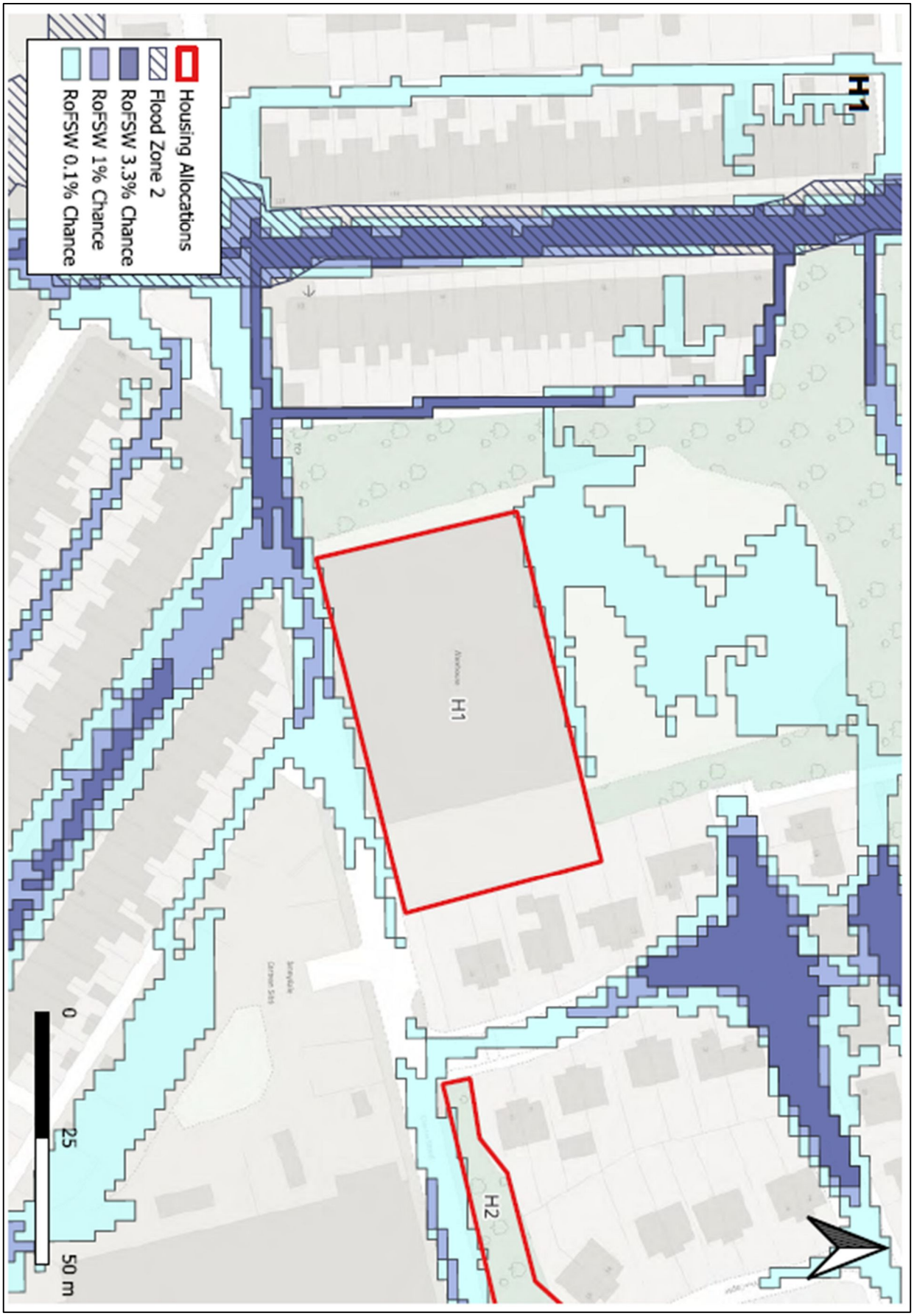

Housing Allocations
Employment Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
EMP3
EMP3
H11
H12
0
100
200 m

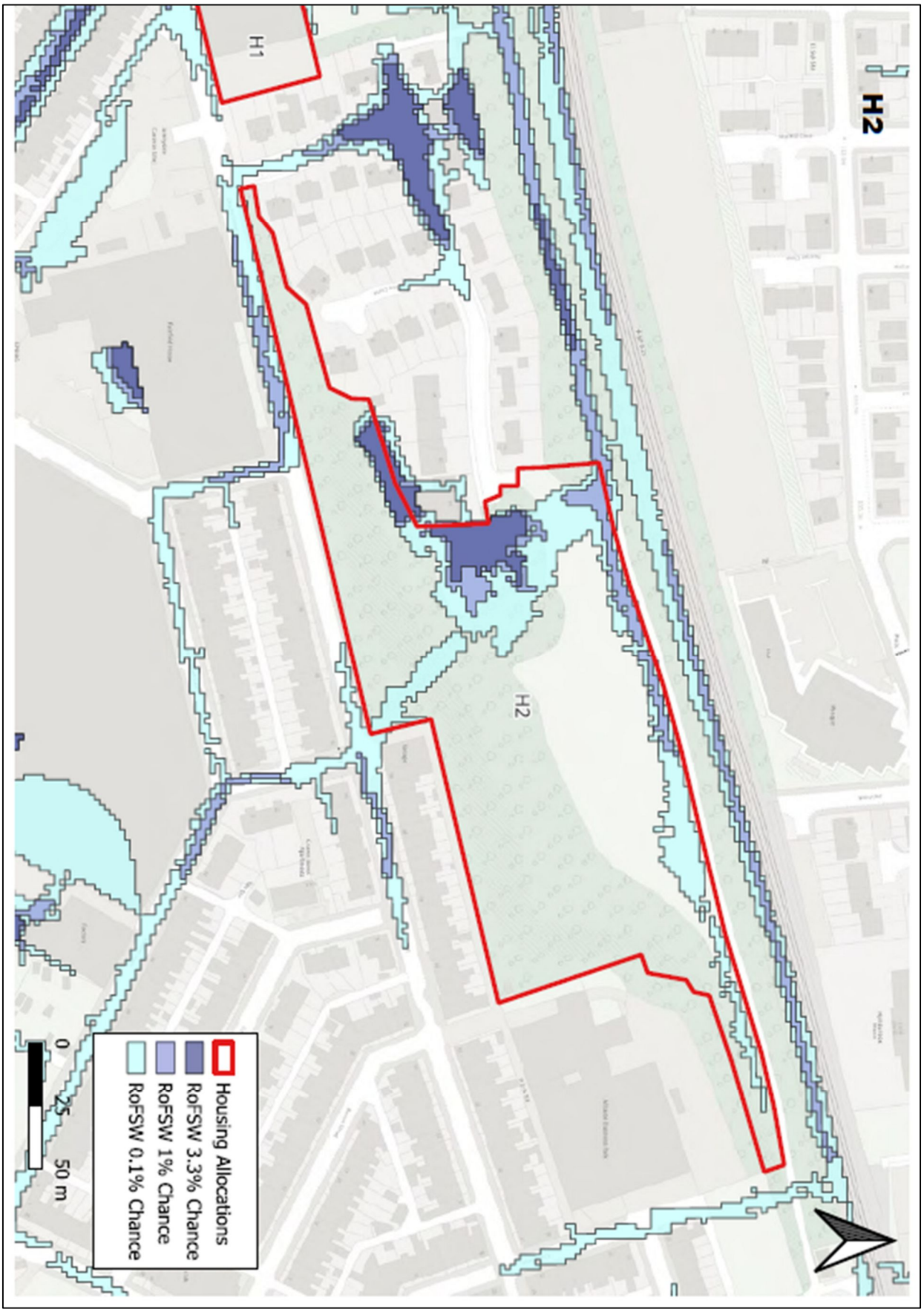
EMP 4, 5, 6
Housing Allocations
Employment Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
EMP6
EMP5
EMP4
H20
0
100
200 m

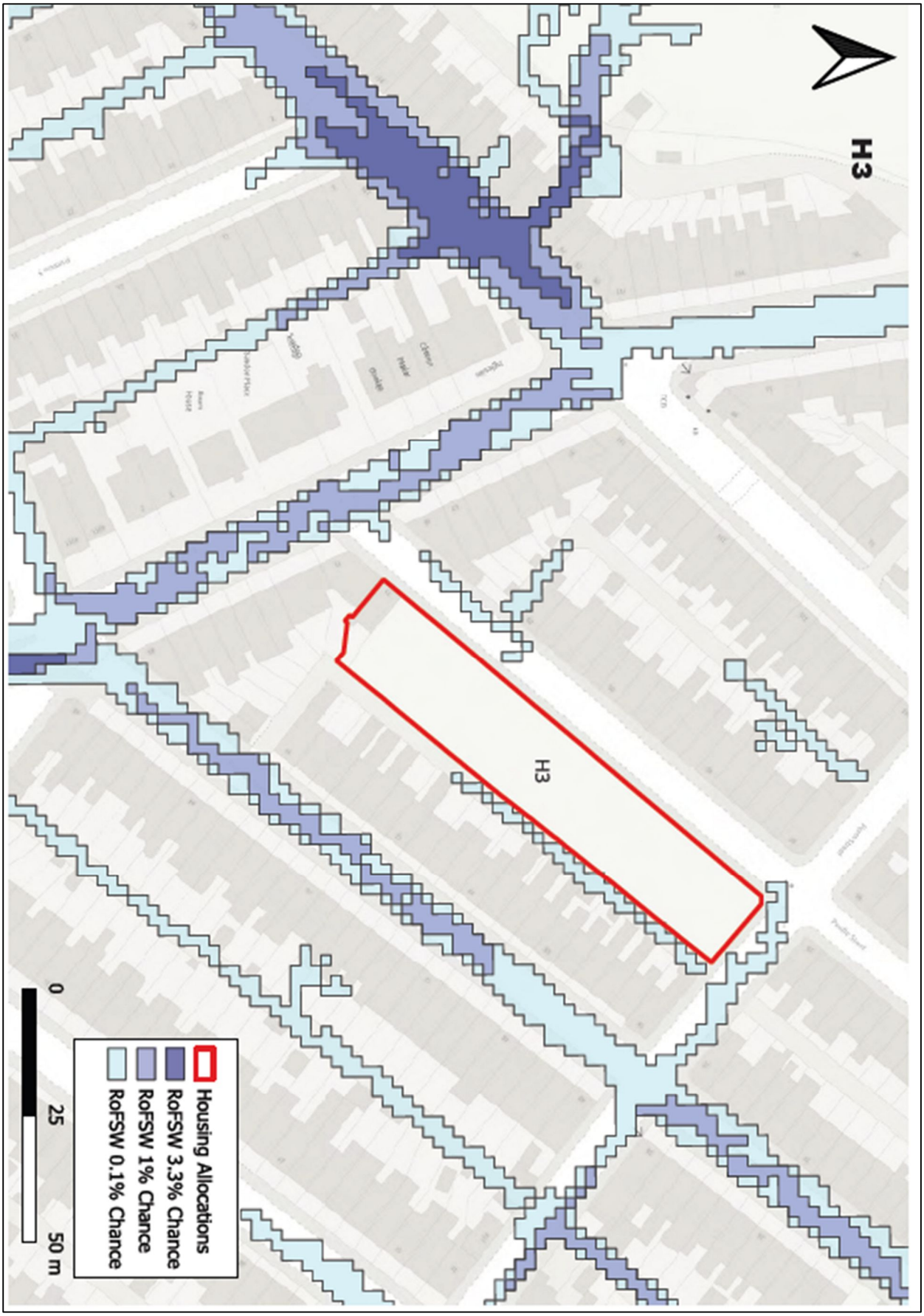

GT1
GT1
Gypsy and Traveller Site Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

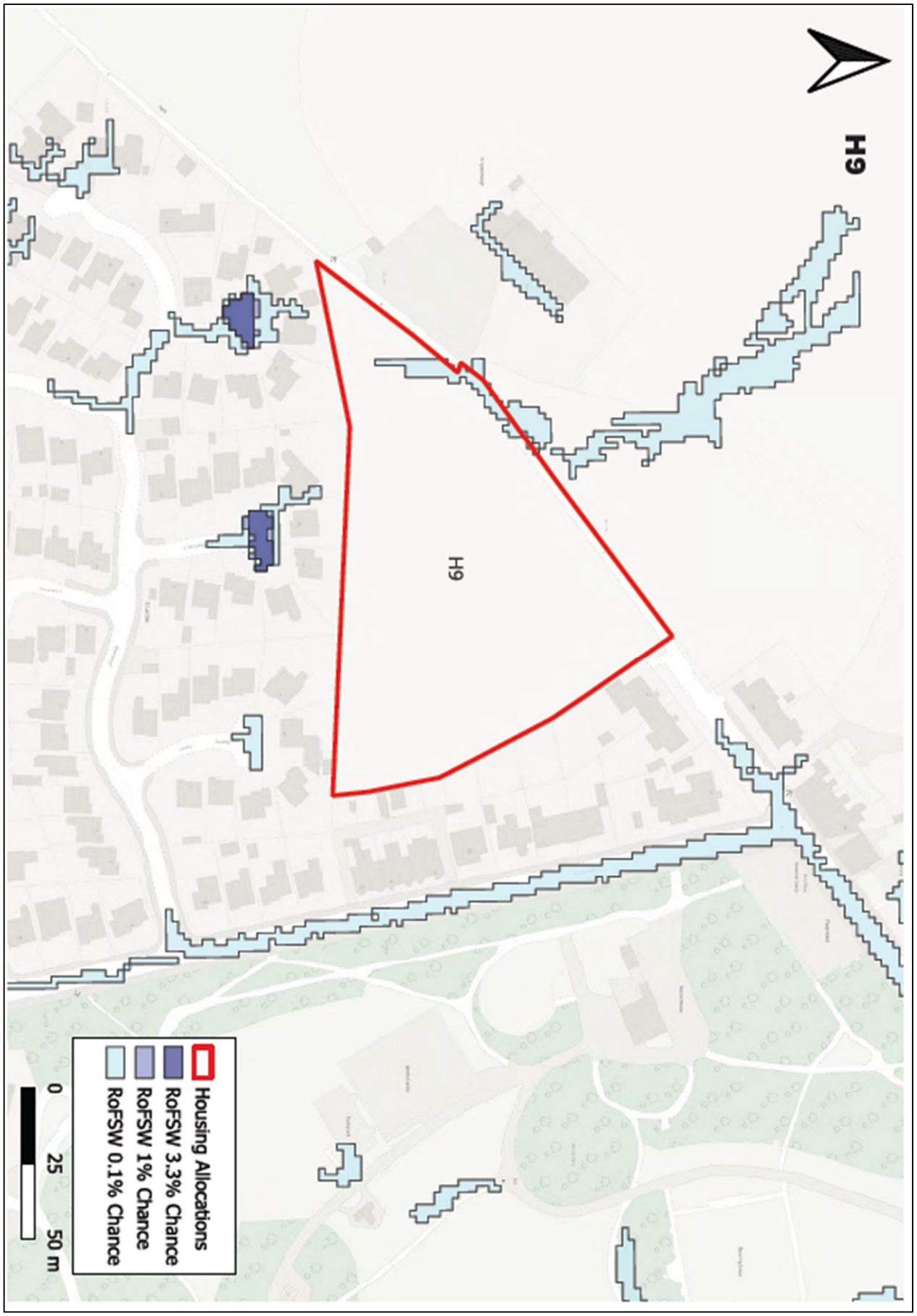

GT2
H2
GT2
Corporation Depo
Corporation Street
Crossland Street
Gypsy and Traveller Site Allocations
Housing Allocations
RoFSW 1% Chance
RoFSW 0.1% Chance
0
0.01
0.02 km

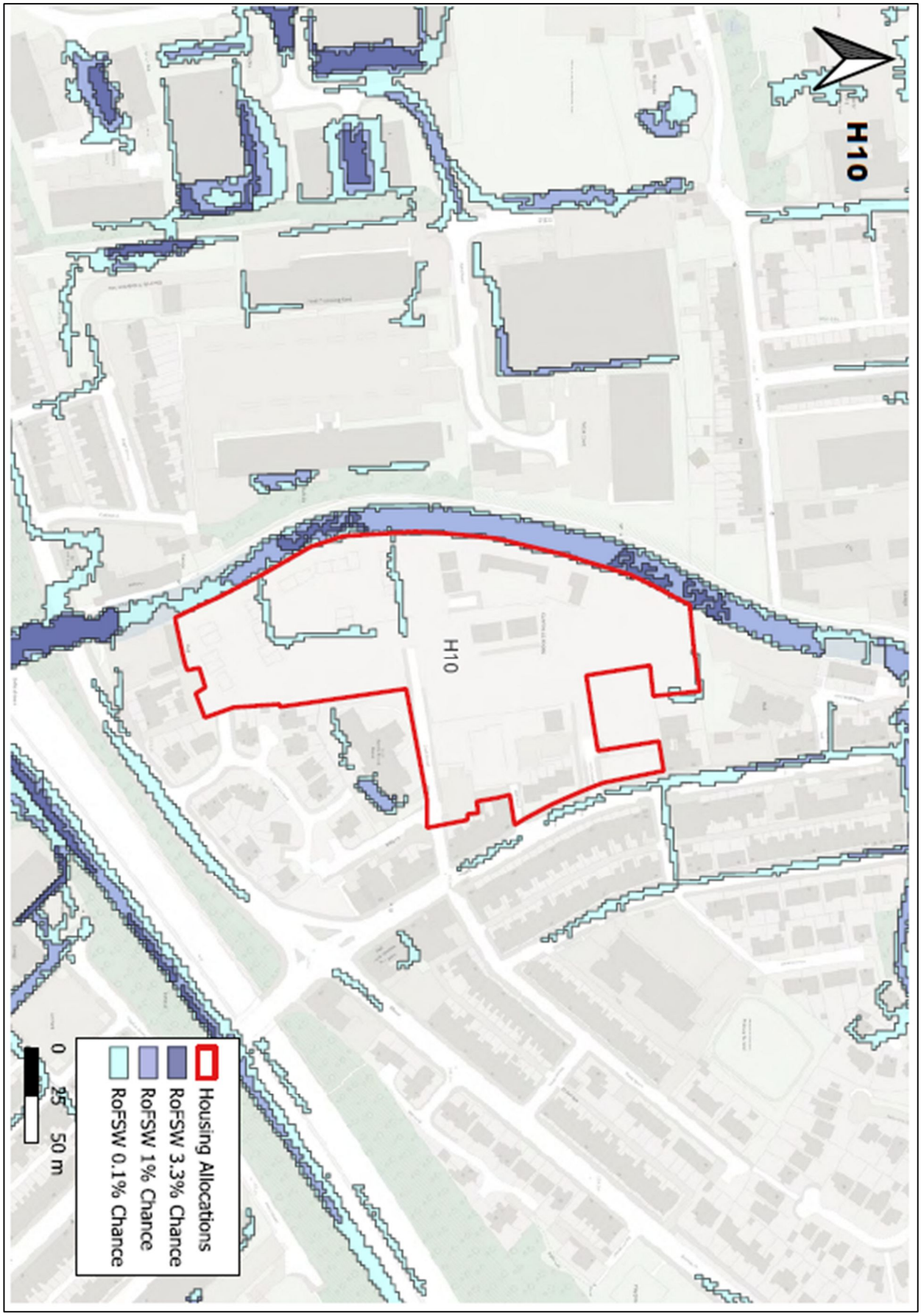

GT4
GT4
Gypsy and Traveller Site Allocations
Housing Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

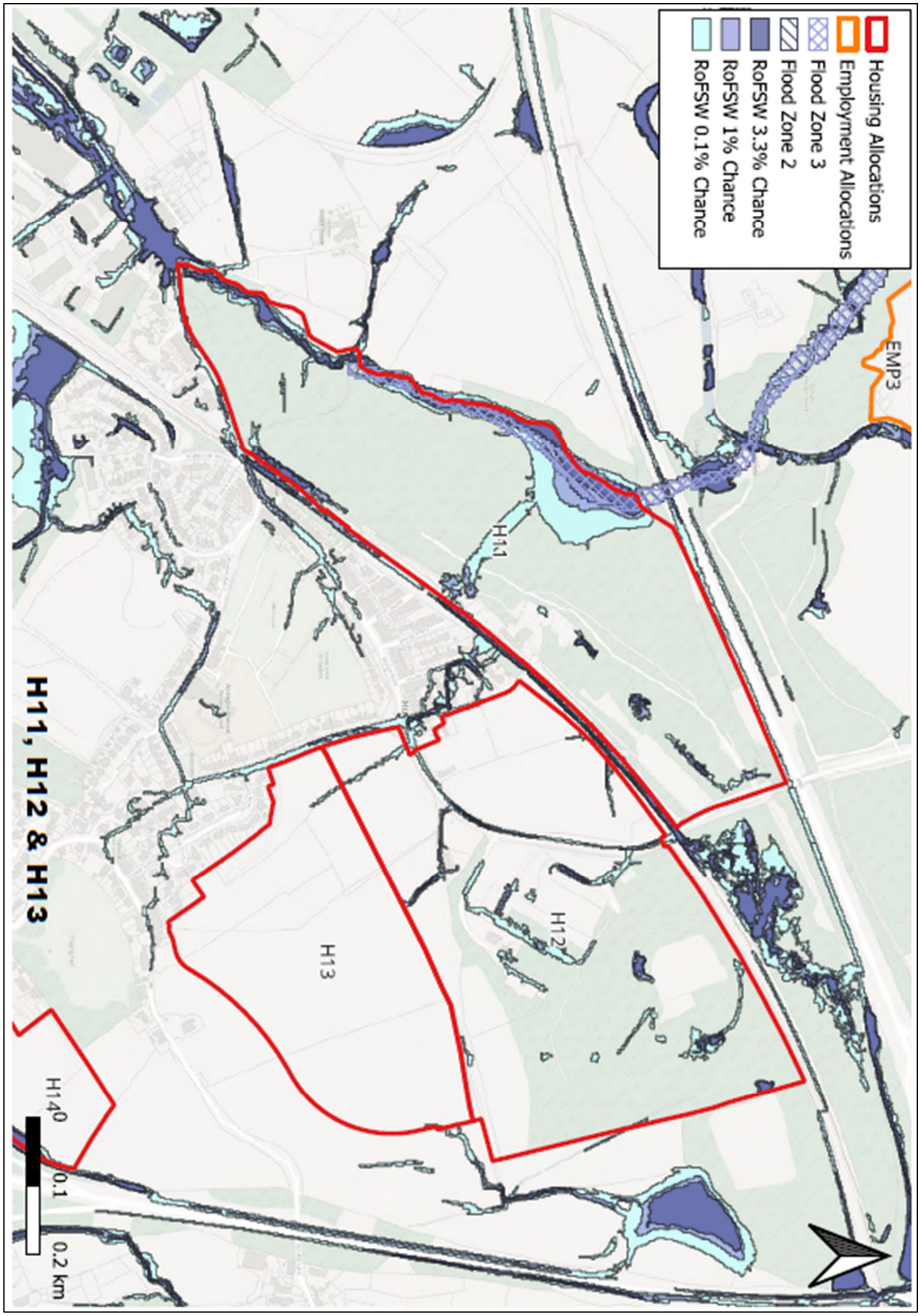

Housing Allocations
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
H1
H1
H2
0
25
50 m


H1
H2
H2
Housing Allocations
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

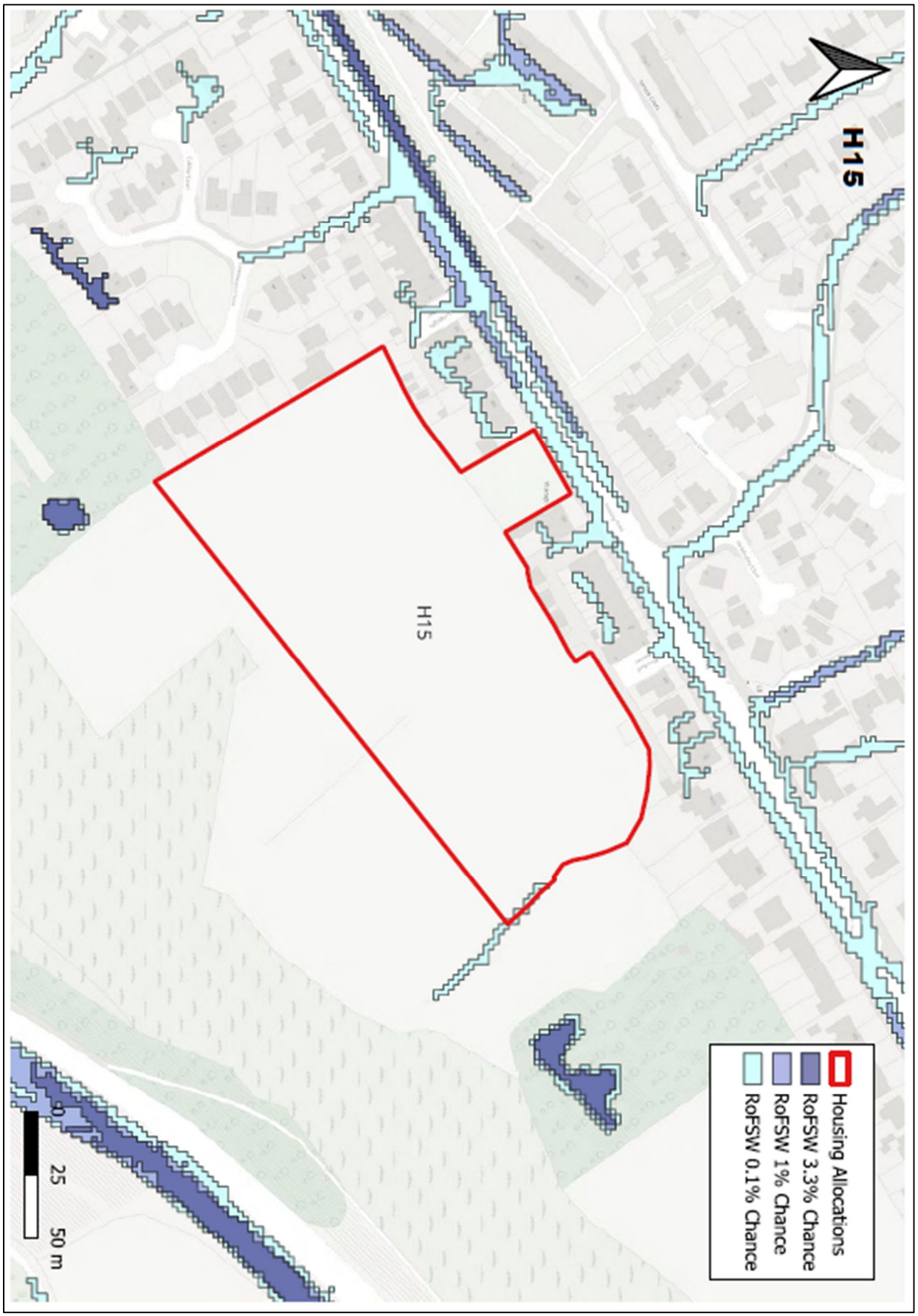

H3
H3
Housing Allocations
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

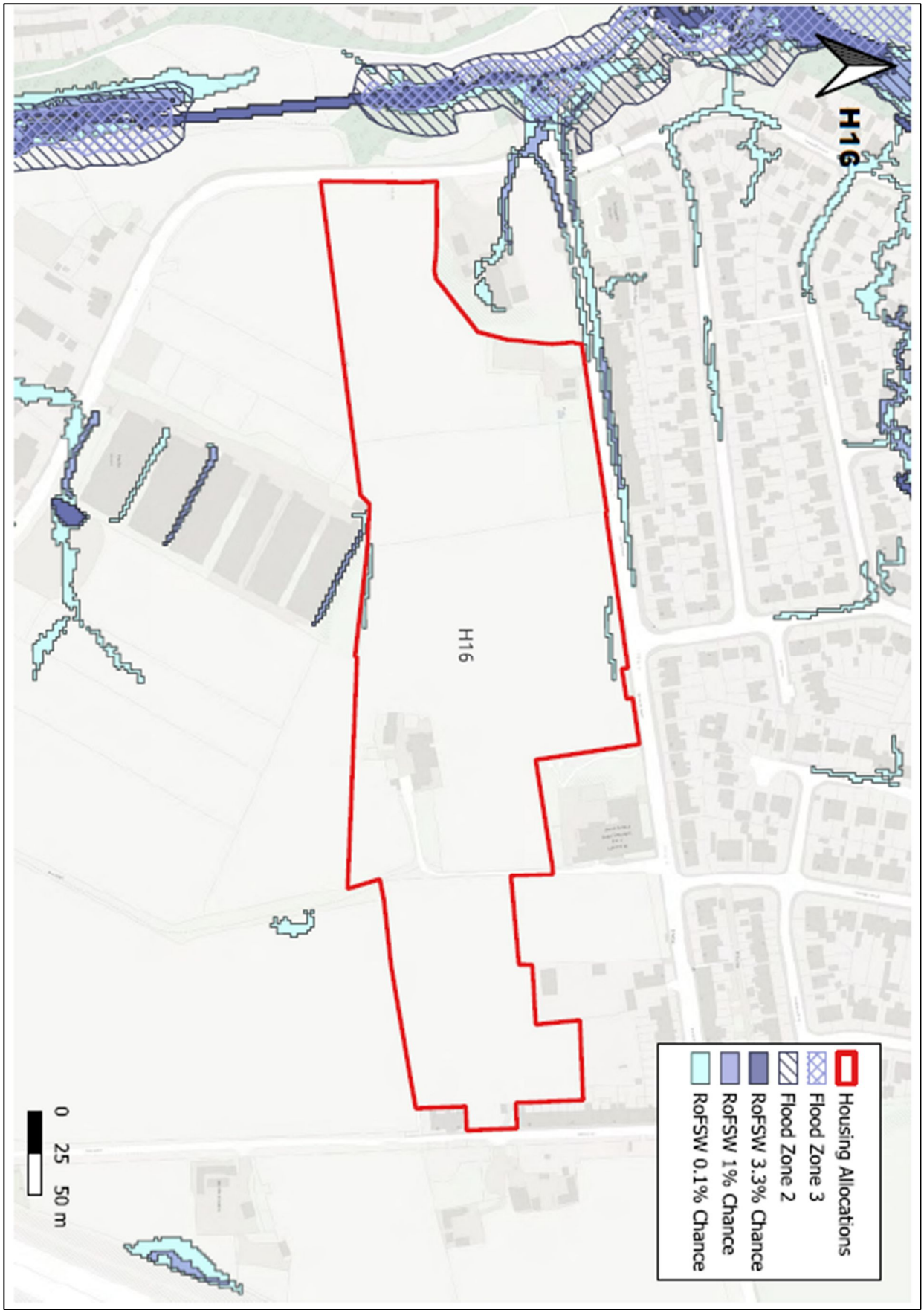

6H
H9
Housing Allocations
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

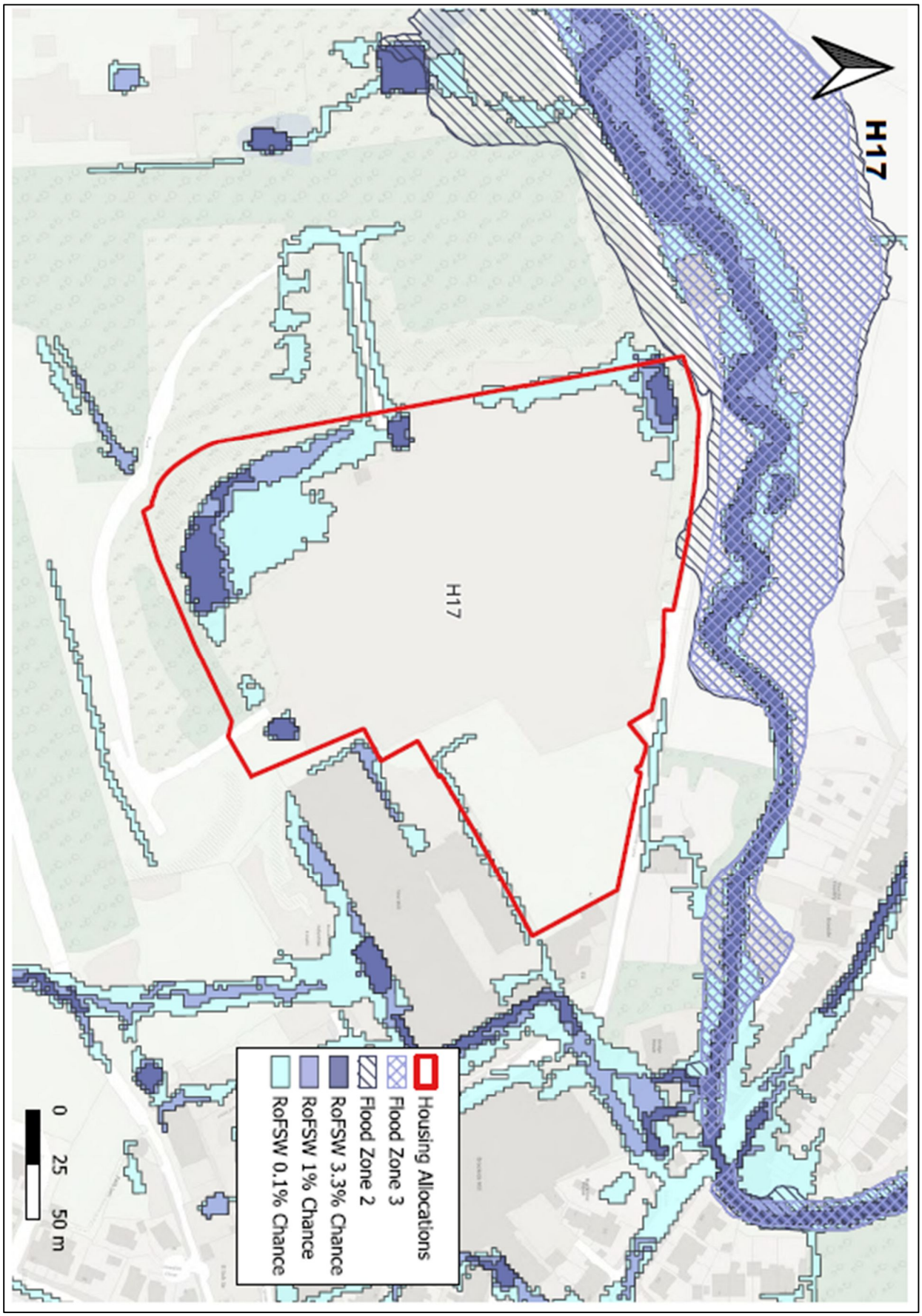

H10
H10
Housing Allocations
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

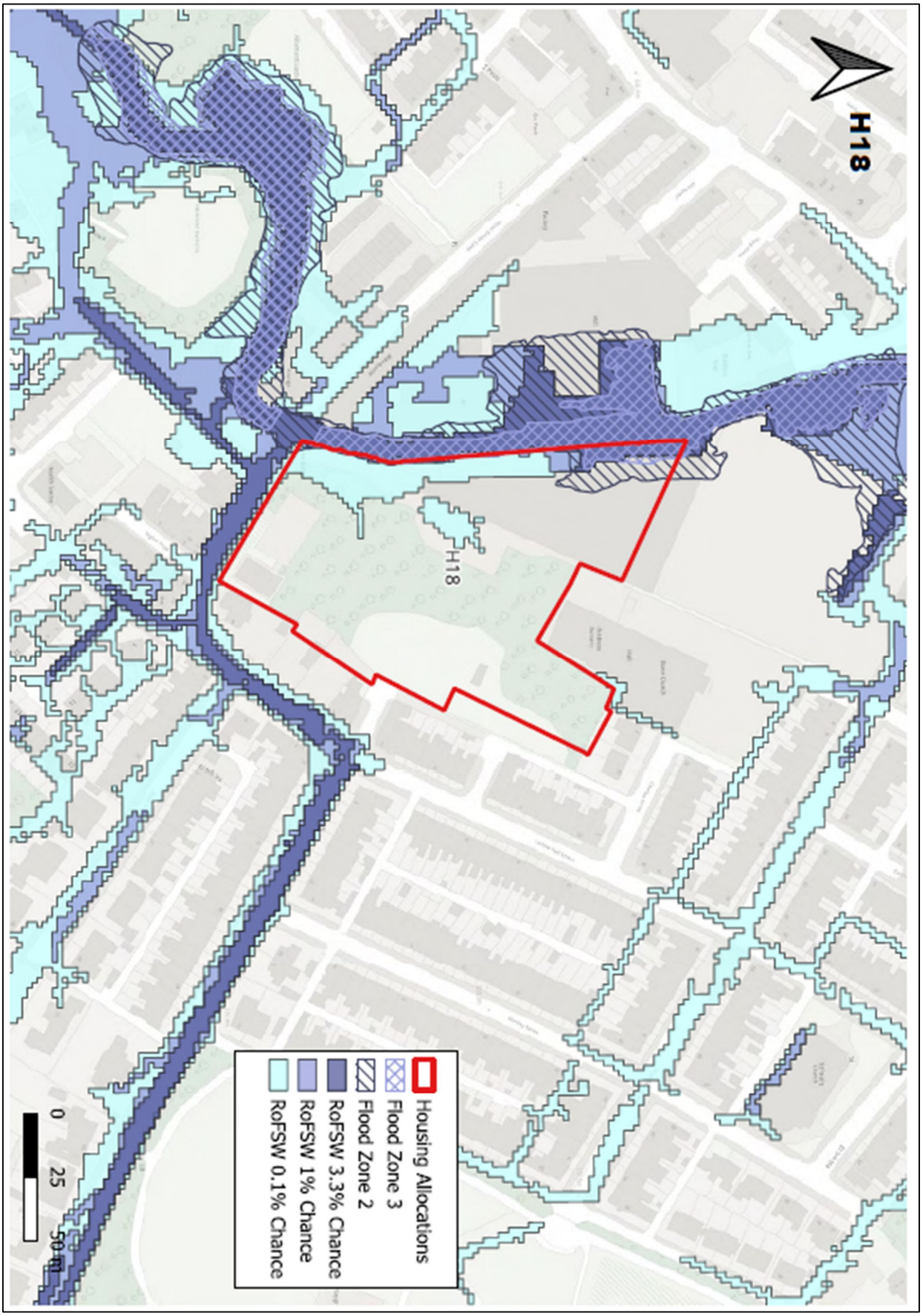

Housing Allocations
Employment Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
EMP3
H11
H12
H13
H14
H11, H12 & H13
0
0.1
0.2 km

H14
Housing Allocations
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
H14
0
25
50 m

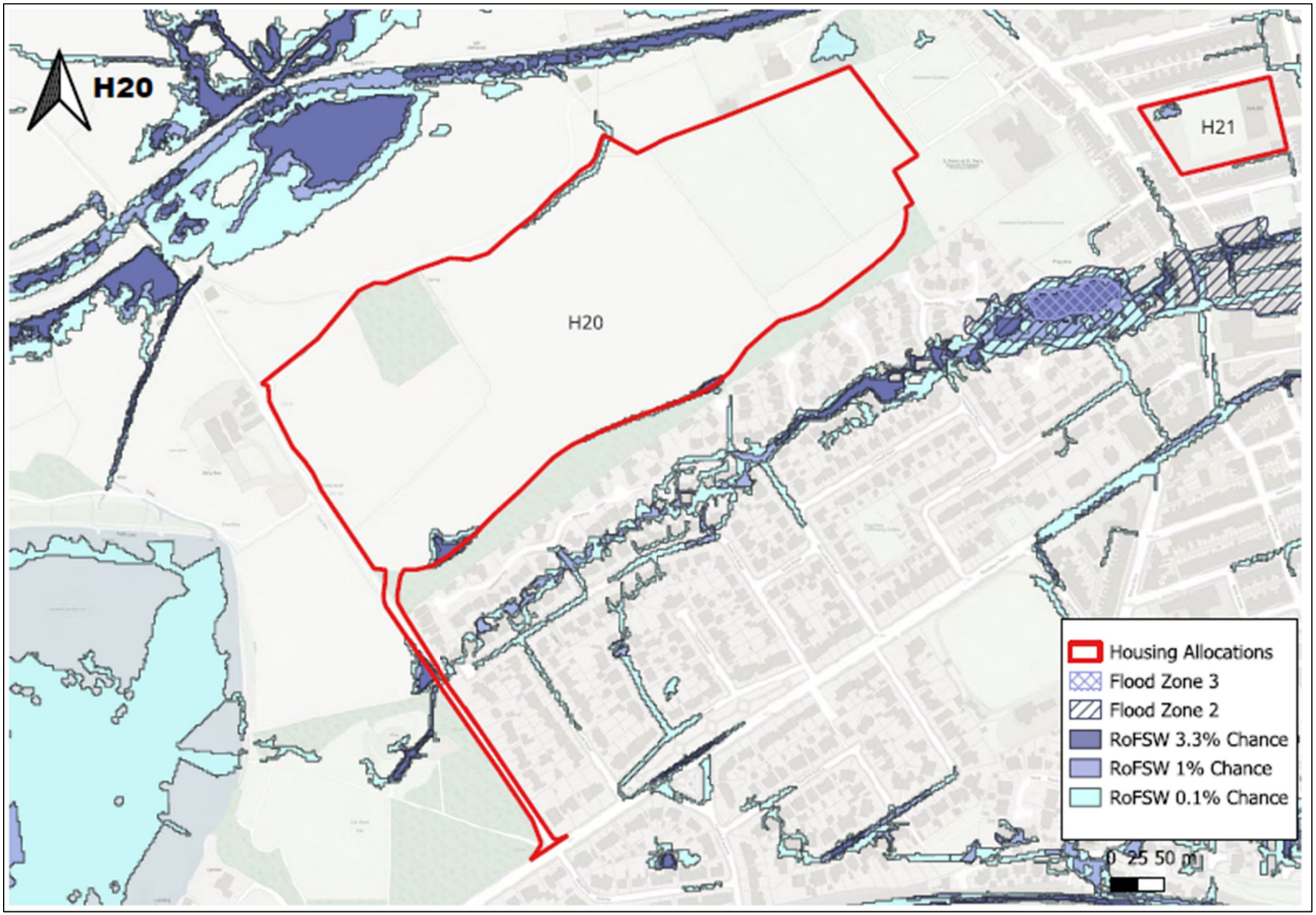

H15
H15
Housing Allocations
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

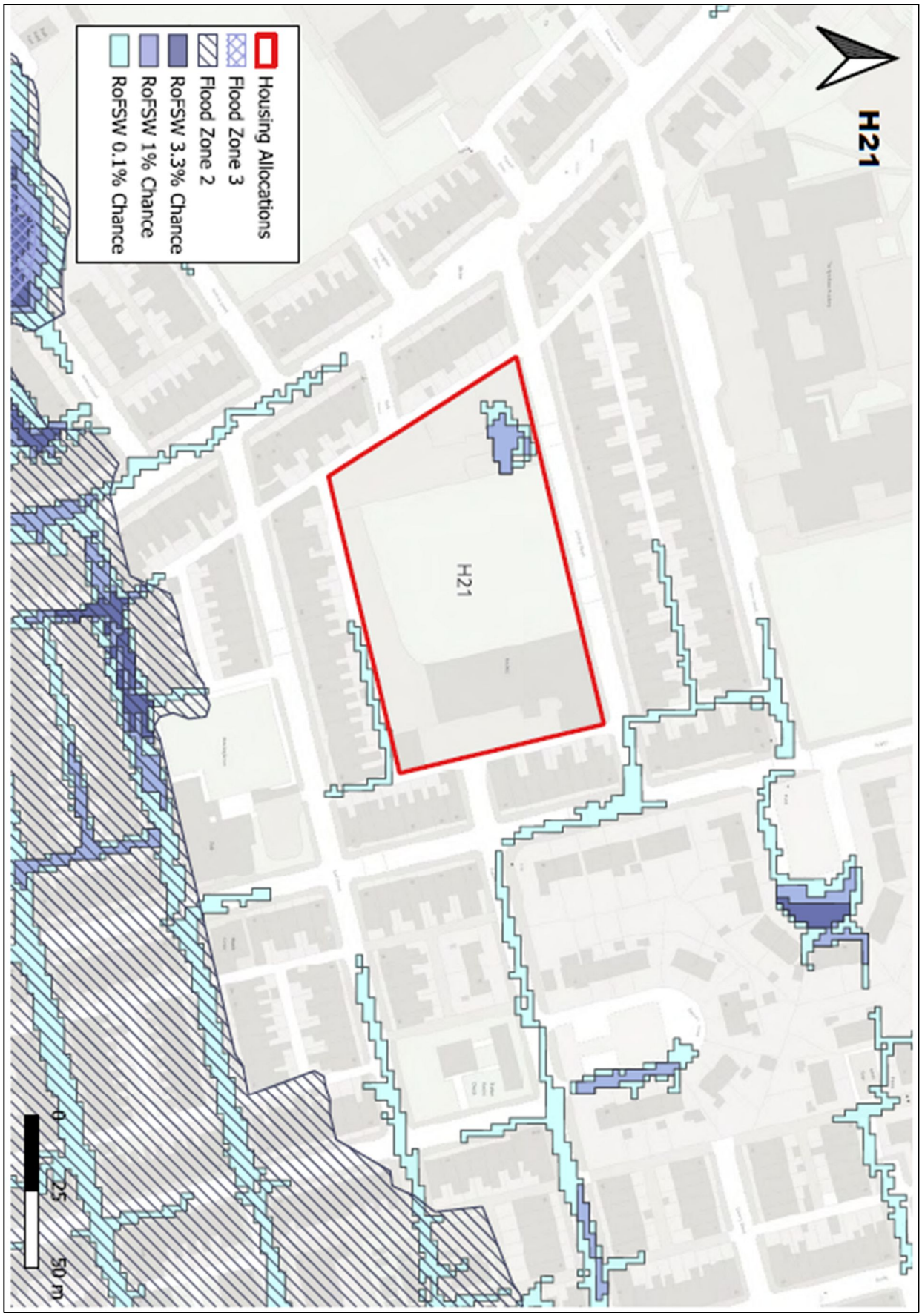

H16
H16
Housing Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0 25 50 m

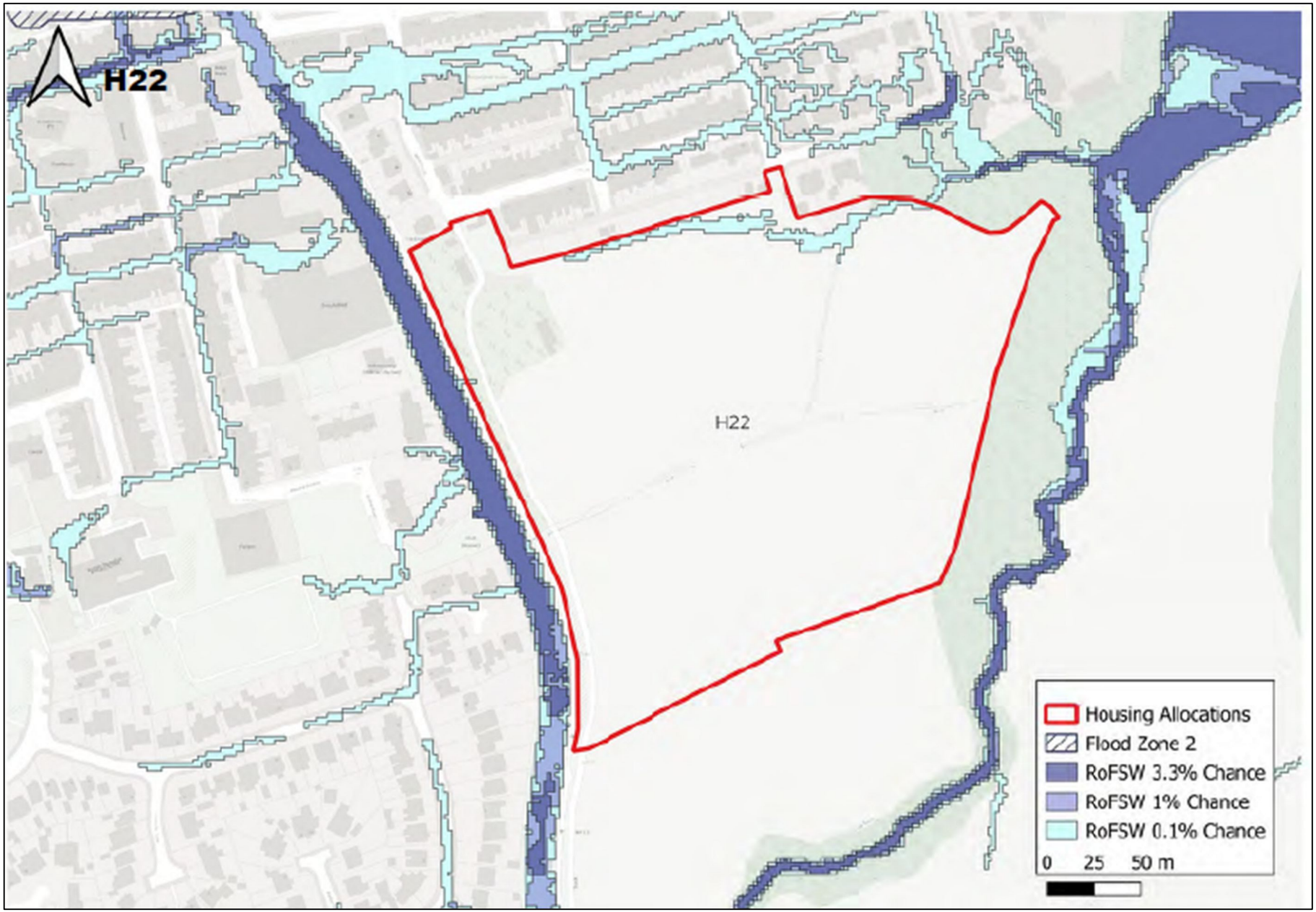

H17
H17
Housing Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m


H18
H18
Housing Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m

H19
H19
Housing Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0
25
50 m


H20
H20
H21
Housing Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0 25 50 m


H21
Housing Allocations
Flood Zone 3
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
H21
0
25
50 m


H22
H22
Housing Allocations
Flood Zone 2
RoFSW 3.3% Chance
RoFSW 1% Chance
RoFSW 0.1% Chance
0 25 50 m

APPENDIX E – MONITORING FRAMEWORK

Appendix E: Monitoring Framework			
Policy	**Monitoring Indicator**	**Targets (if applicable)**	**Data Source**
The Spatial Development Strategy			
Policy SP1: The Spatial Development Strategy	Number / proportion of new housing completions located within and out of the urban area	New housing developments to be focused within the urban areas of Hyndburn and HGV	Council tax Site visits Annual housing completions data Appeal decisions Business rates/annual completion data Housing and Economic Need Assessment Housing Land Monitoring Housing trajectory updates GIS mapping of completions
	Number of annual dwelling completions / planning permissions granted / windfall sites (including update of housing trajectory)	Delivery of minimum of 447 net additional dwellings per annum over the plan period	
	Number of completions located within the Green Belt contrary to SP25 (residential/employment developments)	No loss of designated Green Belt from development contrary to SP25	
	Number of completions located within the Countryside Area contrary to Policy SP25 (residential/employment developments)	No loss of designated Countryside Areas from development contrary to CP2	
	Number of completions located on Safeguarded Land (residential/employment developments)	No loss of Safeguarded Land within plan period	
	Number / proportion of dwellings completed on brownfield sites	Majority of new housing to be delivered on brownfield sites (or greenfield allocations)	
Policy SP2: Huncoat Garden Village	Number of completions located on Huncoat Garden Village Site.	Delivery of around 1,500-1,600 new homes (some of which will be delivered beyond the Plan period) at HGV.	Planning applications/consents Appeal Decisions
Policy SP3: Planning Obligations	Number and value of Section 106 planning obligations (or other legally binding agreements)	Increase in revenue from Section 106 planning obligations (or other legally binding agreements)	Planning applications/consents Appeal Decisions Infrastructure Delivery Plan infrastructure Funding Statement
The Economy and Town Centres			
Policy SP4: Employment Provision and Strategic Sites	Amount of employment land developed (B2/B8/ E(g))/ granted planning permission	Delivery of a minimum of 70ha of new employment land (B2/B8/E(g)) over the plan period.	Business rates returns/annual employment completions data Housing and Economic Need Assessment GIS mapping of completions data
	Locations of employment completions	Delivery of strategic employment sites.	
Policy SP5: Protection, Modernisation and Development of Employment Sites	Number of planning permissions granted for non-employment uses on existing or allocated employment sites	No development of existing or allocated employment land for alternative uses.	
Policy SP6: Centre Hierarchy, Strategy and Retail Provision	Amount of retail and leisure development completed	Completion of sufficient retail development to meet identified needs	Annual retail and leisure completions data

	Location of retail and leisure development completions	Delivery of commercial uses and other main town centre uses to be primarily in town centres, local centres and neighbourhood centres.	Retail Study
Policy SP7: Accrington Town Centre	New retail / leisure floorspace granted planning permission / completed in relation to Accrington town centre	Supporting the regeneration of Accrington town centre	Planning applications/consents Appeal Decisions GIS mapping of retail and leisure completions
Community Infrastructure			
Policy SP8: Open Space Provision	Number and value of S106 agreements securing contributions for public open space	To secure s106 agreements to increase quantity and quality of open spaces in the Borough	Planning permission data
	Area of new open space created / existing open space lost to other uses	No net loss of open space	Playing Pitch & Outdoor Sports Assessment review
Policy SP9: Provision of Community Facilities	Number and value of S106 agreements securing contributions for education provision	To secure s106 agreements to support education in the Borough	Planning permission data
Housing			
Policy SP11: Suitable Range of Housing Affordable housing need	Number of affordable housing units completed	To meet affordable housing needs of the Borough	Council tax/site visits / annual housing completions data
	Number/proportion of major sites (developments of 10 or more dwellings) granted planning permission which provide at least 20% of homes as affordable units		
Policy SP11: Suitable Range of Housing Housing for Older People	Number / proportion of affordable housing (developments of 10 or more dwellings) granted planning permission which provide at least 30% of homes as appropriate for older older persons and accessible and adaptable housing.	Delivery of a minimum of 30% housing for older people and accessible and adaptable housing.	Council tax/site visits / annual housing completions data
Policy SP12: Gypsy and Traveller and Travelling Showpeople Provision	Number of permanent Gypsy and Traveller pitches consented and/or delivered	Delivery of required gypsy and traveller pitches between 2021-2040	Planning permissions / completions Council tax data GIS mapping of Gypsy and Traveller completions Appeal Decisions
	Location of Gypsy and Traveller completed developments	Delivery of Gypsy and Traveller pitches to be located within Gypsy and Traveller Growth Site Allocations	
	Number of existing or allocated Gypsy and Traveller pitches lost to non-Gypsy and Traveller use	No net loss of Gypsy and Traveller pitches	
Protecting and enhancing the environment			
Policy SP13: Climate Change and Sustainable Development	Carbon emissions per capita for transport, buildings and industry	Reduction in carbon emissions per capita for transport, buildings and industry in the Borough	Local authority emissions statistics (Department for Energy Security and Net Zero)

Policy SP14: Green Infrastructure	Net amount of new strategic green infrastructure	Increase in delivery of new green infrastructure (ha)	Planning applications
Policy SP15: Landscape Character	Number of planning appeals allowed where deemed contrary to Policy SP15	No appeals allowed contrary to Policy SP15	Planning appeals
Policy SP16: Natural Environment Enhancement	Proportion of relevant developments sites granted planning permission which secure a biodiversity net gain of 10% or more	Delivery of a minimum of 10% biodiversity net gain by new development	Annual planning permissions data
	Ensuring that new development is directed away from areas at risk of flooding now or in the future	Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds.	Planning applications/consents Appeal Decisions
	Minimise flood risk in the borough and elsewhere and promote the use of SuDS	Number of new major developments that incorporate SUDS and reduce water runoff.	Planning applications/consents Appeal Decisions
Policy SP17: Renewable Energy	Number / capacity (MW) / location of low carbon / renewable energy schemes granted planning permission	Delivery of renewable and low carbon energy infrastructure to increase in response to climate emergency and goals to reduce carbon emissions	Planning applications/consents Appeal Decisions Annual on-site monitoring of renewable energy development completions
Policy SP18: High Quality Design	Number of design codes prepared to support planning applications	Improve the quality of design across all developments in the Borough	Planning application records Appeal Decisions
Policy SP19: Heritage	Number of Conservation Area Appraisals and Management Plans completed	No buildings to be added to the National Heritage at Risk Register	Growth Lancashire records
	Number of sites and buildings added to National Heritage at Risk Register		Historic England records
	Number of sites and buildings removed from the National Heritage at Risk Register		
Policy SP20: Environmental Amenity and Air Quality	Number of AQMAs	No new AQMAs	Hyndburn Air Quality Annual Status Report
	Nitrogen Dioxide (NO_2) levels	No exceedances of the National Objective (40 $\mu g/m^3$), for the annual bias adjusted figures.	
Policy SP21: The Leeds and Liverpool Canal	Retain or reinforce the canal-side character of the local area	Monitor the number of planning applications within 10m of the canal which have been lost on appeal due to design or heritage grounds.	Planning applications/consents Appeal Decisions
Accessibility and Transport			
Policy SP22: Connectivity and improvements to transport networks	No policy specific targets		
Policy SP23: Sustainable and safe transport	Proportion of adults that walk/cycle, by frequency and purpose.	Increase levels of walking and cycling in the Borough	Active Lives Survey
	Number of electric vehicle charging devices in the Borough.	Increase the availability of EV changing points.	Electric vehicle charging devices by local authority (DfT)
Policy SP24: Cycle and Footpath Networks	Number and value of S106 agreements securing contributions for cycle, footpath and bridleway networks	To secure s106 agreements to increase quantity and quality of sustainable transport networks in the Borough	Planning permissions and S106 contributions data
Rural Areas			
Policy SP25: Development in rural areas	Number / proportion of residential conversions granted planning permission in the countryside/ outside the urban area and village settlements	Limited new development outside existing settlements	Annual housing completions data Planning application records GIS mapping of completions data

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ADOPTION STATEMENT FOR

HYNDBURN 2040: LOCAL PLAN (STRATEGIC POLICIES AND SITE ALLOCATIONS)

DATE OF ADOPTION: 16 JULY 2026

Planning and Compulsory Purchase Act 2004 (as amended)

The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)

In accordance with Regulations 17, 26 and 35 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), notice is hereby given that on 16 July 2026 Hyndburn Borough Council resolved to adopt its new Local Plan, entitled the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations)

Status of the Local Plan

The Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) replaces the existing development plan documents, including:

- The Saved Policies in the 1996 Adopted Local Plan
- The Hyndburn Core Strategy (2012)

The Development Plan for Hyndburn Borough now comprises:

- The Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations)
- Development Management Development Plan Document (DM DPD) adopted in 2018

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- Accrington Area Action Plan adopted in 2012.
- The Lancashire Minerals and Waste Local Plan
- Made Neighbourhood Plans (where applicable)

Purpose and Content

The Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) sets out the strategic framework for development across the Borough. It includes:

- A spatial vision and strategic objectives
- A borough-wide spatial strategy directing growth to sustainable locations
- Strategic and non-strategic planning policies
- Site allocations for housing, employment and other uses

The Plan covers the period 2021 to 2040 and takes a positive approach to meeting development needs, supporting sustainable growth, regenerating key urban areas, and protecting the Borough's environmental assets.

Examination

The Local Plan was submitted to the Secretary of State on 10th March 2025 and was subject to independent examination conducted by Helen Hockenhull BA(Hons) B.PI MRTPI, Planning Inspector, appointed by the Secretary of State.

Public hearing sessions were held on

Tuesday, Wednesday, and Thursday 16-18 September 2025

Tuesday, Wednesday, and Thursday 23-25 September 2025

Following the Inspector's post-hearing letter dated 27 November 2025, Main Modifications were published for consultation between 6 March and 1 May 2026.

Inspector's Report

The Inspector's Report, dated 6 July 2026, concluded that the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) subject to the recommended Main Modifications:

- Is positively prepared, justified, effective and consistent with national policy
- Has met the Duty to Co-operate

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- Satisfies the requirements of Section 20(5)(a) of the Planning and Compulsory Purchase Act 2004
- Meets the criteria for soundness set out in the National Planning Policy Framework (NPPF) 2023.

Adoption

Pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004, the adopted Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) incorporates the Main Modifications as recommended in the Inspector's Report.

The Local Plan now carries full weight in the determination of planning applications within the Borough.

Availability of Documents

In accordance with Regulations 26 and 35, the following documents are available on the Council's website:

- The Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) (incorporating Main Modifications)
- Adoption Statement (this document)
- Sustainability Appraisal / Integrated Impact Assessment and Addendum
- Sustainability Appraisal Adoption Statement
- Inspector's Report (with Appendix of Main Modifications)
- Policies Map
- Schedule of Additional Modifications

Paper copies are available for public inspection at:

- Hyndburn Borough Council Offices, Scaitcliffe House, Accrington
- Local libraries within the Borough

Legal Challenge

Any person aggrieved by the adoption of the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations) may make an application to the High Court under Section 113(3) of the Planning and Compulsory Purchase Act 2004 on the grounds that:

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- The Plan is not within the powers conferred by Part 2 of the Act; or
- A procedural requirement has not been complied with

Any such application must be made promptly and, in any event, no later than the end of the period of six weeks from the date of adoption.

Further Information

For further information please contact:

Planning Policy Team
Hyndburn Borough Council
✉ planningpolicy@hyndburnbc.gov.uk

In accordance with the Regulations, a copy of this Adoption Statement has been sent to the Secretary of State for the Ministry of Housing, Communities and Local Government.

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SUSTAINABILITY APPRAISAL ADOPTION STATEMENT

Hyndburn Local Plan 2021–2040 (Strategic Policies and Site Allocations)

16 July 2026

Prepared in accordance with Regulation 16 of the Environmental Assessment of Plans and Programmes Regulations 2004 and Regulation 26 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

Contents

1. Introduction
2. How Sustainability and Environmental Considerations Have Been Integrated into the Local Plan and How the Sustainability Appraisal Report Has Been Taken into Account
3. How Consultation Responses Have Been Taken into Account
4. Reasons for Choosing the Adopted Local Plan in Light of Reasonable Alternatives Considered
5. Monitoring the Significant Sustainability and Environmental Effects of the Local Plan

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1. Introduction

1.1 The Hyndburn 2040:Local Plan (Strategic Policies and Site Allocations) has been prepared to provide the strategic planning framework for the Borough

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and to guide future development, infrastructure provision and environmental protection throughout the plan period.

1.2 It is a requirement that a Sustainability Appraisal (SA) is undertaken for the Borough in-line with the procedures prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004 and Regulation 26 of the Town & Country Planning (Local Development) (England) Regulations 2012.

1.3 The Sustainability Appraisal has been an iterative process undertaken alongside plan preparation to ensure that economic, social and environmental considerations have informed decision-making at all stages.

1.4 This Adoption Statement has been prepared and explains:

- How sustainability and environmental considerations have been integrated into the Plan;
- How the Sustainability Appraisal and Environmental Report have been taken into account;
- How consultation responses have been taken into account;
- The reasons for selecting the adopted strategy in light of reasonable alternatives considered; and
- The measures that will be used to monitor the significant environmental effects arising from implementation of the Plan.

2. How Sustainability and Environmental Considerations Have Been Integrated into the Local Plan and How the Sustainability Appraisal Has Been Taken into Account

Sustainability Appraisal Process

2.1 Sustainability Appraisal has informed each stage of Local Plan preparation.

2.2 The process commenced with the preparation of a Sustainability Appraisal Scoping Report which established:

- The baseline environmental, social and economic characteristics of the Borough;
- Key sustainability issues and challenges;
- Review of relevant plans, programmes and policies; and
- The Sustainability Appraisal Framework used to assess plan options and policies.

Sustainability Objectives

2.3 The Sustainability Appraisal Framework included the following objectives.

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1. Support, maintain or enhance the provision of skilled, local or easily accessible employment opportunities, suited to the changing needs of the local workforce.
2. Maintain or enhance conditions that enable a sustainable economy and continued investment.
3. Raise educational achievements throughout the borough.
4. Improve the health of the people of Hyndburn, reduce disparities in health geographically and demographically, and encourage healthy living for all.
5. Reduce and prevent crime/fear of crime and anti-social behaviour in the borough
6. Reduce poverty and, promote equality and social inclusion by closing the gap between the most deprived areas in the borough and the rest of the borough.
7. Improve equality of access to and engagement in quality cultural, educational, leisure, sporting, recreational and community activities for all.
8. Reduce road traffic and congestion, pollution and accidents and improve health through physical activity by increasing the proportion of journeys made by public transport, cycling and walking.
9. Provide everyone with the opportunity to live in good quality, affordable housing of the right type and tenure, in clear, safe and pleasant local environments.
10. Maintain and enhance the vitality and viability of town and retail centres.
11. Protect and enhance the character and built quality of settlements and neighbourhoods and the borough's historic environment and cultural heritage.
12. Move treatment of waste up the Waste Hierarchy.
13. Use natural resources and energy more efficiently.
14. Reduce Hyndburn's contribution to climate change through appropriate mitigation measures.
15. Reduce the vulnerability of Hyndburn to the effects of climate change including risk of flooding.
16. Restore, enhance, maintain and expand biodiversity and geodiversity.
17. Protect, enhance and restore the landscape quality of Hyndburn, including its rural areas and open spaces.
18. Protect and enhance the quality and quantity of watercourses and waterbodies, and maximise the efficient use of water
19. Minimise noise, light and air pollution. 19.1 Minimise air, noise and light pollution and the potential for such pollution.
20. Value, protect and enhance soil quality and resources.

Assessment of Local Plan Policies and Allocations

2.4 Successive Sustainability Appraisal reports assessed emerging policies, spatial strategies and site allocation options.

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2.5 The findings of the Sustainability Appraisal influenced the development of the Local Plan by:

- Refining strategic objectives and policy wording;
- Strengthening environmental protection measures;
- Supporting climate change mitigation and adaptation requirements;
- Informing the selection of housing and employment allocations;
- Identifying mitigation measures for potential adverse impacts including green infrastructure, enhancement and expansion of natural resources such as trees, direct development away from areas at high risk of flooding;
- Promoting sustainable transport and active travel opportunities; and linkages between centres and development
- Supporting biodiversity net gain and green infrastructure provision.

2.6 The Sustainability Appraisal found that the adopted Local Plan would deliver significant positive effects through:

- Provision of new homes, including affordable housing;
- Economic growth and job creation;
- Regeneration of previously developed land;
- Investment in infrastructure;
- Enhancement of sustainable travel opportunities; and
- Improvements to health and wellbeing.

2.7 Potential adverse effects identified in relation to matters such as landscape, loss of greenfield land, biodiversity, traffic generation and climate change were addressed through policy safeguards, mitigation measures and development management requirements incorporated within the adopted Plan.

2.8 The Council is satisfied that sustainability considerations have been fully integrated throughout preparation of the Local Plan and that the findings of the Sustainability Appraisal have been taken into account in the adopted strategy.

3. How Consultation Responses Have Been Taken into Account

3.1 Consultation on the Sustainability Appraisal was undertaken alongside consultation on the Local Plan at each statutory stage.

3.2 Consultation was undertaken during the following periods.

- SA Scoping Report Consultation: 20th November 2017 – 25th December 2017

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- SA Report of the Core Strategy Review and Site Allocations DPD: Regulation 18(1) Consultation Consultation: 28th February 2018 – 11th April 2018
- SA Report of the Core Strategy Review and Site Allocations DPD34 Consultation: 26th February 2019 – 8th April 2019
- SA Addendum Report of the Gypsy and Traveller Policy and Site Options Consultation Paper36 Consultation: 16th December 2019 – 27th January 2020
- IIA Report of the Pre-Submission Hyndburn 2037: The Local Plan (this report) Non-Technical Summary of the IIA Report of the Pre Submission Hyndburn 2037: The Local Plan (November 2023)
- Main Modifications consultation SA Addendum - the 6th March 2026 to the 1st May 2026

3.3 Consultees included:

- Natural England;
- Historic England;
- Environment Agency;
- Lancashire County Council;
- Adjacent local authorities;
- Infrastructure providers;
- Community organisations;
- Landowners and developers; and
- Members of the public.

3.4 Representations received on the Sustainability Appraisal and Local Plan were considered as part of the plan-making process. Consultation feedback contributed to:

- Amendments to strategic and development management policies;
- Revisions to site allocation boundaries;
- Additional policy requirements relating to biodiversity, heritage, landscape and infrastructure;
- Improved wording and clarity of policy provisions; and
- Further supporting evidence and assessment work where necessary.

3.5 The Council prepared consultation reports detailing the issues raised and the actions taken in response.

3.6 During the Examination in Public, matters raised by participants, statutory consultees and the appointed Planning Inspector were considered and, where necessary, addressed through Main Modifications and other changes to the Plan.

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3.7 The Sustainability Appraisal was updated as required to assess relevant modifications and to ensure that likely significant environmental effects remained fully considered. This Addendum is available on the Council`s website alongside this Adoption Statement.

4. Reasons for Choosing the Adopted Local Plan in Light of Reasonable Alternatives Considered

4.1 The Sustainability Appraisal considered a range of reasonable alternatives throughout preparation of the Local Plan. Alternatives assessed are set out in the table below.

4.2 Each alternative was assessed against the Sustainability Appraisal Framework to identify likely social, economic and environmental effects.

4.3 Principally the SA assessed five spatial options:

Spatial Option	Evidence for Selecting this Option for Appraisal
Spatial Option 1 – **Core Strategy**-led growth	Continue the growth strategy set in the adopted Core Strategy via Policy H1 and strategic allocations.
Spatial Option 2 – **Garden Village**-led growth	Concentration of more significant growth in the Huncoat area, taking full advantage of the recent designation of the area as a Housing Zone by the Government.
Spatial Option 3 – **Transport Corridor**- led growth	Focus the distribution of growth around key strategic transport routes such as the East Lancashire railway line, the M65, A56 and Pennine Reach (Quality Bus Route) transport corridors.
Spatial Option 4 – **Market Focus**-led growth	Focus development in the areas most desirable to developers and landowners (higher value market areas).
Spatial Option 5 – **Land Availability**-led growth	Focus development in areas where land is already known to be available for housing and employment development.

4.4 Taking into account the SA findings and the strategy and policy ambitions of the area, the Council considered that the preferred Spatial Option to take forward should be one that combines all the principles of SO1, SO2, SO3 and SO5 to form a new Spatial Development Strategy for the Borough.

4.5 The Spatial Development Strategy supports the development of Accrington as the principal town, with a higher proportion of growth proposed at Huncoat as a Garden Village than the other Accrington townships (utilising the Housing Zone status). Strategic employment allocations will be allocated along the M65 corridor. Development will also be directed to the key towns of Great Harwood, Rishton, Knuzden and Whitebirk, as well as main villages such as Belthorn and Altham and Green Haworth (small village).

4.6 The Council concluded that the adopted Local Plan provided the most appropriate strategy when assessed against the reasonable alternatives available and the evidence base supporting the Plan.

4.7 While other alternatives may have generated benefits in particular sustainability objectives, they were not considered to provide the same overall balance between economic, social and environmental outcomes.

5. Measures to Monitor the Significant Sustainability and Environmental Effects of the Local Plan

5.1 Regulation 17 of the Environmental Assessment of Plans and Programmes Regulations 2004 requires monitoring of the significant environmental effects of implementing the Plan.

5.2 Monitoring will help identify any unforeseen adverse effects at an early stage and enable appropriate remedial action to be taken.

5.3 The Council will monitor implementation of the Local Plan through its Authority Monitoring Report (AMR). The monitoring regime is set out in Chapter 6 - Integrated Impact Assessment of Hyndburn 2037: The Local Plan Regulation 19 Consultation (Pre-Submission).

5.4 Where monitoring identifies significant adverse effects or policy underperformance, the Council will consider appropriate responses through policy review, supplementary guidance, partnership working or future plan review.

Conclusion

The Council considers that:

- Sustainability and environmental considerations have been fully integrated into the preparation of the Hyndburn 2040: Local Plan (Strategic Policies and Site Allocations).
- The Sustainability Appraisal and Environmental Report have informed decision-making throughout the process.
- Consultation responses have been appropriately taken into account;
- Reasonable alternatives have been assessed and considered; and
- Appropriate monitoring measures are in place to identify and address significant environmental effects arising from implementation of the adopted Local Plan.

Further Information

For further information please contact:
Planning Policy Team
Hyndburn Borough Council
✉ planningpolicy@hyndburnbc.gov.uk

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REPORT TO:		Council	
DATE:		16 July 2026	
PORTFOLIO:		**Councillor Munsif Dad BEM JP - Leader of the Council**	
REPORT AUTHOR:		Chief Planning and Transportation Officer	
TITLE OF REPORT:		Scoping Consultation for the new Hyndburn Local Plan	
EXEMPT REPORT (Local Government Act 1972, Schedule 12A)	**No**	Not applicable	
KEY DECISION:	**No**	If yes, date of publication:	

1.0 Purpose of Report

1.1 This report outlines the initial stages of the new plan-making system and seeks approval of the Scoping Consultation Document to enable early engagement with stakeholders on the preparation of a new Local Plan. This consultation must be undertaken before progressing through Gateway 1 of the new plan-making process, as required by the Town and Country Planning (Local Planning) (England) Regulations 2026 ("the Regulations") and supporting national guidance.

2.0 Recommendations

2.1 That Council, having considered the report, approves the Scoping Consultation Document attached at Appendix 1 for public consultation subject to any necessary minor amendments by the Chief Planning and Transportation Officer.

3.0 Reasons for Recommendations and Background

3.1 The Government has introduced significant reforms to the planning system through the Levelling-up and Regeneration Act 2023, supported by new plan-making regulations that came into force in March 2026.

3.2 These reforms are intended to support the Government's commitment to increasing housing delivery and ensuring that Local Plans are prepared and adopted more quickly.

3.3 The Regulations introduce a more structured approach to plan-making, including mandatory stages and statutory timescales that local planning authorities must follow. Authorities are required to prepare a single Local Plan and should adopt it within 30 months. The process includes three formal gateway stages that must be completed before a Local Plan can be submitted for independent examination.

3.4 Although the Council has progressed the emerging Hyndburn Local Plan 2040 to the adoption stage (which is the subject of a separate report recommending its adoption), it is still required to commence preparation of a new Local Plan under the new plan-making system.

3.5 The Regulations introduce statutory "backstop" dates for authorities falling within the transitional arrangements. Authorities meeting the relevant criteria are required to commence preparation of a new Local Plan under the new system no later than 30 June 2026.

3.6 Regulation 91 (Transitional Provisions), paragraph 3(a)–(d), applies where local planning authorities:

(a) submitted a development plan document for examination before 12 March 2025;

(b) had not adopted or approved that document by 12 March 2025;

(c) submitted a plan containing a housing requirement figure representing less than 80% of local housing need, calculated using the standard method published by the Secretary of State on 12 December 2024; and

(d) submitted a development plan document which did not relate to an area covered by an operative Spatial Development Strategy.

3.7 The Council submitted the emerging Local Plan 2040 for examination before 12 March 2025, and the housing requirement contained within that plan is below 80% of the Borough's local housing need calculated using the Government's standard method.

3.8 The Council therefore falls within the transitional arrangements and, together with 38 other local planning authorities nationally, was legally required to publish a Notice of Intention to Commence Plan-Making by 30 June 2026. The Council complied with this requirement by publishing its Notice of Intention (Appendix 2) and Local Plan Timetable (Appendix 3) on 30 June 2026.

Scoping Consultation and Gateway 1

3.9 The mandatory 30-month timetable for preparing a Local Plan commences when an authority progresses through Gateway 1, which is a self-assessment stage in the new plan-making process. There must be a minimum period of four months between publication of the Notice of Intention to Commence Plan-Making and progression through Gateway 1.

3.10 Under Regulation 91, the Council must complete and publish its Gateway 1 self-assessment by 31 October 2026.

3.11 Before progressing through Gateway 1, the Council must undertake a Scoping Consultation. The content of this consultation is prescribed by the Regulations and is intended to secure early engagement on the scope and content of the new Local Plan, together with how future engagement should be undertaken throughout its preparation.

3.12 The Scoping Consultation will help inform the development of the Local Plan's vision, objectives and engagement strategy. It will also inform preparation of the Project Initiation Document, a project management document required to support delivery of the Local Plan and which must be completed before Gateway 1.

3.13 As the Council has recently had a vision and objectives tested through the examination of the emerging Hyndburn Local Plan 2040, these provide an appropriate starting point for the Scoping Consultation. The Scoping Consultation Document therefore includes the existing vision and objectives contained in the Local Plan 2040 and invites stakeholders to comment on whether they remain appropriate for the Borough and whether any amendments should be made.

3.14 Figure 1 below illustrates the process from publication of the Notice of Intention to Commence Plan-Making through to completion of Gateway 1.



Figure 1: Notice of Intention to Commence Plan-Making through to Gateway 1

3.15 The Regulations require the Council to invite comments on the Scoping Consultation from "general consultation bodies". These include bodies representing the interests of persons within the Local Plan area who share a protected characteristic under the

Equality Act 2010, voluntary organisations, and bodies representing persons carrying out business activities within the Borough.

3.16 In addition to engagement with general consultation bodies, the Council must also invite comments from "specific consultation bodies" prescribed by the Regulations. These comprise organisations with statutory responsibilities or interests in plan-making and include consultees such as the Environment Agency, the Highway Authority, Natural England and other prescribed organisations.

3.17 To progress through Gateway 1, the Council must demonstrate that appropriate governance, project management, financial and resourcing arrangements are in place. In addition to undertaking the Scoping Consultation, this includes:

- Establishing governance arrangements for Local Plan preparation;
- Preparing a Project Initiation Document;
- Establishing an appropriate budget and resource framework for delivery of the Local Plan;
- Preparing and maintaining a risk register;
- Maintaining an up-to-date Local Plan Timetable; and
- Preparing documentation using Government-prescribed templates where required.

Additional Changes to the Plan-Making System

3.18 Other principal changes introduced through the reforms to plan-making include:

- Promotion of a digital-first approach to plan production, including greater use of digital mapping, online consultation methods and more accessible documents.

- Removal of the Duty to Co-operate, although national policy expectations around effective cross-boundary engagement remain.

- Increased reliance on national planning policies for decision-making, reducing the need for Local Plans to repeat national policy requirements.

- Introduction of Spatial Development Strategies at a sub-regional level, which in Lancashire will be prepared through the Lancashire Combined County Authority.

3.19 In addition to the changes to the plan-making system, Government intends to publish a revised National Planning Policy Framework (NPPF) during Summer 2026. These reforms represent the most significant changes to national planning policy since introduction of the NPPF in 2012.

3.20 Once published, national policy will have greater weight in decision-making. Consequently, Local Plans are expected to become shorter documents focused primarily on local priorities and spatial matters.

3.21 New Local Plans should therefore focus on:

- A vision;
- Strategic objectives;
- A spatial strategy for sustainable growth over a 15–20 year period;
- Site allocations;
- Locally specific policies that do not duplicate national policy; and
- A digital policies map.

New plan-making requirements and its relationship with Local Government Reorganisation

3.22 As set out in the proposed Local Plan Timetable (Appendix 3), the new Local Plan is not anticipated to be submitted for examination before 1 April 2028. This broadly coincides with the proposed implementation date for the new unitary authorities across Lancashire as part of Local Government Reorganisation (LGR).

3.23 This creates a position whereby Hyndburn Borough Council will undertake the early stages of preparing the new Local Plan, whilst the later stages of the process, including examination and adoption, are likely to be the responsibility of the successor authority covering the Hyndburn area.

3.24 Whilst there can be no guarantee that a successor authority would continue to progress the new Local Plan, the Council remains under a statutory obligation to commence plan-making by 30 June 2026 and complete Gateway 1 by 31 October 2026. The Government has indicated that further guidance on the interaction between plan-making and Local Government Reorganisation is expected shortly.

3.25 Failure to progress to Gateway 1 could result in Government intervention through the exercise of statutory powers requiring the Council to undertake the mandatory plan-making activities.

3.26 Given the context of Local Government Reorganisation, it is considered prudent that early plan-making activity reflects the changing strategic landscape. The Scoping Consultation therefore includes a question seeking views on the cross-boundary issues that consultees consider should be addressed through the new Local Plan. During the period between June and October 2026, the Council expects to have greater certainty regarding the authorities with which it will form a new unitary authority under LGR. This

information could help inform the emerging strategic approach under the new authority and contribute to the development of a shared vision and objectives.

3.27 It is also considered prudent for the Council to engage with the Lancashire Combined County Authority, which is responsible for preparing the sub-regional Spatial Development Strategy (SDS), to help ensure that, where appropriate, the emerging vision and strategic objectives for the new Local Plan align with the wider sub-regional strategy.

3.28 The Council should also seek to work collaboratively, where appropriate, with the local authorities that may form part of the new unitary authority under LGR. Initially, this could include establishing a joint officer working group to share information on Local Plan progress, evidence requirements and emerging issues. Over time, there may be opportunities to commission evidence jointly, share technical work and develop common evidence where appropriate, helping to reduce duplication, make efficient use of resources and support a consistent strategic approach across the successor authority area.

3.29 Progression through Gateway 1 can be accommodated from existing Planning Policy budgets. Future stages of Local Plan preparation, including evidence commissioning and consultation, will require additional resources which will be considered through the Council's budget-setting process.

4.0 Alternative Options considered and Reasons for Rejection

4.1 The principal alternative available to the Council would be to take no further action and not commence preparation of the new Local Plan. However, this option is not recommended as the Regulations require the Council to progress through Gateway 1 by 31 October 2026. Completion of the Scoping Consultation is a mandatory requirement of that process and, without it, the Council would be unable to satisfy the Gateway 1 requirements and would place the Council at risk of failing to comply with its statutory obligations.

4.2 The do-nothing option could be considered in light of the uncertainty arising from Local Government Reorganisation (LGR). The Hyndburn area is expected to form part of a new unitary authority, and responsibility for preparing the Local Plan will ultimately transfer to the successor authority. Work required before Gateway 1 includes undertaking the Scoping Consultation, developing an engagement strategy and commencing the evidence base required to support the new Local Plan. This work will require officer time and financial resources, some of which may ultimately prove to be abortive if the successor authority decides to pursue a different approach to plan-making.

4.3 Notwithstanding the uncertainty associated with LGR, the Council remains subject to the statutory requirements of the Regulations. Whilst the Regulations provide for the withdrawal of a Local Plan in certain circumstances, they also confer powers on the Secretary of State to intervene where a local planning authority fails to fulfil its plan-making responsibilities. The Government has made clear its expectation that authorities continue to progress Local Plans under the new system. Consequently, pursuing the do-nothing option would expose the Council to a significant risk of Government intervention, including the exercise of statutory powers directing the Council to undertake the mandatory work required to progress through Gateway 1.

5.0 Implications

Financial implications (including any future financial commitments for the Council)	There are financial implications to creating a new Local Plan. The cost of a Scoping Consultation will be minimal (excluding staff time and capacity). However, much of the Local Plan evidence base is out of date and moving forward the Council is going to have to consider the overall cost implications of creating a new Local Plan and bringing that evidence base up to date.
Legal and human rights implications	Part of the specific legal requirements for a Scoping Consultation are that specific bodies are consulted that relate to the protected characteristics of the Equality Act. Detailed assessment is provided within the Customer First Analysis and in appended to this paper at Appendix 4.
Assessment of risk	The details concerning risk are set out in this paper at Section 4.
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 Customer First Analysis is appended to Appendix 4 of this report.

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

Appendix 1 - Scoping Consultation Document
Appendix 2 - Notice of Intention
Appendix 3 – Local Plan Timetable
Appendix 4 - The Customer First Analysis

8.0 Freedom of Information

8.1 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.

HYNDBURN – LOCAL PLAN SCOPING CONSULTATION JULY 2026

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1.0 Introduction

1.1 On 25 March 2026, the Government introduced regulations establishing a new plan-making system for local plans. Under the new system, local planning authorities are required to prepare and adopt local plans within 30 months, approximately half the time that the current system typically requires.

1.2 The revised process includes an initial stage of early engagement, followed by two formal rounds of public consultation and three gateway assessments. The first gateway assessment is undertaken by the local planning authority, while the second and third gateway assessments are led by the Planning Inspectorate. These gateway assessments are intended to identify and address key issues at an early stage and determine whether the plan is sufficiently progressed to proceed to independent examination.

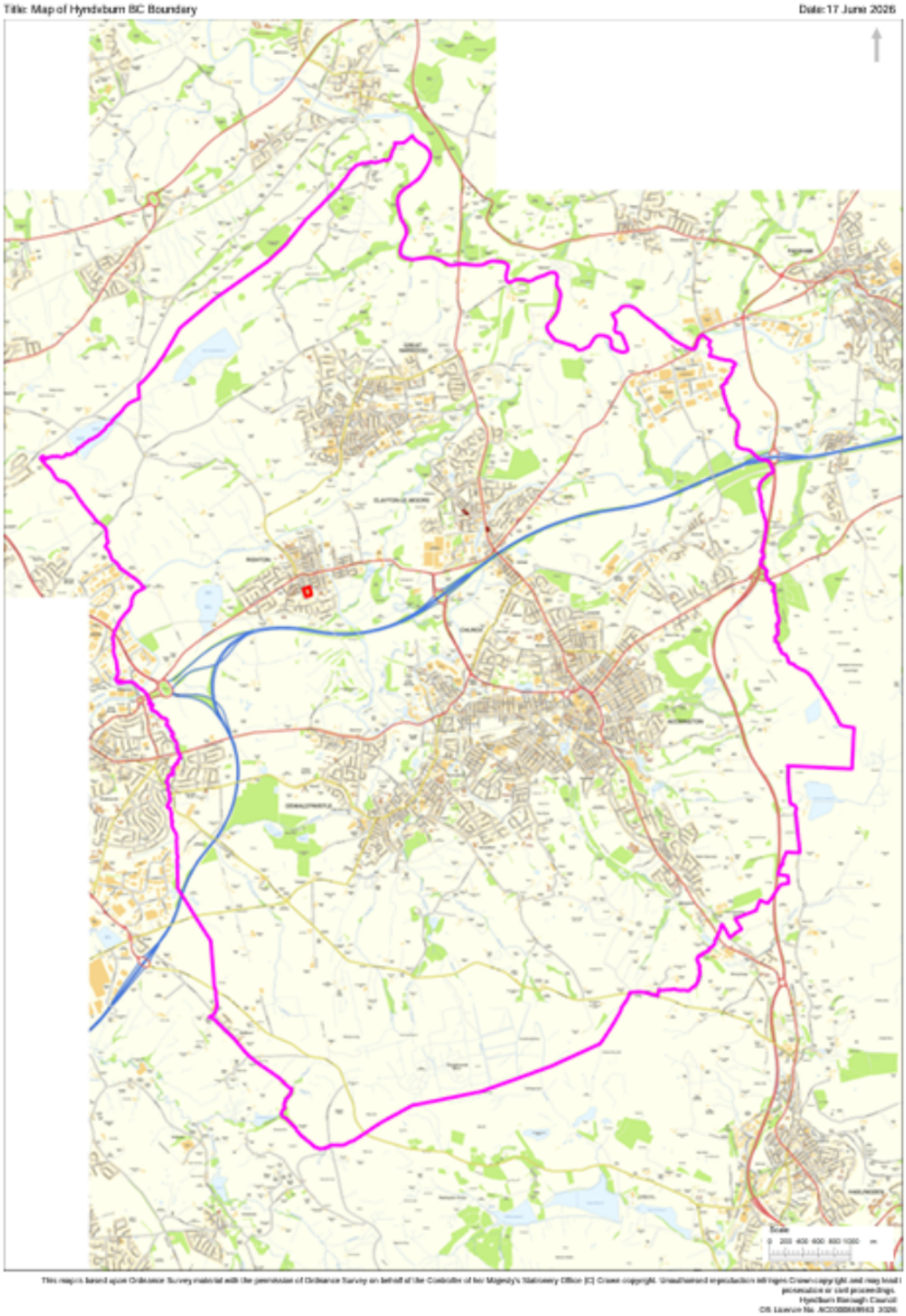
1.3 The independent examination is expected to commence within the 30-month plan-making period and, where possible, be completed within six months.

1.4 Hyndburn Borough Council submitted its Local Plan 2040 for independent examination on 10 March 2025 under the previous ("legacy") plan-making system. The Plan was examined against the December 2023 National Planning Policy Framework (NPPF) and was subsequently adopted by the Council on 16 July 2026.

1.5 The Government has required all local planning authorities that submitted a local plan for examination under the legacy system before 12 March 2025 to formally confirm their intention to transition to the new plan-making system by 30 June 2026. Hyndburn Borough Council met this requirement by submitting its Notice of Intention to Commence Plan-Making on 30 June 2026.

1.6 The Council will now prepare a new Local Plan under the revised plan-making system. This document, to be known as the **Hyndburn Local Plan**, will provide the planning framework for the whole of the Borough and will cover the administrative area of Hyndburn, as illustrated on the map below.

Figure 1: Hyndburn BC Boundary



Scoping Consultation

1.7 The first stage of consultation under the new plan-making system is the Scoping Consultation. This provides an opportunity for early engagement with residents, businesses, landowners, developers, infrastructure providers and other stakeholders to help shape the new Local Plan. We want to understand what issues the Plan should address, what opportunities should be explored and how people would like to be involved throughout the plan-making process.

1.8 To assist you in responding, this document sets out the matters that the Council considers relevant to the preparation of the Local Plan in accordance with Regulation 20 of the *Town and Country Planning (Local Planning) (England) Regulations 2026*.

1.9 The consultation will run from **[insert dates]**. Details of how to submit your comments are provided at the end of this document and on the Council's website: **[insert link]**.

Why are we preparing a new Local Plan?

1.10 Hyndburn Borough Council adopted the Local Plan 2040 in July 2026. However, the Government has introduced a new plan-making system which requires all local planning authorities to prepare a new style Local Plan under the *Town and Country Planning (Local Planning) (England) Regulations 2026*.

1.11 The Government's planning reforms are intended to increase the delivery of new homes, support economic growth and simplify the planning system. They also require councils to plan for revised housing requirements and prepare Local Plans using a new process and format.

1.12 Preparing an updated Local Plan will enable the Council to plan positively for future growth, identify the most suitable locations for new development and ensure that the necessary infrastructure is provided alongside it. Without an up-to-date Local Plan, there is an increased risk of speculative development coming forward in locations that are not identified as appropriate for growth, making it more difficult for the Council to manage development in the interests of local communities.

1.13 The new Local Plan must be prepared within a statutory 30-month timetable and will be produced primarily in a digital format, in line with Government requirements.

1.14 The Plan will establish a long-term vision and spatial strategy for Hyndburn, identify land for future development and include place-specific planning policies where these are needed. Many of the detailed development management

policies previously contained within Local Plans will instead be set nationally through the National Planning Policy Framework (NPPF).

1.15 The latest version of the National Planning Policy Framework can be viewed here: [insert link].

Call for Sites

1.16 Alongside this Scoping Consultation, the Council is undertaking a Call for Sites exercise. This invites landowners, developers and other interested parties to submit sites that they consider suitable for development or other land uses.

1.17 The information received will help the Council understand what land may be available for future development and assess whether sites are suitable, available, achievable and viable. Submitting a site does not mean that it will be allocated in the Local Plan.

1.18 Further information on the Call for Sites exercise is available here: [insert link].

Future Consultation Stages

1.19 Following the Scoping Consultation, there will be two further statutory consultation stages before the Local Plan is submitted for examination:

1. **Draft Local Plan** – consultation on the draft vision, objectives, spatial strategy, evidence base and emerging planning policies.

2. **Proposed Local Plan** – consultation on the full proposed Local Plan before it is submitted to the Secretary of State for independent examination.

Local Development Scheme

1.20 The timetable for preparing the Hyndburn Local Plan is set out in the Council's Local Development Scheme, which can be viewed here:

New Plan-Making System – Hyndburn Borough Council

2.0 National Changes to the Planning System

2.1 Over the last two years the Government has introduced significant changes to the planning system. These changes will have a direct influence on the preparation of the Hyndburn Local Plan and the decisions the Council must make. The key changes are outlined below.

Housing Requirement

2.2 The Government has introduced a new mandatory method for calculating the minimum number of homes that each local planning authority must plan for. This is known as the Standard Method and effectively sets the Borough's housing requirement.

2.3 The Standard Method is based on the existing housing stock within an area, with an additional uplift applied in locations where housing is less affordable. As housing in Hyndburn is generally more affordable than in many other parts of the country, no affordability uplift is applied. However, the new methodology still results in a significantly higher housing requirement than that contained in the adopted Local Plan.

Housing Requirement	Dwellings per year
Adopted Local Plan 2040	194
Government Standard Method	303

2.4 This represents an increase of 109 dwellings per year, or approximately 56%. As a result, the Council will need to identify additional land for housing within the new Local Plan. The housing requirement is set nationally and is not a matter over which the Council has discretion.

Green Belt

2.5 National planning policy has also changed in relation to the Green Belt. The Government now makes clear that, where there is an identified need for additional housing or employment land that cannot be accommodated elsewhere, this may justify changes to Green Belt boundaries through the Local Plan process.

2.6 As part of preparing the new Local Plan, the Council will therefore undertake a comprehensive review of the Borough's Green Belt.

2.7 The Government has also introduced the concept of Grey Belt land. This generally refers to land within the Green Belt that has previously been developed or makes only a limited contribution to the purposes of the Green

Belt, such as preventing urban sprawl or safeguarding the setting of historic towns.

2.8 National policy requires councils to consider Grey Belt land before releasing other Green Belt land for development. The Council will therefore update its Green Belt Assessment to identify whether any areas of Grey Belt exist and whether they may be suitable for development.

Brownfield Land

2.9 The Government has strengthened national policy in favour of developing brownfield land (previously developed land) before greenfield sites wherever possible. Hyndburn contains a significant amount of brownfield land and the Council will seek to maximise opportunities to regenerate these sites.

2.10 The accompanying Call for Sites exercise will initially focus on identifying suitable brownfield opportunities. Only where there is insufficient suitable, available and deliverable brownfield land to meet the Borough's development needs will additional greenfield sites be considered.

Housing Land Supply

2.11 Although the Council adopted the Local Plan 2040 in July 2026, it was prepared under the previous planning system and examined against the December 2023 National Planning Policy Framework.

2.12 The Government has introduced transitional arrangements for authorities in this position. These require councils with recently adopted "legacy" Local Plans to apply a 20% buffer when calculating their five-year housing land supply. For Hyndburn, this increases the housing requirement used for monitoring purposes from 194 dwellings per year to 233 dwellings per year.

2.13 If the Council cannot demonstrate a sufficient five-year supply of deliverable housing sites, national planning policy will apply a presumption in favour of sustainable development. This could make it more difficult for the Council to resist planning applications for housing that conflict with Local Plan policies.

Employment and Economic Growth

2.14 The Local Plan must also provide sufficient land to support future economic growth. An increase in the Borough's housing requirement is likely to result in population growth over the lifetime of the Plan. This will increase demand for employment opportunities and supporting infrastructure.

2.15 The Council will therefore consider whether additional land should be allocated for employment uses to support existing businesses, encourage inward investment and provide jobs for future residents.

Environmental Assessment

2.16 The preparation of the Local Plan must continue to be supported by environmental assessment.

2.17 The Council is required to undertake a Strategic Environmental Assessment (SEA) to assess the likely environmental effects of the Plan. Where necessary, a Habitats Regulations Assessment (HRA) will also be undertaken to consider potential impacts on internationally protected habitats and species.

2.18 Under the new plan-making system, the previous requirement to prepare a combined Sustainability Appraisal (SA) has been removed. However, the Council intends to broaden the Strategic Environmental Assessment by considering potential impacts on health and wellbeing, where appropriate.

2.19 The Council will also prepare an Equality Impact Assessment throughout the plan-making process to ensure that the Local Plan has appropriate regard to the needs of all sections of the community.

2.20 The Strategic Environmental Assessment will be published alongside each stage of consultation so that interested parties can comment on its findings.

3.0 Matters to be Considered in the Local Plan

3.1 The Local Plan will provide the framework for guiding development across Hyndburn over the plan period. It will consist of the following key elements:

- Vision – a description of what the Borough should look like by the end of the plan period.
- Objectives – the key aims the Local Plan will seek to achieve.
- Spatial Strategy and Spatial Policies – setting out where growth should take place and the overall approach to future development.
- Local Policies – place-specific planning policies that address issues unique to Hyndburn where these are not covered by national policy.
- Site Allocations – identifying land for future housing, employment and other development.
- Monitoring Framework – setting out how the Council will monitor the implementation and effectiveness of the Local Plan.
- Policies Map – illustrating geographically where the Local Plan policies and site allocations apply.

3.2 The Spatial Strategy forms the foundation of the Local Plan. It establishes the overall pattern of growth across the Borough, identifies the amount of development that is required and explains where that development should be located over the plan period.

3.3 The Spatial Strategy provides the framework for the more detailed policies and site allocations contained within the Local Plan. It seeks to direct development to the most sustainable locations, taking account of existing communities, infrastructure, environmental constraints and opportunities for regeneration.

3.4 The adopted Hyndburn Local Plan 2040 (Strategic Policies and Site Allocations) established a settlement pattern and hierarchy that focused growth within the Borough's urban areas and directed development to centres according to their role, function and accessibility.

3.5 As part of preparing the new Local Plan, the Council is seeking views on whether this overall approach remains appropriate or whether changes should be considered in response to the Government's planning reforms, the increased housing requirement and any changes to local circumstances.

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.
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.
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.

Table 1: Hyndburn Local Plan 2040 Spatial Development Strategy (Policy SP1)

QUESTION 4: Is the settlement pattern established by the Hyndburn Local Plan 2040 still the most appropriate strategy for delivering sustainable growth across the Borough?

QUESTION 5: Are there any alternative growth strategies or spatial approaches that the Council should consider as part of the new Local Plan?

3.6 The new Local Plan is expected to contain significantly fewer Local Policies than the current adopted Plan. This reflects the fact that many matters previously addressed through local policy are now covered by the national decision-making policies set out in the National Planning Policy Framework (NPPF), reducing the need for duplication.

3.7 However, there remain a number of issues that are specific to Hyndburn and which are likely to require locally distinctive planning policies. At this stage, the Council considers these to include:

- Houses in Multiple Occupation (HMOs) and specialist housing to meet the needs of groups who cannot readily access the open housing market, including older people, looked after children and people with disabilities.
- The Leeds and Liverpool Canal corridor.
- The regeneration of key brownfield sites, including former mills and industrial land.
- The Accrington Town Centre Action Area.

QUESTION 6: Are there any other local issues or topics that you think the Local Plan should address through locally specific planning policies?

3.8 The Local Plan will identify and allocate additional sites to meet Hyndburn's future development needs over the Plan period. To inform this process, the Council has launched a Call for Sites, inviting landowners, developers and other interested parties to submit sites for consideration. The Council is particularly keen to identify suitable brownfield sites that can support regeneration and make effective use of previously developed land.

3.9 Further information on the Call for Sites, including how to submit a site, can be found here: **ADD LINK**.

3.10 The Monitoring Framework is a standard component of the Local Plan. It sets out how the implementation and effectiveness of the Plan's policies will be monitored throughout the Plan period. This will enable the Council to assess whether the Plan is achieving its objectives and identify when policy reviews or other interventions may be required.

3.11 The Policies Map illustrates the geographical extent of the Local Plan's policies and site allocations. For the new Local Plan, the Council intends to produce an interactive digital Policies Map that will allow users to easily explore planning designations and site allocations. Each designation will include a direct link to the relevant Local Plan policy, making the document easier to navigate and use.

QUESTION 7: Are there any other local issues or matters that you think should be addressed in the new Local Plan?

Vision and Objectives

3.12 Every Local Plan must include a Vision and a set of Objectives. Together, these establish the long-term direction of the Plan and provide the overarching framework that guides its policies, site allocations and decision-making throughout the Plan period.

3.13 As the Council only recently adopted the Hyndburn Local Plan 2040 (Strategic Policies and Site Allocations) on 16 July 2026, it is appropriate to begin by considering whether the existing Vision and Objectives remain relevant and fit for purpose, or whether they should be updated to reflect changing circumstances and future aspirations for the Borough.

3.14 The Vision contained within the adopted Hyndburn Local Plan 2040 states:

> *"In 2040 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 high quality built and historic environment, 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."*

QUESTION 8: Is the Vision still appropriate for Hyndburn and does it provide the right long-term direction for delivering sustainable growth while protecting the qualities that people value and maintaining a high quality of life?

3.15 The adopted Local Plan is underpinned by five Strategic Objectives, which translate the Vision into a series of priorities for the Borough.

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"

3.16 A strong and resilient economy is fundamental to improving the quality of life of Hyndburn's residents. The Local Plan plays an important role in supporting economic growth by ensuring that sufficient land is available for businesses to invest, expand and create jobs, whilst protecting established employment areas from inappropriate development.

3.17 Hyndburn has significant economic strengths, particularly in advanced manufacturing, logistics and distribution, supported by strategic employment locations such as Altham Business Park and Whitebirk, together with excellent connections to the M65 and wider regional transport network. The Local Plan should continue to build on these strengths while supporting the growth of emerging sectors such as digital technologies, professional services, health and low-carbon industries.

3.18 Despite recent investment and business growth, Hyndburn continues to experience relatively low productivity, lower average resident earnings and higher levels of economic inactivity than national averages. Many of the Borough's higher-paid jobs are filled by people who commute into the area, meaning that the benefits of economic growth are not always retained within the local economy. The Local Plan should therefore seek to ensure that the opportunities created through new development are accessible to local communities and contribute towards reducing deprivation and improving social mobility.

3.19 The Borough's town and local centres also play an important role in supporting businesses, employment and community life. Like many centres across the country, they continue to face challenges arising from changing shopping habits, online retailing and changing patterns of working and leisure. The Local Plan should support the continued regeneration, adaptation and diversification of these centres, ensuring that they remain attractive, vibrant and economically resilient places.

3.20 This Strategic Objective reflects national planning policy and supports the ambitions of the Council and its strategic partners to deliver sustainable economic growth, improve productivity, attract investment and create better employment opportunities across Hyndburn.

QUESTION 9: Does Strategic Objective 1 continue to reflect the economic priorities of Hyndburn, or are there any additional issues that the new Local Plan should address?

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 Huncoat Garden Village"

3.21 Providing a wide choice of high-quality homes is fundamental to creating sustainable communities and supporting the Borough's future growth. The Local Plan should ensure that sufficient land is available to meet identified

housing needs while delivering homes that meet the needs of existing and future residents.

3.22 Hyndburn's housing stock is characterised by a high proportion of older terraced housing, with more than half of all homes built before 1919. Whilst these properties form an important part of the Borough's character, they do not always provide the range of housing required to meet modern needs. There remains a need to deliver a more balanced housing market by increasing the supply of larger family homes, accessible housing for older people and people with disabilities, affordable housing, specialist accommodation and other housing types that meet the needs of different groups within the community.

3.23 Although house prices in Hyndburn remain relatively affordable compared with many parts of the country, there is still a significant need for affordable housing. The Local Plan should therefore support the delivery of homes across a range of sizes, types and tenures to meet identified local needs and help residents access suitable housing throughout all stages of life.

3.24 Providing high-quality housing also plays an important role in supporting economic growth. A diverse housing offer can help retain existing residents, attract new households and provide homes close to employment opportunities, reducing the need to travel and supporting sustainable communities.

3.25 The Local Plan will support the Government's objective of significantly increasing the supply of homes by ensuring that sufficient deliverable and developable sites are allocated to meet housing requirements throughout the Plan period. It will also seek to ensure that the housing delivered reflects the needs of different groups within the community, including those requiring affordable housing, older persons' accommodation, accessible homes, self-build opportunities and accommodation for Gypsies, Travellers and Travelling Showpeople where a need is identified.

3.26 A key component of this objective will be the delivery of Huncoat Garden Village, alongside other sustainable housing developments across the Borough, helping to create a more balanced, diverse and resilient housing market.

QUESTION 10: Does Strategic Objective 2 continue to reflect Hyndburn's housing priorities, or are there any changes or additional issues that the Council should consider?

Strategic Objective 3

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

3.27 Improving the health and wellbeing of residents remains a key priority for the Local Plan. Although health outcomes have improved over time, there continue to be significant inequalities across the Borough, with life expectancy, levels of long-term ill health and participation in physical activity remaining below regional and national averages in some communities.

3.28 The planning system has an important role to play in creating healthy places. Well-designed development can encourage walking, cycling and other forms of physical activity, provide access to high-quality green spaces and recreation facilities, improve air quality and create safe, inclusive environments that promote physical and mental wellbeing.

3.29 Development proposals should embrace the contribution they can make to healthier lifestyles by incorporating, where appropriate, the principles of Active Design and creating places that encourage everyday physical activity. The Local Plan should also support access to healthcare facilities, community infrastructure and open spaces, helping to ensure that all residents have opportunities to live healthy and active lives.

QUESTION 11: Does Strategic Objective 3 continue to reflect the health and wellbeing priorities for Hyndburn, or are there any changes or additional issues that the Council should consider?

Strategic Objective 4

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

3.30 Protecting and enhancing the environment is fundamental to achieving sustainable development. The Local Plan should ensure that growth is delivered in a way that conserves the Borough's valued landscapes, biodiversity, heritage assets and green spaces, while supporting measures to mitigate and adapt to climate change.

3.31 Addressing climate change remains one of the Council's highest priorities. The Local Plan should promote development that is resilient to the impacts of climate change and supports the transition to a low-carbon future. This includes encouraging sustainable design and construction, improving energy efficiency, supporting renewable and low-carbon energy, reducing flood risk, promoting sustainable transport, protecting and enhancing green infrastructure and delivering biodiversity net gain.

3.32 Hyndburn benefits from a rich and diverse natural environment, including attractive countryside, woodland, waterways, parks, Local Nature Reserves and nationally important wildlife sites.

3.33 These environmental assets make an important contribution to biodiversity, climate resilience, health and wellbeing, recreation and the Borough's distinct identity. The Local Plan should seek to protect and enhance these assets for the benefit of current and future generations.

3.34 The Borough also has a distinctive built and historic environment, with listed buildings, conservation areas, historic parks and gardens and a legacy of industrial heritage that contributes significantly to local character and sense of place. The Local Plan should ensure that these heritage assets are conserved and, where appropriate, enhanced in accordance with national planning policy.

3.35 The Green Belt continues to play an important role in preventing urban sprawl, safeguarding the countryside and directing development towards sustainable locations. The Local Plan should continue to ensure that development within rural areas respects their character and setting while protecting the openness and purposes of the Green Belt.

QUESTION 12: Does Strategic Objective 4 continue to reflect Hyndburn's environmental, heritage and climate change priorities, or are there any changes or additional issues that the Council should consider?

Strategic Objective 5

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

3.36 Sustainable communities depend upon having access to a wide range of services, facilities and infrastructure that support people's daily lives. This includes healthcare, education, community facilities, open spaces, leisure and cultural facilities, digital connectivity, utilities and transport infrastructure.

3.37 The Local Plan should ensure that new development is supported by the infrastructure needed to make it sustainable. Where appropriate, developers will be expected to contribute towards the provision or improvement of infrastructure that is necessary to support new development and mitigate its impacts, in accordance with national planning policy and relevant legislation.

3.38 Protecting and enhancing community facilities, public open spaces and green infrastructure will remain an important priority. These assets contribute significantly to health and wellbeing, community cohesion, biodiversity and the overall quality of life enjoyed by residents.

3.39 The Local Plan should also promote development in locations that are well connected by walking, cycling and public transport, enabling people to access employment, education, healthcare, shops and other services without unnecessary reliance on the private car. Supporting sustainable transport, improving accessibility and maintaining an efficient strategic transport network will be important in helping to deliver economic growth, reduce carbon emissions and improve health outcomes.

3.40 Although Hyndburn benefits from relatively good accessibility within its urban areas, there remain opportunities to improve connections within the Borough and to neighbouring areas. The Local Plan should continue to support improvements to transport infrastructure and digital connectivity where they contribute to sustainable development and improve access to jobs, services and opportunities.

QUESTION 13: Does Strategic Objective 5 continue to reflect Hyndburn's priorities for infrastructure, community facilities and accessibility, or are there any changes or additional issues that the Council should consider?

Evidence Base

3.41 The Local Plan must be supported by a robust and proportionate evidence base. This evidence will ensure that the Plan is based on up-to-date information and that its policies and site allocations are justified by appropriate technical evidence.

3.42 As evidence is completed, it will be published on the Council's website in a digital, accessible and searchable format so that residents, businesses and stakeholders can view the information used to inform the preparation of the Local Plan.

3.43 The Council recognises that local government in Lancashire is expected to be reorganised, with new unitary authorities anticipated from 1 April 2028. As work on the Local Plan progresses, the Council will work closely with neighbouring authorities and other partners to ensure that evidence is commissioned efficiently and, where appropriate, jointly across authority boundaries. This will help achieve consistency, reduce duplication and make the best use of public resources.

3.44 Much of the existing evidence prepared to support the adopted Hyndburn Local Plan 2040 remains relevant. However, a number of studies will need to be updated to reflect changes in national planning policy, legislation, local circumstances and the extended Plan period.

Key Evidence	Area Covered (e.g. just LPA or broader) and justification for requiring the evidence
Strategic Environmental Assessment / Environmental Outcomes Report	A statutory requirement that assesses the likely environmental, social and economic effects of the Local Plan and informs sustainable decision-making throughout the plan-making process.
Habitats Regulations Assessment (HRA)	A statutory assessment of the potential effects of the Local Plan on internationally important nature conservation sites, including cumulative impacts where appropriate.
Equality Impact Assessment	A statutory assessment to ensure the Local Plan has appropriate regard to equality legislation and its potential impacts on protected groups.
Housing Needs Assessment	To identify future housing needs, including affordable housing, specialist accommodation and housing for different groups within the community. The previous assessment will require updating.
Housing Land Supply and Green Belt Assessment	To identify suitable land for housing development and review Green Belt matters where necessary, taking account of current national planning policy, including Grey Belt.
Call for Sites and Site Assessment	To identify and assess potential development sites and ensure sufficient land is available to meet future development needs.
Employment Needs Assessment	To identify future employment land requirements and support sustainable economic growth.
Strategic Flood Risk Assessment	To assess flood risk and inform site allocations and planning policies. A Level 2 assessment may also be required for specific sites.
Transport Assessment	To assess the transport implications of future growth and identify any mitigation or infrastructure improvements required.
Infrastructure Delivery Plan	To identify the infrastructure required to support development, including transport, education, healthcare, utilities, green infrastructure and digital connectivity.
Whole Plan Viability Assessment	To assess whether Local Plan policies and development requirements remain financially viable in light of current development costs and market conditions.

Key Evidence	Area Covered (e.g. just LPA or broader) and justification for requiring the evidence
Gypsy, Traveller and Travelling Showpeople Accommodation Assessment	To identify future accommodation needs over the Plan period.
Ecological Surveys and Local Wildlife Site Reviews	To ensure environmental information is up to date where changes have occurred or new development sites are proposed.
Open Space Audit	To review the quantity, quality and accessibility of open spaces across the Borough.
Playing Pitch and Outdoor Sports Strategy	To assess future sports pitch requirements and identify any deficiencies.
Built Sports Facilities Assessment	To review the provision of indoor sports and leisure facilities.
Retail and Town Centre Study	To assess the health of the Borough's centres and review retail evidence, town centre boundaries and changing shopping patterns.
Heritage Impact Assessments	To assess the impact of proposed allocations on heritage assets where necessary.

QUESTION 14: Are there any other evidence studies or technical assessments that the Council should prepare to help inform the new Local Plan?

QUESTION 15: Are there any strategic cross-boundary issues that Hyndburn Borough Council should work with neighbouring authorities and other organisations to address through the preparation of the new Local Plan? If so, please tell us what these issues are.

4.0 Getting Involved in the Local Plan Process?

4.1 The Council wants everyone who lives, works or has an interest in Hyndburn to have the opportunity to participate in the preparation of the new Local Plan.

4.2 The Government's new plan-making system places a much greater emphasis on digital engagement, making it easier for people to access information, view proposals and submit comments online. The Council supports this approach as it has the potential to reach a wider audience and make consultation more accessible and efficient.

4.3 However, the Council also recognises that not everyone has access to digital services or feels confident using them. It is therefore important that opportunities remain available for everyone to participate in the Local Plan process, regardless of how they choose to engage.

4.4 To achieve this, the Council is considering a range of engagement methods, including:

- Making hard copies of consultation documents available at the Council's main offices and local libraries, as required by the Regulations.
- Providing a telephone helpline to assist people who are unable to complete consultation responses online.
- Providing access to public computers at the Council's offices to enable residents to view documents and submit responses electronically.
- Making greater use of social media and other digital communication channels to raise awareness of consultations and encourage participation.
- Working with community organisations and representative groups to engage with people who may otherwise be less likely to participate.
- Holding briefings for Ward Councillors so they are well informed and able to support engagement within their communities.
- Hosting online presentations, webinars and virtual engagement events to explain proposals and answer questions.
- Ensuring that consultation documents, maps and response forms are accessible and easy to use on smartphones, tablets and other mobile devices.

4.5 The Council is committed to ensuring that the Local Plan process is open, inclusive and accessible, and welcomes suggestions for other ways in which people can be involved.

QUESTION 16: Do you have any suggestions for how the Council could improve public engagement and ensure that everyone has the opportunity to participate in the preparation of the new Local Plan?

How to respond to the consultation

4.6 In line with the Government's ambition to create a faster, more efficient and digital plan-making system, the Council has prepared an online consultation questionnaire to enable comments to be submitted electronically.

Complete the consultation online: ADD LINK

4.7 Your views are important and will help shape the scope of the new Local Plan. The feedback received during this consultation will assist the Council in developing a Plan that reflects the priorities and aspirations of local communities while planning positively for the Borough's future.

4.8 The consultation will run for six weeks, from **XXXXX to XXXXX**. The online questionnaire is the quickest and most efficient way to submit comments. Responses submitted online are recorded automatically, helping the Council to process and analyse consultation responses more efficiently.

4.9 To ensure that all responses can be considered consistently, the Council will only accept comments submitted through the online consultation questionnaire. Separate documents, including PDFs and other attachments, will not be accepted as consultation responses.

4.10 In accordance with the Plan-Making Regulations, copies of the Scoping Consultation document will be available to view at:

- Scaitcliffe House, Ormerod Street, Accrington, Lancashire, BB5 0PF.
- All public libraries within the Borough

4.11 If you are unable to access the online questionnaire because you do not have access to the internet or require assistance in submitting your response, please contact the Planning Policy Team:

Email: planningpolicy@hyndburnbc.gov.uk
Telephone: 07748 453552

Next Steps

4.12 The Council will publish a summary of the consultation responses and explain how they have informed the next stage of plan preparation.

4.13 There will be two further opportunities for public consultation before the Local Plan is submitted for independent examination. These future consultations will provide opportunities to comment on the draft policies, development strategy and proposed site allocations before the Plan is finalised.

4.14 Further information on the Local Plan timetable can be found here: New Plan-Making System – Hyndburn Borough Council

Hyndburn Borough Council

Customer First Analysis

EQUALITY FRAMEWORK FOR LOCAL GOVERNMENT ACHIEVING

LOCAL PLAN SCOPING CONSULTATION

What is it for?

Since 1 April 2011, we have a legal duty uner the Equality Act 2010, which 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.

The Analysis should be **proportionate** to the policy decision being taken and included when a decision is being taken on the Policy. 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.

Customer First Analysis

1. Purpose

- What are you trying to achieve with the policy / service / function?
  The Scoping Consultation is a mandatory part of the local plan process to help the Council set the vision, objectives and create an engagement strategy for the local plan.
- Who defines and manages it?
  It is defined by the Government and is part of the regulations covering local plan-making. The management of the Scoping Consultation is in the Planning Department.
- Who do you intend to benefit from it and how?
  Those who wish to engage with the local plan process, residents, business and other agencies.
- What could prevent people from getting the most out of the policy / service / function?
  Those who wish to engage with the local plan process will, there is nothing preventing them from doing so.
- How will you get your customers involved in the analysis and how will you tell people about it?
  The Scoping consultation document will be available on the Council`s website, as a hard copy in the offices and libraries, it will be advertised on the Councils social media. Relevant emails will be sent out to those persons already on the Council`s local plan consultation database and who fall into those parties under the regulations that the Council has to consult.

2. Evidence

- How will you know if the policy delivers its intended outcome / benefits?
  The Council will pass through Gateway 1 of the local plan making process.
- How satisfied are your customers and how do you know?
  Everyone is the local plan customer, we do not know how satisfied they are – it depends on who they are, developers who have their land allocated will be very satisfied, the neighbours it affects will not be satisfied.
- What existing data do you have on the people that use the service and the wider population?
  The Council has a consultation database for the local plan which is presently being updated so it complies with GDPR.
- What other information would it be useful to have? How could you get this?
  None
- 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)?
  The regulations state that the Council has to consult General Consultation Bodies which includes those bodies who fall into the equality groups. It is part of the local plan process that this is done and the local plan has to produce an equality impact assessment.
- Are you using partners, stakeholders, and councillors to get information and feedback?
  Yes that's why we are carrying out a scoping consultation for the local plan.

3. Impact

- Are some people benefiting more – or less - than others? If so, why might this be?
  No

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?

The process of the local plan has not progressed that far yet to make any judgements about who benefits.

- Is it discriminatory in any way?
  No
- Is there a possible impact in relationships or perceptions between different parts of the community?
  The process of the local plan has not progressed that far yet to make any judgements about who benefits.
- What measures can you put in place to reduce disadvantages?
  The process of the local plan has not progressed that far yet to make any judgements about who benefits.
- Do you need to consult further?
  There are statutory consultation stages in the creation of the local plan, these are governed by regulations.
- Have you identified any potential improvements to customer service?
  No
- Who should you tell about the outcomes of this analysis?
  There is a statutory requirement to publish the results of the Scoping Consultation
- Have you built the actions into your Business Plan with a clear timescale?
  There is a requirement to set a budget and timetable for the local plan – this has yet to be done.
- When will this assessment need to be repeated?
  This consultation is only carried out once at the start of the local plan-making process – it is only repeated when the Council review the plan – 5 years after adoption.

Anne Shorland

Name:_____ Signed: _____

Service Area:___Planning and Transportation_____
Dated:_____8 July 2026_____

If applicable, please attach copy of – or website link to - the cabinet report for reference.

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REPORT TO:		Full Council	
DATE:		16 July 2026	
PORTFOLIO:		**Councillor Munsif Dad BEM JP - Leader of the Council**	
REPORT AUTHOR:		Jane Ellis – Executive Director (Legal & Democratic Services)	
TITLE OF REPORT:		DBS checks for councillors	
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 agree a protocol for the conduct of an annual basic DBS check for each councillor and to agree that the protocol becomes part of the Council's constitution.

2. Recommendations

2.1 That Council agrees that all councilors will be asked to undergo an annual basic Disclosure and Barring Service (DBS) check; and

2.2 That Council approves the protocol for the carrying out of such checks attached as an Appendix to this report and agrees that the protocol becomes part of the Council's written constitution.

2.3 That Council agrees to meet the cost of the DBS checks.

3. Reasons for Recommendations and Background

3.1 There is no current statutory requirement for councillors to undergo Disclosure and Barring Service ("DBS") checks in respect of previous criminal convictions, but a number of council's have introduced these as a safeguarding initiative, given that councillors do interact with the public as part of their ward work, including children and vulnerable adults. For example, councillors sometimes see constituents in their homes and may sometimes attend school events in their capacity as a councillor.

3.2 The sole purpose of carrying out DBS checks for councillors is safeguarding. However, the nature and frequency of HBC councillor's contact with children and vulnerable adults would meet the criteria for a basic DBS check only. As the Council does not have education or social care functions, HBC councillors do not, as a matter of law, meet the criteria for standard or enhanced DBS checks.

3.3 There are four levels of DBS checks and legislation sets out when these may be requested. The four levels are as follows:

Basic check

A basic check will contain details of "unspent" convictions and cautions as defined in the Rehabilitation of Offenders Act 1974. Most convictions or cautions become 'spent' after a specific amount of time. This might be after a few months or years, or straight away.

Anyone can ask for a basic check to be carried out and can apply online. A basic check costs £21.50. A councillor could apply for their own basic check, or the Council could do so on their behalf with their written consent.

Standard check

This check contains "spent" and "unspent" convictions, cautions, reprimands and warnings held on the Police National Computer. These checks are used in respect of specific professions, such a s law, finance and the security industry. The list of specified professions does not include councillors.

An individual cannot apply for a standard check as they can for a basic check. The application for a standard check must be by a "registered body", normally a recruiting organisation / prospective employer, and the request must be made in accordance with legislation.

Enhanced check

This check includes the information contained in a standard check, plus information may also be supplied by a relevant police force if it is decided that the information is relevant and ought to be shared.

These checks are normally appropriate for people working with children or for people providing health or personal care to adults.

An individual cannot apply for an enhanced check as they can for a basic check. The application for an enhanced check must be by a registered body, normally a recruiting organisation or prospective employer, and the request must be made in accordance with legislation.

Enhanced check with Barred Lists check

This check includes the information contained in an enhanced check, together with an additional check on the child and / or adult barred lists.

An enhanced check with DBS barred lists checked is suitable for people working with children or people providing health or personal care to adults.

An individual cannot apply for an enhanced check with barred lists as they can for a basic check. The application for an enhanced check with barred lists must be by a

registered body, normally a recruiting organisation, and made in accordance with legislation.

“Working with adults”

An enhanced check may be carried out for a councillor who discharges local authority social services functions which relate wholly or mainly to adults who receive a health or social care service. This can include a cabinet member who discharges these social care functions or a member of any committee discharging such functions.

As Hyndburn does not have adult social care functions, this does not apply to HBC councillors.

“Working with children”

A person is entitled to an enhanced check if they are engaged in a “regulated activity” relating to children. “Regulated activity" includes teaching or advising children, driving a vehicle for children, providing health or social care, registering to be a foster carer or a childminder, or working in a specified establishment such as a school, nursery, children’s centre etc. There are also additional requirements to be eligible for an enhanced check which depend on the time spent on the “regulated activity”, and whether the person is supervised whilst engaged in the activity etc.

As Hyndburn does not have children’s services or education functions, this does not apply to HBC councillors.

3.4 The proposal is therefore that the Council will adopt a policy that requests all councillors to undergo a basic DBC check annually and the cost of this will be met by the Council. Councils undertaking even basic checks usually have a protocol to govern the process and a proposed protocol is attached for approval as an appendix to this report.

3.5 There is no legal requirement for councillors to have a basic DBS check, and some councillors may consider that a Council request that they undergo a DBS check is a breach of their privacy. Hopefully such objections would be offset by the safeguards in the proposed protocol, which recognises that the checks are carried out for safeguarding purposes only. For example, a copy of the disclosure certificate will not usually be retained by the Council, unless it reveals safeguarding concerns, and the sharing of that information is strictly limited as set out in the protocol.

3.6 DBS certificates are accurate on the day of issue, but are not guaranteed to be accurate after that. To that extent they do not guarantee that a councillor isn’t a potential safeguarding risk. However, by undertaking annual DBS checks, the Council will be taking reasonable and proportionate steps to mitigate any risk to the public.

4. Alternative Options considered and Reasons for Rejection

4.1 The Council is not required to carry out DBS checks in respect of councillors, so the Council could decide not to agree the recommendations in this report.

5. Consultations

5.1 The Leaders Policy Development Board has been consulted about the proposed protocol, which met with broad cross-party support.

6. Implications

Financial implications (including any future financial commitments for the Council)	A small annual budget would be needed to meet the cost of the basic DBS checks (approximately £752).
Legal and human rights implications	These are outlined in section 3 of this report.
Assessment of risk	There is no legal requirement for councils to carry out DBC checks, so there are no risks if the Council does not agree the recommendations in this report. Similarly, adoption of DBS checks appears low risk, provided that appropriate safeguards are put in place. The attached protocol is intended to address risk and to ensure that confidentiality is appropriately respected.
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.*	None.

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

7.1 There are none.

8. Freedom of Information

8.1 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.

Appendix

HYNDBURN COUNCIL

DISCLOSURE AND BARRING SERVICE CHECKS FOR COUNCILLORS PROTOCOL

The Council wishes to protect its most vulnerable residents and takes its safeguarding obligations seriously.

Councillors will come into contact with children and vulnerable adults in a variety of ways, occasionally in their homes (for example, when undertaking ward work). The Council therefore requests all Councillors to undergo a basic DBS check every year for safeguarding purposes.

There is no legal requirement for councillors to undergo to a DBS check. All councillors are urged to consent to an annual basic DBS check and to undertake any safeguarding training provided by the Council.

The Process

Application

Councillors will be asked to apply online for a basic DBS check within 28 days of this protocol being adopted by the Council and then every 12 months afterwards while they remain in office.

Newly elected councillors will be asked to apply online for a basic DBS check within 28 days of their election and then every 12 months afterwards while they remain in office.

The Council can request the DBS check with the relevant councillor's consent.

The Council will reimburse councillors for the cost of the DBS check and will assist councillors to submit the DBS application if they request this.

NB: It is unlikely that councillors will be eligible for a standard or enhanced DBS check. However, councillor roles will be assessed by the Monitoring Officer, in consultation with the Council's safeguarding lead, after each year's annual general meeting, when councillor appointments have been finalised. Councillors assessed as undertaking regulated activities, and therefore requiring a standard or enhanced DBS check, will then be advised accordingly and the Council will meet the cost of the required DBS check.

Receipt of the DBS certificate

The DBS certificate will be sent directly to the relevant councillor. Within 14 days of receipt of the DBS certificate, the relevant councillor will show the original DBS certificate to the Monitoring Officer, who will keep a record that the certificate has been inspected. This record will be retained by the Monitoring Officer whilst the relevant councillor remains in office and will then be securely destroyed.

Copies of DBS certificates will not be kept by the Council, but the Monitoring Officer may take a record of convictions revealed by the DBS certificate. This record will be held securely for 6 months and will then be securely destroyed.

Once a councillor has produced their annual DBS certificate to the Monitoring Officer, the relevant councillor's details on the Council's website will be updated to record this.

Disclosure information will only be used by the Council for the specific purpose for which it is requested. In accordance with Section 124 of the Police Act 1997 disclosure information will only be passed to those people who are authorised to receive it in the course of their duties. The Monitoring Officer will maintain a record of the date a check was requested, the date a response was received and a list of all those to whom the disclosure information has been revealed, together with other relevant information. It is a criminal offence to pass this information to anyone who is not entitled to receive it.

What Happens if a Check Reveals an Offence?

If the DBS certificate raises potential safeguarding concerns a risk assessment will be carried out by the Monitoring Officer in conjunction with the Council's safeguarding lead. If appropriate, the Chief Executive and / or the Monitoring Officer will then discuss these concerns with the individual councillor and their political group leader, if they have one. This discussion will seek to agree any actions considered necessary to safeguard the public. If agreement cannot be reached in this regard the Monitoring Officer shall refer the matter to the Council's Standards Committee for consideration.

In considering any convictions disclosed, the following will be taken into account:

- The significant / severity of the offence
- The amount of time that has elapsed since the date of conviction
- Whether public confidence in the positions held by the councillor could be adversely affected and to what extent
- Whether the matter could be dealt with a s a breach of the Council's code of conduct.

Failure to have a DBS check

If a councillor fails to comply with the requirement to undergo an annual basic DBS check, the Monitoring Officer will notify the relevant political group leader and relevant group whip who will decide on any action to be taken.

If the councillor is not a member of a political group, the Monitoring Officer will discuss the matter with the councillor concerned. If the councillor does not then agree to apply for a DBS check the Monitoring Officer will notify the Council's Standards Committee accordingly and the Standards Committee may make recommendations as to any action to be taken.

REPORT TO:		Council	
DATE:		16 July 2026	
PORTFOLIO:		**Councillor Munsif Dad BEM JP, (Leader of the Council)**	
REPORT AUTHOR:		Julian Joinson, Members Services Manager	
TITLE OF REPORT:		Matters Exempted from the Call-In Procedure	
EXEMPT REPORT (Local Government Act 1972, Schedule 12A)	**No**	Not applicable	
KEY DECISION:	**No**	If yes, date of publication:	N/A

1. Purpose of Report

1.1 To update the Council in respect of recent executive decisions taken as a matter of urgency where the decision has been exempted from the Call-In Procedure.

2. Recommendations

2.1 To note the report on recent executive decisions taken as a matter of urgency.

3. Reasons for Recommendations and Background

3.1 Rule C14 of the Overview and Scrutiny Procedure Rules sets out the provisions allowing for a period of Call-In by members of a relevant Overview and Scrutiny Committee, in respect of certain executive decisions. That Paragraph includes the detailed procedures which support this arrangement.

3.2 Paragraph C14(i) states that the call-in procedure shall not apply where the decision being taken by the executive is urgent. A decision will be urgent if any delay likely to be caused by the call-in process would seriously prejudice the Council's or the public interest. The record of the decision and notice by which it is made public shall state whether in the opinion of the decision making person or body, the decision is an urgent one, and therefore not subject to call-in and the reason for that opinion. The Mayor must agree both that the decision proposed is reasonable in all the circumstances and to it being treated as a matter of urgency prior to the decision being taken. Provision is also made for consent to be obtained in the absence of the Mayor.

3.3 In addition to the above, Paragraph C14(i) states that decisions taken as a matter of urgency must be reported to the next available meeting of the Council, together with the reasons for urgency.

3.5 Recent urgent executive decisions, or Cabinet decisions where the Call-In procedure has been suspended, are summarised in Section 4 below.

4. Urgent Executive Decisions Taken

4.1 The following urgent executive decisions have been taken within the last reporting period.

4.2 Lease of Land at Bolton Avenue Playing Fields, Huncoat

The decision and reason for urgency is summarised below:

Decision (taken by the Cabinet on 22nd April 2026)

To advertise the disposal of public open space and, subject to consideration of any objections received, to grant approval for the grant of a lease of land at Bolton Avenue Playing Fields, Huncoat to Huncoat United JFC and to approve delegated powers to officers to agree the detailed terms and to complete any legal documentation.

Reason for Urgency

There were significant time constraints around this proposal. The football pitch would be handed over to the Council in July/August 2026 from United Utilities at which point the Council would need all consents and a lease in place to enable Huncoat United JFC to take possession of the pitch at that time (i.e. the start of the new season). There would not be the time to secure the necessary consents and complete the legal process if the Council could only secure Cabinet Authority in June, in the event that the call-in process was invoked.

4.3 Provision of Grant Funding to Accrington Stanley Community Trust and Lease for Livingstone Road

The decision and reason for urgency is summarised below:

Decision (taken by the Cabinet on 22nd April 2026)

To make a grant to ASCT as a contribution to the construction of two padel courts at the Stanley Sports Hub on Thorneyholme Road, subject certain compliance and consent matters, and to finalise the detailed lease arrangements affecting the site.

Reason for Urgency

This decision could not wait until the next scheduled Cabinet meeting, in the event that the call-in process was invoked, as the construction works needed to commence in May 2026 to enable it to be completed before the wet winter weather and the lease

agreement needed to be progressed to enable ASCT to submit an application for grant funding to external funders later this year.

4.4 Management of Sports Pitch Bookings

The decision and reason for urgency is summarised below:

Decision (taken by the Cabinet on 22nd April 2026)

To approve the waiving of the Council's Contract Procedure Rules to appoint Hyndburn Leisure to manage sports pitch bookings for King George V Playing Fields, Memorial Park and White Ash Playing Fields, to approve the duration of the proposed agreement, to delegate the agreement of terms to officers and to note those elements remaining within the responsibility of the Council.

Reason for Urgency

This decision could not wait until the next scheduled Cabinet meeting, in the event that the call-in process was invoked, as the handover to the new provider needed to be implemented after the end of the playing season so the booking procedures could be in place prior to the start of the new season.

4.5 Accrington Market Hall – Rents and other Terms of Trading

The decision and reason for urgency is summarised below:

Decision (taken by the Cabinet on 22nd April 2026)

To confirm agreement to negotiations taking place with existing Market Hall traders on the basis set out in detail in the report and to note the financial impact and possible budget implications for 2027/28.

Reason for Urgency

This decision could not wait until the next scheduled Cabinet meeting, in the event that the call-in process was invoked, as the Council needed to make progress on negotiations with existing market traders and to instruct the Council's consultants to commence marketing activities for additional new traders. Any delay would jeopardise the proposal to re-open the Market Hall in mid-November 2026, to coincide with the Christmas Lights Switch-On events.

4.6 Disposal of Freehold Interest in Land at North side of Walter Street and South side Hindle Street / Oxford Street, Accrington BB5 1QX

The decision and reason for urgency is summarised below:

Decision (taken by the Cabinet on 22nd April 2026)

To agree to the disposal of the Council's freehold reversionary interest in land and premises at North side of Walter Street and South side Hindle Street / Oxford Street and to delegate to officers the authority to finalise the terms and conditions of the proposed sale and to complete the conveyancing.

Reason for Urgency

The decision represented a significant capital receipt for the Council and there was a need to maintain the momentum of the transaction. A delay until the June Cabinet meeting could jeopardise the disposal.

4.7 Town Centre Levelling Up Funded Projects

The decision and reason for urgency is summarised below:

Decision (taken by the Chief Officer/Head of Service on 4th June 2026)

To approve the waiving of the Council's Contract Procedure Rules to appoint Conception Design Associates Limited (CDA) of Preston, for the manufacture and installation works for the kitchens, pot wash and bar area within Accrington Market Hall and to delegate authority to officer to enter into the necessary legal agreement.

Reason for Urgency

Approval to the decision could not await the next scheduled Cabinet meeting as the works order needed to be placed before that date if the Council was to keep the price within the project budget and to enable works to be completed in time for the November reopening.

4.8 Copies of the full reports relating to the decisions described at paragraphs 4.2 – 4.6 are not for publication, as they contain exempt information under the Local Government Act 1972, Schedule 12A, Paragraph 3 - relating to the financial or business affairs of any particular person (including the authority holding that information)

4.9 A copy of the report relating to the decision described at paragraph 4.7 can be viewed on the Council's website within the Cabinet Agenda for 24th June 2026 (see link below)

https://democracy.hyndburnbc.gov.uk/documents/s23895/a%20Town%20Centre%20LUF%20Funded%20Projects.pdf

5. Alternative Options considered and Reasons for Rejection

5.1 None

6. Consultations

6.1 None undertaken in respect of this report.

7. Implications

Financial implications (including any future financial commitments for the Council)	These are considered within the urgency consent forms and original reports
Legal and human rights implications	These are considered within the urgency consent forms and original reports
Assessment of risk	These are considered within the urgency consent forms and original reports
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.*	These are considered within the urgency consent forms and original reports

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

8.1 Nil

9. Freedom of Information

9.1 The report does not contain exempt information under the Local Government Act 1972, Schedule 12A and all information (except the original reports noted at Paragraphs 4.2 – 4.6 above) can be disclosed under the Freedom of Information Act 2000.

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CABINET

Wednesday, 18th March, 2026

Present: Councillor Munsif Dad BEM JP (in the Chair), Councillors Vanessa Alexander, Scott Brerton, Stewart Eaves, Melissa Fisher, Clare Pritchard and Kimberley Whitehead

In Attendance: Councillors Danny Cassidy, David Heap, Zak Khan and Kath Pratt and Mr Shahed Mahmood (Co-opted Member of the Special Scrutiny Committee)

Apologies: Councillor Ethan Rawcliffe

The Leader of the Council, Councillor Munsif Dad, indicated that as this meeting fell within Ramadan, he would hope to be in a position to close the meeting by no later than 6.10pm.

344 Apologies for Absence

Apologies for absence were submitted on behalf of Councillor Ethan Rawcliffe.

345 Declarations of Interest and Dispensations

Councillor Melissa Fisher made the Cabinet aware of her employment by Lancashire County Council, which was the provider of funding for the services mentioned in the following items:

- Item 8 – Healthy Weight Management Services;
- Item 9 – Smoke Free Programme Services; and
- Item 10 – Holiday Activity and Food Programme Services.

Councillor Melissa Fisher also declared a personal interest in the following items, in the light of her outside body appointment as a Member of the Hyndburn Leisure Board, the provider of the services referred to:

- Item 5 – Provision of Leisure Services;
- Item 8 – Healthy Weight Management Services;
- Item 9 – Smoke Free Programme Services; and
- Item 10 – Holiday Activity and Food Programme Services.

There were no declarations of dispensations made on this occasion.

346 Minutes of Cabinet

The minutes of the meeting of the Cabinet held on 18th February 2026 were submitted for approval as a correct record.

Resolved – That the Minutes be received and approved as a correct record.

347 Reports of Cabinet Members

Leader of the Council

Councillor Munsif Dad BEM JP announced that, as there was a relatively large agenda and that there were some time constraints as to members' availability, there would be no Portfolio Holder announcements on this occasion.

348 Provision of Leisure Services within Hyndburn

In accordance with Regulation 10(1)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the proper officer had informed Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny Committee, that it was intended that the following key decision would be made by Cabinet on 18th March 2026, under the General Exception provisions, on the grounds that the decision was urgent and could not reasonably be deferred.

Members considered a report of Councillor Munsif Dad, Leader of the Council, presenting options to Cabinet for securing the long-term provision of leisure services within Hyndburn.

Councillor Dad provided a brief introduction to the report, highlighting the main issues addressed in the report which included the following:

- The award of new 30-year leases to Hyndburn Leisure ("HL");
- The proposed write off from trading debt between HL and the Council;
- Compliance with subsidy control legislation;
- Payment of the annual financial support payment to Hyndburn Leisure in respect of the 2026/27 financial year; and
- The potential release of bad debt provisions from Council's balance sheet.

Councillor Zak Khan commented that he supported, in principle, the writing off of the trading debt, but enquired about the following

- whether the figure of £1,624m was the entire debt owed;
- whether HL could adequately maintain the buildings in the longer term under a full repairing lease; and
- what improvements to the financial management arrangement had been realised as a result of the negotiations with HL.

Martin Dyson Executive Director (Resources) confirmed that the total debt figure was as reported. The Leader responded that a 30-year lease would enable HL to attract in additional funding and it had a track record of doing so previously. Regarding improved outcome, the Council had set out some key requirements which were being monitored. The Portfolio Holder, Executive Director (Resources) had regular meetings with HL. Going forward:

- HL would manage their own Human Resources function in full;
- The Town Hall would come back into the Council's responsibility in 2027; and
- The subsidy required over the last few years would be minimised.

Overall the Council wanted HL to continue, to prosper and to have a good working relationship with the authority.

Approval of the report was deemed a key decision.

Reasons for Decision

HL hade been the operating the Council's leisure facilities since April 2002 and currently managed the following venues on behalf of the Council:

- Hyndburn Leisure Centre;
- Mercer Hall;
- Cath Thom Leisure Centre / Wilsons site including playing fields, athletics track and sports pitches;
- Accrington Town Hall;
- Oswaldtwistle West End Community Centre; and
- Bank Mill House Community Centre.

The Council had undertaken a review of its Leisure Management options in 2024 as it had been over twenty years since the current delivery arrangements had been set up, and both the Council and HL recognised that a lot had changed in that time.

The Council and HL had agreed that it was sensible to review the current operating model to ensure that it was still the best way to deliver community leisure services in the Borough and that it still represented best value for the Council and its residents, particularly in view of the following:

- The approaching expiry of the current leases of Hyndburn Sports Centre, Mercer Hall Leisure Centre and Accrington Town Hall.
- The closure to the public of Mercer Hall Leisure Centre and swimming pool and the ongoing work to identify ways to redevelop and repurpose the same as a community facility.
- The construction by the Council, (with the assistance of grant funding from Sport England) of a new sports and leisure facility at Wilson Playing Fields, (Cath Tom Lesiure Centre) and the need to determine how this would be managed.
- The hope that the new, energy efficient leisure centre at Wilson Playing Fields and the repurposed Mercer Hall facility would operate with reduced running costs; and
- A reduction in VAT benefits that had once been available to HL and the recent increased costs associated with leisure provision in the Borough.

The Government had recently announced plans to reorganise two tier local government within the next two to three years (LGR), which was not contemplated by the leisure management review or the leisure options report. In the circumstances, it had been agreed that the Council would take a pragmatic approach and that the Council and HL would work together to agree a strategy for community leisure provision over the next few years.

Over the last year the Council and HL had agreed an approach that involved increasing health and wellbeing outcomes and reducing financial subsidy requirements, linked to the opening of the new Cath Thom Leisure Centre and the repurposing works recently undertaken at Mercer Hall.

The Council's Medium Term Financial Strategy envisaged financial support to HL being required at the following levels subject to Cabinet approval and subsidy control compliance:

MTFS Forecasts	Subsidy from

	Council
2024/25 – Actual Paid	£1,000,000
2025/26	£700,000
2026/27	£500,000
2027/28	£350,000

The report provided further detailed information in respect of the following matters:

- Lease arrangements;
- Current year financial position;
- Outstanding debt position; and
- Proposed grant subsidy and Subsidy Control Implications

Alternative Options considered and Reasons for Rejection

The Council could convert trading debt into a loan. This was not considered to be feasible for the following reasons –

- The loan would need to be over a long period to enable HL to repay it;
- Repayments would be high based on a 15-year loan; and
- The loan would need to be at market value or be subsidised.

It has been confirmed that any increase in loan would not be affordable unless it was matched by increased subsidy.

The Council could charge rent at market value for Hyndburn Leisure Centre and / or the Cath Thom Leisure Centre. This was not recommended as it would increase HL's costs and therefore impact any financial subsidy reductions that had been agreed thus resulting in a request for increased subsidy.

The Council could decide not to pay the financial support of £500,000 proposed for 2026/27 or pay a lesser amount. However, HL has budgeted on the assumption that the monies would be received. Any reduction in the same would impact upon HL's financial viability and could lead to increased charges to customers and / or a reduced level of service provision to the detriment of residents.

HL being responsible for their own payroll services would cease the need for the Council to be a registered payroll agent and comply with HMRC requirements for compliance, authorisation, data protection and anti-money laundering services.

Resolved

(1) That, having considered the compliance assessment attached as Appendix 1 to the report and being satisfied that the following are consistent with the subsidy control principles:

i) Cabinet agrees to accept the surrender of HL's current lease of Hyndburn Sports Centre and to grant HL a new lease of the same for a 30-year term commencing on 1st April 2026 at a peppercorn rent, with HL taking on full responsibility for repairs and insurance and with the mutual break clause detailed in section 4.6 of the report; and

ii) Cabinet agrees to accept the surrender of HL's current lease of Wilsons Paying Fields and the Cath Thom Leisure Centre and to grant HL a new lease of the same for a 30 year term commencing on 1st April 2026 at a peppercorn rent, with HL taking on full responsibility for repairs and insurance and with the mutual break clause detailed in section 4.6 of the report below ; and

iii) Cabinet agrees to write off HL's trading debts of £1.624m currently owed to the Council subject to satisfaction of the conditions set out in paragraph 6.6 of the report.

iv) Cabinet agree the £500,000 financial support payment to HL for the financial year 2026/27 as approved at Council at the budget meeting in February 2026 for payment in April 2026.

(2) That Cabinet delegates authority to the Executive Director (Resources) to agree the detailed terms of the proposed new leases to HL and thereafter to instruct Legal Services to draft, negotiate and complete the same.

(3) That Cabinet agrees that the Council will resume the running and management of Accrington Town Hall upon the expiry of the lease to HL on 1st April 2027.

349 Article 4 Direction on Houses in Multiple Occupation

In accordance with Regulation 10(1)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the proper officer had informed Councillor Stephen Button, Chair of the Communities and Wellbeing Overview and Scrutiny Committee, that it was intended that the following key decision would be made by Cabinet on 18th March 2026, under the General Exception provisions, on the grounds that the decision was urgent and could not reasonably be deferred.

The Cabinet considered a report of Councillor Munif Dad BEM JP, Leader of the Council, setting out the evidence for an Article 4 Direction made under the Town and Country Planning General Permitted Development Order 2015 (as amended) covering smaller houses in multiple occupation (HMOs) in the wards of Altham, Baxenden, Huncoat, Immanuel, Milnshaw, Overton and St Oswalds.

Councillor Dad provided a brief introduction to the report, noting that, at the present time, change of use from dwellinghouses (use class C3) to smaller HMOs (properties occupied by 3 to 6 unrelated individuals) within the relevant wards did not require planning permission. He outlined the extent of the existing Article 4 arrangements and what was now proposed, including the reasons why and the possible risks of the preferred timescale for implementation.

Councillor Pritchard and Brerton spoke in favour of the proposals and commented that it was a brave decision to implement the Article 4 Direction across the whole Borough. Councillor Zak Khan supported the proposals and enquired if the Council had sufficient resource to monitor the impact on the local community of any planning approvals given. Councillor Pritchard reminded members that the new regime had only just come into force, but any planning conditions would fall under the remit of the planning enforcement team.

The Leader added that the original evidence had only supported introducing these measures for 9 wards but that in taking that decision a commitment had been given to review the evidence for all other wards in the Borough. The whole of Hyndburn would now be covered.

Approval of the report was deemed a key decision.

Reasons for Decision

The Council had resolved in December 2024 to make a non-immediate Article 4 Direction removing the automatic right to change from Class C3 (dwellinghouse) to Class C4 (small HMO), as otherwise permitted under Schedule 2, Part 3, Class L of the Town and Country Planning (General Permitted Development) (England) Order 2015. Evidence prepared to support the Article 4 Direction had identified that some areas of the Borough had higher concentrations of HMOs, lower property values, and greater levels of deprivation. It had therefore been recommended that permitted development rights be withdrawn within the nine most affected wards: Barnfield, Central, Church, Clayton-le-Moors, Peel, Netherton, Rishton, Spring Hill, and St Andrew's.

The Council had confirmed the March 2026 Article 4 Direction on 17 November 2025. The Direction would take effect on 15th March 2026.

A further exercise had now been undertaken to establish whether evidence existed to support a further Article 4 Direction in the remaining seven wards: Altham, Baxenden, Huncoat, Immanuel, Milnshaw, Overton and St Oswalds.

Paragraph 54 of the National Planning Policy Framework (NPPF) stated that the use of Article 4 directions to remove national permitted development rights should be limited to situations where an Article 4 direction was necessary to protect local amenity or the well-being of the area and in all cases, be based on robust evidence, and apply to the smallest geographical area possible.

Where permitted development rights were removed, the effect was that developers were required to submit a planning application for such proposals (in this case a change from Class C3 (dwellinghouse) to Class C4 (small HMO). This would allow the effects of a proposed HMO on an area's amenity and the local community to be taken into consideration as part of the planning application process.

One of the shared aims of the Corporate Strategy (2023-2028), the adopted Hyndburn Core Strategy and the emerging Hyndburn Local Plan was to provide for a greater choice and quality of housing in the Borough. To help deliver this objective the Core Strategy set out a number of key priorities:

- To provide sufficient housing of the right size and type to meet local needs, including those in need of affordable and supported housing or requiring larger family homes, higher value homes and homes to cater for an aging population. This

would provide a more balanced housing supply with a choice of property types and tenure.
- To ensure that all new property would be built to high standards, in sustainable locations, making the best use of brownfield land and to designs which would minimise carbon emissions and relate well to local character.
- To ensure that areas of low demand housing were regenerated with a wider range of improved and new housing and supporting facilities, including local health centres and public open spaces.

The Core Strategy recognised that access to good quality affordable housing was an essential human need and was vital to the creation of sustainable, mixed communities. The provision of a balanced housing market within Hyndburn was a key priority and the Core Strategy sought to achieve this primarily though the development of larger family homes in sustainable locations.

The Hyndburn 2040 Local Plan (Strategic Policies and Site Allocations) was now at Main Modifications stage in plan-making. The policies in the plan should now be considered to carry substantial weight. Policy SP11 (Suitable Range of Housing) particularly related to the development of new apartments and Houses in Multiple Occupation (HMOs) in Hyndburn. It stated that the Council would seek to ensure that an appropriate range of housing was delivered in the plan period. New apartment developments (including Houses of Multiple Occupation) would only be supported where they would maintain the prevailing character and setting of the local area and were either:

a) within town centres or within walking distance (250m or closer) of town centres;
b) part of high-quality development in canal-side locations where the regeneration benefits of this type of development can be demonstrated;
c) part of strategy housing development where there was a need to provide a wider range of housing types;
d) in locations that were 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 of adaptation of a historic mill building in an appropriate location.

The explanatory text in paragraph 6.31 of the report also noted that, “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), which includes the new build of (and conversion of existing buildings to) flats/apartments or HMOs”.

The Inspector at the examination of the Local Plan had not made any main modifications to Policy SP11 in the emerging plan and it was therefore considered to carry substantial weight in decision making.

This policy framework had been established in response to the housing problems that had historically been witnessed in Hyndburn. At its worse, the Borough had suffered housing market failure due to the high concentrations of poor-quality terraced houses coupled with low demand, contributing to high levels of deprivation in central areas of Hyndburn. Whilst much had been done to help address these issues, the 2025 Indices of Deprivation showed that large areas of the Borough still suffered from high levels of deprivation. These areas were characterised by having:

- High density of terraced and low value housing;
- High numbers of rented properties;
- Higher than average health issues;
- Low average wages;
- Higher than average number of people on allowances;
- Higher rates of crime and disorder; and
- Poor quality environment.

At a time when corporate policies were seeking to improve the quality of housing across Hyndburn, there was a concern that the uncontrolled development of HMOs in these areas would serve to lower the quality of housing and only serve to increase the social problems experienced in these areas. Higher than average concentrations of rented properties and houses in multiple occupation might have an unacceptable adverse impact on the socio-economic profile of these areas and as a consequence might result in families moving out and contributing to a spiral of decline at a time when the Council was working to improve these areas.

The main driver for the increase in HMOs appeared to be the low property prices in the Borough coupled with a lower wage economy, which generated higher numbers of residents seeking lower affordable rents. In many cases this was the only way some residents could access the housing market. This type of property provided a higher yield to owners for a lower initial input. Hyndburn continued to be one of the lowest places in the country for property prices, even though HMOs would often sell, once converted, for a higher price.

It was important to acknowledge that HMOs had widened the housing choice within the Borough, particularly providing affordable accommodation for young professionals, alongside low-income households who might be economically inactive or working in low paid jobs, and it was believed it had assisted in tackling the issues of a large number of vacant dwellings within the Borough. HMOs operated by government partnerships also provided essential temporary accommodations for asylum seekers, homeless people, ex-offenders, etc.

Under current planning rules, planning permission was required for the use of a property as a house in multiple occupation if it was to be occupied by more than 6 people. Since the majority of houses in Hyndburn's inner areas and many of the other wards within the Borough were smaller Victorian terraces, the use of these properties as smaller HMO's did not require planning permission.

In 2012, the Government had introduced permitted development rights that meant that HMOs occupied by 6 or less occupants did not require planning permission. From this point on it had been very difficult to monitor the numbers of properties being converted into HMOs. It would also appear that around 2021 to 2023 there had been an uplift in properties being purchased for conversion. HMOs with 5 persons or more, or that comprised two or more households, required a licence from the Council, so these properties could still be monitored.

As of February 2026, it was estimated that there were approximately 502 HMOs in the Borough. Since the decision in 2024 to make a limited Article 4 Direction in 9 wards in the Borough, work had been ongoing to try and identify HMOs. Though there was a concentration of smaller HMOs within the central urban areas, there were smaller HMOs in all wards in the Borough.

The report provided further detailed information about the following:

- The need for an Article 4 Direction;
- Options for Introducing a New Article 4 Direction; and
- Consultations.

Alternative Options considered and Reasons for Rejection

There were alternative options open to Cabinet - firstly where the Article 4 Direction should apply and secondly, what type of Article 4 Direction should apply:

Do not take forward the HMO Article 4 Direction within the remaining 7 Wards of the Borough

One option would be to not introduce an Article 4 Direction, in which case conversions to small HMOs would remain permitted development across the remaining 7 Wards within the Borough. The position could be monitored for a set period with a further report to Cabinet being mandated. This option carried a risk that smaller HMOs would be difficult to identify and monitor, and also that they would proliferate in those wards, possibly as a result of some displacement of HMO's from the parts of the Borough covered by the existing March 2026 Article 4 Direction. Therefore, this option was not one recommended to take forward.

Whether to make an Immediate or non-Immediate effect Article 4 Direction

A Direction with immediate effect could withdraw permitted development rights straight away; however, it would have to be confirmed by the local planning authority within six months of coming into effect in order to remain in force. Confirmation could only occur after the local planning authority had undertaken local consultation in accordance with Sections 107 and 108 of the Town and Country Planning Act 1990 and the provisions of the Town and Country Planning (Compensation) (England) Regulations 2015 (as amended).

As set out above, compensation provisions applied to Directions that had taken immediate effect. By contrast, a non-immediate Direction might be made giving at least 12 months' notice before it came into force, thereby removing the potential for compensation claims once the Direction was in effect.

While the evidence set out in the report indicated that there was a strong planning basis for intervention, the level of financial risk associated with making an immediate Article 4 Direction was difficult to quantify. Given the evidence of relatively high numbers of HMOs within the Borough, and the factors identified which contributed to the demand for the conversion of properties to HMOs, there was the potential for compensation claims to arise if an immediate Direction was pursued. The Council did not have complete information on the location of all such properties and there might be additional properties not currently identified. Furthermore, the possibility of speculative planning applications being submitted for the purpose of establishing a basis for compensation claims could not be discounted.

Having regard to the above considerations, members were invited to determine whether they would prefer to make a non-immediate Direction, which would remove the financial risks to the Council whilst still addressing the planning concerns, although at a slower pace.

Resolved **(1) That Cabinet, having considered the evidence base attached as Appendix 1 to the report and being satisfied that there are grounds for an immediate Article 4 Direction as set out in section 3 of this report, approves the introduction of an immediate**

Article 4 Direction to remove the permitted development right that currently allows a property to change from Use Class C3 (dwellinghouse) to Use Class C4 (small House in Multiple Occupation) without planning permission, as set out in Schedule 2, Part 3, Class L of the Town and Country Planning (General Permitted Development) (England) Order 2015, and such Article 4 Direction to apply within the wards of Altham, Baxenden, Huncoat, Immanuel, Milnshaw, Overton and St Oswalds.

(2) That Cabinet also agrees to:

(i) Delegate authority to the Head of Planning and Transportation, in consultation with the relevant Portfolio Holder, to make any necessary minor amendments to the Evidence Base documents and to prepare the final draft of the Article 4 Direction and the associated notice.

(ii) Carry out a public consultation on the proposed immediate Article 4 Direction in respect of the proposed confirmation of the same pursuant to sections 107 and 108 of the Town and Country Planning Act 1990 and the Town and Country Planning (Compensation) (England) Regulations 2015 (as amended).

(iii) Delegate authority to the Head of Planning and Transportation, in consultation with the Portfolio Holder, to review the consultation responses and determine whether the Article 4 Direction should subsequently be confirmed, noting that the Direction will not continue to apply unless the same is confirmed by the Council within 6 months of being made.

With the consent of the meeting, the Chair brought forward Items 15, 16 and 17, so that he could present these before he might need to leave the meeting at 6.10pm.

350 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 items, when it is likely, in view of the nature of the proceedings that there will otherwise be disclosure of exempt information within the Paragraphs of Schedule 12A of the Local Government Act 1972 specified at the items.

351 Car Park, Brookside Street, Oswaldtwistle

In accordance with Regulation 5(6)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, approval was being sought from Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny Committee, to the following decision being made by Cabinet on 18th March 2026, in private, on the grounds that the decision was urgent and could not reasonably be deferred.

Exempt information by virtue of Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

Members considered a report of Councillor Munsif Dad, Leader of the Council, seeking approval for the disposal of all or part of the land forming the site of a car park and residual land lying to the North of Brookside Street, Oswaldtwistle (as shown edged red on the plan (Plan 1) attached to the report.

Councillor Dad provided a brief introduction to the report, highlighting the history and current issues with the site. Councillor Khan indicated his support for the proposals and asked about whether conditions could be attached to the site. The Leader referred Councillor Khan to paragraph 3.5 of the report.

Approval of the report was not deemed 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 – **That the recommendations as set out in the exempt report be approved.**

352 Disposal of Freehold Interest in Land at Church Street/Warner Street, Accrington

In accordance with Regulation 5(6)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, approval was being sought from Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny Committee, to the following decision being made by Cabinet on 18th March 2026, in private, on the grounds that the decision was urgent and could not reasonably be deferred.

Exempt information by virtue of Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

The Cabinet considered a report of Councillor Munsif Dad BEM JP, Leader of the Council, seeking approval for the disposal of the Council's freehold interest in land and premises at a number of addresses on Church Street and Warner Street, Accrington.

Councillor Dad provided a brief introduction to the report, highlighting the addresses involved and the valuation obtained.

Councillor Zak Khan queried whether the sale of this land might be premature in view of the Council's vision for the Town Centre and the site's key location opposite the Accrington Pals Memorial Gardens. The Leader commented that this was an opportunity to realise a capital receipt now to support the current Capital Programme. Councillor Whitehead noted that this particular area was not part of the Council's key regeneration plans for the Town Centre. The businesses in the affected properties were well established and the proposals would give them some security.

Approval of the report was not deemed 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 – That the recommendations as set out in the exempt report be approved.

Members of the public and press were invited to return to the meeting and the Chair commenced with the business set out at Agenda Item 7.

353 Huncoat Garden Village - Authorisation for Making a Compulsory Purchase Order (CPO) for the Proposed Relief Road (Huncoat Lane)

In accordance with Regulation 10(1)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the proper officer had informed Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny Committee, that it was intended that the following key decision would be made by Cabinet on 18th March 2026, under the General Exception provisions, on the grounds that the decision was urgent and could not reasonably be deferred.

Members considered a report of Councillor Melissa Fisher, Deputy Leader and Portfolio Holder for Housing and Regeneration, providing Cabinet with an update on the Huncoat Garden Village Project, including an update on the progress to date with the acquisition of land interests in connection with the proposed residential relief road and seeking authority to the making of a Compulsory Purchase Order (CPO) for the purchase of that land where agreement could not be reached, as well as agreeing delegations to officers to agree compensation and acquisition payments.

Councillor Fisher provided a brief introduction to the report, highlighting the good progress being made on the project and the proposed approach to the purchase of the land required for the relief road. She also reported that the relevant planning consent for the road had been given at the Planning Committee meeting held on 11th March 2026. She thanked Mark Hoyle, Head of Regeneration and Housing, for his on-going work on this important project.

Councillor Pritchard spoke in favour of this matter. Councillor Zak Khan also expressed support and asked about how the delegated powers in relation to making a CPO would be applied. The Leader commented that use of the CPO would be a last resort as the Council hoped to reach agreement with land owners through negotiation.

Approval of the report was deemed a key decision.

Reasons for Decision

HGV formed a key part of Hyndburn Borough Council's growth plans. It was a residential-led, housing development project with the potential to transform the housing market within Hyndburn. HGV would bring back into use the site of the former Huncoat Power Station, and the site of the former Huncoat Colliery, to create an extension to the existing Huncoat village using new garden community principles. It would deliver circa 1,800 new homes of mixed tenure (including affordable and social housing), over a circa 15-year period, alongside a new local centre meeting amenity needs, an expanded primary school, 24 hectares of strategic and functional open space, including a safeguarded area of ecological importance, new woodland and networked open space, and infrastructure in the form of the Scheme, car parking provision at Huncoat Railway Station and localised road junction upgrades as required.

The Council had successfully secured circa £29.90 million from the Government's Brownfield, Infrastructure and Land Fund ("BIL Funding") which was managed by Homes England. The secured funding covered the cost of land acquisition and delivery of the Scheme. Money within the BIL Funding was also allocated for remediation works to the two largest sites within HGV at the former Huncoat Power Station and the former Huncoat Colliery as well as improvement works at Junction 8 of the M65 to the north of Huncoat which is at capacity.

The Council continued to make good progress on the HGV project, including:

- In July 2025, the Council had notified Homes England that some agreed milestones within the project would not be met and as such an extension to the funding availability period would be required. A revised programme, expenditure forecast, updated milestones and supporting narrative had been submitted to Homes England with a request for an extension of the funding period to 31st March 2029, to be approved by way of an Assurance Review.

- The Assurance Review had assessed the revised programme to ensure it fitted with Homes England's corporate governance, managed financial risks effectively, and complied with government standard.

- The Council received written confirmation from Homes England on the 6th of March 2026 that the Assurance Review process had approved the revised programme milestones and extension of the funding availability period to 31st March 2029, subject to satisfaction of the following conditions:

    - a new milestone being inserted into the grant funding agreement, (via a Deed of Variation), setting the date by which the Council would have to have addressed the recommendations of the Assurance Review;

    - confirmation that the Subsidy Control position on the project remained unchanged & compliant;

- confirmation in writing from that the Council accepted full responsibility for any cost overruns, setting out how these would be covered;

- confirmation the Council would be responsible for meeting all costs not incurred and claimed before the revised Availability Period of 31st March 2029 from its own resources.

The Council was already in the process of complying with these additional conditions and was confident that they would be satisfied in a timely manner.

- The planning application for the Scheme was expected to be considered by Hyndburn Planning Committee on the 11th March 2026.

- The Design Code for the project was approved by the Council's Cabinet on the 18th June 2025.

- The Council's publication Draft Local Plan had been subject to public examination in September 2025. At its meeting on the 15th January 2026, the Council had approved the consultation on the main modifications to the draft Plan which the appointed independent inspector had identified as necessary for the Plan to be found sound and legally compliant. Policy SP2 within the draft Plan set out HGV as a strategic location for housing growth, and the main modifications continued to support HGV policy which included site allocation and the Scheme.

- Eric Wright Civil Engineering had been selected as the preferred bidder to construct the proposed Scheme. Stage 2 was being progressed which included the road design to RIBA Stage 4.

- The owners of the former colliery site had selected a preferred house builder partner.

- The former power station site owner and their house builder partner had finalised their remediation plan for the site.

- The Council was progressing contract terms with the landowners of the former colliery site and former power station site to grant fund site remediation works.

- The Council was in discussions and negotiations with landowners on the route of the Scheme.

The Scheme was a circa 1.1km proposed residential relief road with access to the north via Altham Lane and from the south via A697 Burnley Road / A56 Accrington Bypass roundabout to the south. The primary objective of the Scheme was to enable the delivery of HGV, unlocking significant social, economic and environmental wellbeing benefits to the area.

The Council's Cabinet was being asked to resolve to make a compulsory purchase order ("CPO") in order to facilitate the Scheme, which formed a critical path to delivering HGV and its substantial benefits. Given the funding and development programme for the Scheme (and wider delivery of HGV), it was considered that the use of compulsory purchase powers was necessary to effect the delivery of the proposed Scheme, enable the Council to

materialise the Scheme in a timely fashion and to deliver the wider benefits of HGV. It remained the Council's preference and intention to secure interests by negotiated agreement rather than the use of CPO powers and it was hoped that negotiations could conclude prior to making the Order.

The report included further detailed information in relation to the following topics:

- The Need for the Proposed Residential Relief Road (Huncoat Lane);
- Attempts to Acquire Interests by Agreement;
- Land Assembly and Obtaining Clean Title to the Land;
- Description of the Order Land
- Description of Interests in the Order Land
- The Need for a compulsory Purchase Order (CPO), including a summary of the Statement of Reasons

Alternative Options considered and Reasons for Rejection

In light of the multiple ownerships within the Order Land and the efforts already made to date (unsuccessfully) to acquire all relevant interests, it was considered that the only certain way of securing development of the Scheme within a reasonable time and in accordance with the relevant policies, was for a compulsory purchase order to be made. This approach was supported by the planning policy framework of the area, the potential to deliver the regeneration well-being benefits, and the fact that alternatives that were not comprehensive would not deliver the range of regeneration benefits that were required.

In addition to the above, the Council's grant funding agreement (GFA) with Homes England's currently only made grant available until the 31st March 2028 (the grant availability period). The GFA therefore included key milestones to help to ensure that the road was constructed within the grant availability period. The milestones include legal contracts with the landowners, acquisition of all necessary rights / interests in the land for the construction of the road, start on site for the construction of the Scheme, and completion of the construction of the Scheme. In the circumstances there was a need to proceed with a CPO as soon as possible to ensure that the programme and milestones were achieved and that the Scheme was completed within the grant availability period.

Given the extent of development required and the comprehensive design approach adopted across the Order Land, it was not possible for individual owners to achieve appropriate development of the Order Land (or parts of it).

Single ownership and control of the Order Land was necessary to enable the Scheme to proceed. Given the third-party interests identified in the Schedule to the Order it was unlikely that the Council would be able to acquire all of the necessary interests by agreement within a reasonable timescale. Officers were of the opinion that the Council therefore needed to make the Order to ensure that the significant benefits of the Scheme (and the facilitation of HGV) could be brought forward in a reasonable timescale. Whilst negotiations to acquire all interests by agreement, wherever possible, would continue, given the fragmented nature of the ownership of Order Land, the Order was required to achieve vacant possession of the land where necessary.

Resolved – That Cabinet:

(1) Notes the progress being made with the Huncoat Garden Village (HGV) project.

(2) Having concluded that the acquisition of all interests in the Order Land will facilitate development of the land required for the construction of the proposed residential relief road (Huncoat Lane), (the "Scheme"), which is essential to unlock land for the HGV project, notes that the Scheme therefore is likely to contribute to the achievement of the following objectives:

- **The promotion or improvement of the economic well-being of the area**
- **The promotion or improvement of the social well-being of the area**
- **The promotion or improvement of the environmental well-being of the area.**

(3) Resolves to take all necessary steps to make and secure the confirmation and implementation of a Compulsory Purchase Order (the "Order") pursuant to section 226 (1)(a) and 226(3)(a) of the Town and Country Planning Act 1990 ('the 1990 Act') to acquire compulsorily all or part of the land shown shaded pink and edged red on the plan (Order Land) attached to the report at Appendix B entitled "Map referred to in the Hyndburn Borough Council (Huncoat Lane) Compulsory Purchase Order 2026", together with all rights and interests affecting the land (which may be extinguished or overridden), in order to enable the delivery of the proposed residential relief road, known as Huncoat Lane, forming part of the HGV project. Those steps include the publication and service of all notices and the presentation of the Council's case at any public inquiry if required.

(4) That Cabinet resolves to delegate authority to the Head of Regeneration and Housing: To finalise the wording of the Order and the Statement of Reasons and to make any final adjustments as may be necessary to reduce the boundaries of the Order Map and take all steps necessary to make and confirm the Order:

- **To take all steps to seek to acquire any or all of the necessary interests in the Order Land by agreement or by implementing any confirmed compulsory acquisition powers;**

- **To remove from the Order any plot (or interest therein) no longer required to be acquired compulsorily, to amend the interests scheduled in the Order (if so advised) and to**

request that the Secretary of State makes any changes to the Order prior to confirmation as may be appropriate;

- **To negotiate and agree the terms of such acquisitions, settle claims for compensation and enter into such agreements or deeds necessary for the acquisition of all or part of the Order Land;**

- **That if the Secretary of State authorises the Council to do so, confirm any Order made.**

(5) Resolves to utilise, where appropriate, either the general vesting declaration procedure under the Compulsory Purchase (Vesting Declarations) Acts 1981 or the notice to treat procedure under Section 5 of the Compulsory Purchase Act 1965 in respect of the confirmed Order.

(6) Agrees, under section 6(4) of the Acquisition of Land Act 1981 to dispense with individual service of notices in respect of land where the Council is satisfied that it has not been possible following the making of reasonable inquiry to establish ownership of the land in question and for the service of notices in the manner set out in section 6(4) of the Acquisition of Land Act 1981.

(7) Confirms that, in agreeing to recommendations (1) to (6) above, Cabinet has considered the provisions of the Human Rights Act 1998 so far as they are applicable in deciding whether to make the Order and to exercise all other statutory powers that the Council seeks to exercise and resolve the following:

- **With regard to Article 1 Protocol 1, it is considered that the interference with the individual's land is justified by the advantages accruing to the public by proceeding with the development of the proposed link road particularly taking into account the fact that there is a legal right to compensation for the property taken and any rights extinguished under the Order;**

- **With regard to Article 8 of Protocol 1, it is considered that in balancing the rights of the individuals who are affected by the Order against the benefit to the community of proceeding with the Order, the making of the**

Order resulting in the interference with the individuals rights is justified in the interest of improving the economic, social and environmental wellbeing associated with the Scheme and wider HGV project.

(8) Confirms that, in agreeing to recommendations (1) to (6) above, Cabinet has had due regard to the Equality Act 2010, including the public sector equality duty in section 149 of the latter.

(9) Notes the overall cost estimates, including the estimated acquisition costs of those interests which are still to be acquired and the fees for making the Order will be met from existing Council budgets.

354 Healthy Weight Management Services

The Cabinet considered a report of Councillor Melissa Fisher, Deputy Leader and Portfolio Holder for Housing and Regeneration, providing an update on the outcome of the recent tender exercise for the delivery of Healthy Weight Management Services on behalf of the Council for the period 1st April 2026 to 31st March 2029.

Councillor Fisher provided a brief introduction to the report, highlighting the need for the service, the Council's rationale for undertaking a tender exercise for an external provider and the high level of experience of the successful tenderer. Overall, their programme would empower individuals to manage their own issues, leading to lasting change.

Approval of the report was not deemed a key decision.

Reasons for Decision

In 2024 Lancashire County Council had taken the decision to collaborate directly with District Councils for the delivery of a new healthy weight management service. As such, Hyndburn Borough Council had entered into a 5-year collaboration agreement with Lancashire County Council for the provision of Weight Management Services in Hyndburn from 1st April 2024 until 31st March 2029. Within the agreement, District Councils had the ability to deliver services in house or appoint a provider to deliver the service on its behalf.

Reports presented to Cabinet in February 2024 and March 2025, had highlighted that levels of obese and overweight adults and children in Lancashire continued to increase and were also significantly higher than the Lancashire and National averages. Working collaboratively had provided the opportunity to reshape and redesign services in Hyndburn. Healthy weight management programs typically ran for around 12 weeks and often operated in group settings, either in-person, on-line or via web-based applications, (or a combination). Participants received expert guidance on diet, nutrition and lifestyle changes, with a strong focus on behaviour change generally centred around exercise.

The services looked to combine healthy weight management with PASTA, (Play and Skills at Teatime Activity) which was a programme previously commissioned by LCC which aimed to encourage and empower families to make choices to lead a healthier lifestyle through participation in an active play and cooking session. Participants prepares and ate/or took

home a nutritious and budget conscious family meal each week and the opportunity to understand the importance of good nutrition and physical activity.

These programmes aimed to empower individuals to manage their weight, improve their well-being, and reduce their risk of weight-related health issues. Though limited in duration, they acted as a crucial springboard for lasting change, helping individuals find their footing on the path to a healthier and more active lifestyle.

The Council did not have the resources or expertise to deliver the healthy weight management service in-house and needed to appoint a provider to deliver the service on its behalf. At the meeting in January 2024 and again in March 2025, Cabinet had agreed to waive the Council's Contract Procedure Rules to allow funding to be passported to an external provider (Hyndburn Leisure) but at the latter meeting, it had noted the Council would be required to openly tender these services for the remaining 3 years of the collaboration agreement period from 1st April 2026 to 31st March 2029.

Procurement of an External Provider

In line with the open and transparent tender process, the Council had published an Invitation to Tender through the Government's recommended 'Find a Tender' portal on 9th December 2025 seeking a partner to deliver the Healthy Weight Programme for Hyndburn (details of which were attached as an Appendix to the report). The key dates for the tender had been as follows:

- Tender Published – 9th December 2025
- Deadline for receipt of queries – 18th December 2025
- Final response to queries – 5th January 2026
- Tender submission deadline – 22nd January 2026
- Tender decision announced – 13th February 2026
- Contract decision notice published – 1st March 2026

Five submissions had been received by the required closing date. All submissions had been independently assessed and scored by officers on the necessary skills and experience within the following areas highlighted.

1	Overview of how the organisation will deliver the healthy weight outcomes	30%
2	Evidence of successful delivery of a similar project and lessons learned	30%
3	Overview of how the organisation will improve the social, economic, and environmental wellbeing of Hyndburn, in line with the Public Services (Social Value) Act 2012	20%
4	Overview of how the organisation will sustain the project beyond initial delivery	15%
5	Submission of last year's accounts	5%

The range of scores was from 39 to 89, with the highest scoring and winning tender being submitted by Hyndburn Leisure (Tender 1).

	Marks	**Tender 1**	**Tender 2**	**Tender 3**	**Tender 4**	**Tender 5**
1	30	28	25	26	13	24
2	30	27	28	25	10	25
3	20	18	16	17	6	16
4	15	11	12	11	5	11
5	2	5	5	5	5	5
TOTAL	**100**	**89**	**86**	**84**	**39**	**81**

NB Tenders scored in the order they were received

Alternative Options considered and Reasons for Rejection

The Council could decide to deliver the service in-house. This was not recommended as the Council did not have resource or in-house expertise to deliver the service directly.

Resolved

(1) Cabinet note the outcome of the tender exercise recently undertaken and the successful tender was submitted by Hyndburn Leisure.

(2) That Cabinet agrees to delegate authority to the Executive Director (Environment) to negotiate and agree all terms relating to the Healthy Weight Management Services contract in consultation with the Executive Director (Legal & Democratic Services) and Portfolio Holder.

355 Smoke Free Programme Services

Members considered a report of Councillor Melissa Fisher, Deputy Leader and Portfolio Holder for Housing and Regeneration, informing Cabinet of the Smoke Free Programme Services in Hyndburn.

Councillor Fisher provided a brief introduction to the report, outlining the current arrangements, under which Hyndburn Leisure had been appointed in August 2025 to deliver the programme until March 2026. She highlighted the key project outcomes and drew Members' attention to the interim delivery report covering the period from September 2025 to January 2026. The intention was to passport the funding received from Lancashire County Council to Hyndburn Leisure to support the work that they had carried out at risk.

Approval of the report was not deemed a key decision.

Reasons for Decision

Hyndburn Leisure had submitted a grant application to Lancashire County Council (LCC) in respect of its Lancashire Local Stop Smoking Services and Support Grant programme (LLSSASG) for £98,000 and the funding had been approved by LCC Public Health in August 2025. The project was due to be delivered from September 2025 until 31st March 2026 by Hyndburn Leisure, but the funding would be given to the Council.

Hyndburn Leisure's programme was to deliver services that supported the following overarching key project outcomes:

- Build demand for Smokefree Lancashire;
- Increase the number of smokers accessing the Smokefree Lancashire service;
- Increase the number of smokers setting a quit date;
- Increase the number of smokers who are quitting;
- Reduce the smoking prevalence in Lancashire;
- Improve the respiratory and cardiovascular health of local populations;
- Reduce health inequalities for target populations; and

- Deliver a “Making Every Contact Count” approach to encourage positive behaviour change and outcomes.

A brief interim progress update of the work delivered by HL was appended to the Cabinet report, with a final report due to be presented later in the year.

The report recommended that the Council waived its Contract Procedure rules and appointed Hyndburn Leisure to deliver the smoke free service from September 2025 to 31st March 2026 for the following reasons:

- Whilst Hyndburn Leisure had submitted the grant application to LCC, the funding was paid via a contractual agreement between Hyndburn Borough Council and Lancashire County Council. Whilst this agreement had been signed in January 2026, the Trust had been working at risk to deliver the project since September 2025.
- The Council was under a contractual obligation with Lancashire County Council to deliver the smoke free project and would passport this grant funding to Hyndburn Leisure via a service level agreement.
- This service level agreement could not be signed and the funding released to Hyndburn Leisure unless the Council’s Contract Procedure Rules were waived. Given the relatively late receipt of the funding from LCC there was not time for the Council to run a procurement exercise and ensure delivery of the project by the deadline date.

Alternative Options considered and Reasons for Rejection

Cabinet could decide not to waive the Contract Procedure Rules to appoint Hyndburn Leisure to deliver smoke free service. This was not recommended for the reasons highlighted in paragraph 3.1 and 3.4 in the report.

Resolved

(1) That Cabinet agrees to waive the Council’s Contract Procedure Rules to appoint Hyndburn Leisure to deliver the Smoke Free programme on behalf of the Council for the period September 2025 to 31st March 2026.

(2) That Cabinet agrees to delegate authority to the Executive Director (Environment) to agree all terms relating to a Smoke Free Service Level Agreement with Hyndburn Leisure, in consultation with the Executive Director (Legal & Democratic Services) and Portfolio Holder.

356 Holiday Activity and Food Programme Services

The Cabinet considered a report of Councillor Melissa Fisher, Deputy Leader and Portfolio Holder for Housing and Regeneration, about the provision of the Holiday Activity and Food Programme Services (HAF) in Hyndburn.

Councillor Fisher provided a brief introduction to the report, explaining the background to the delivery of his service and the need to provide financial support for this year’s Spring / Easter Programme because of the short timescale involved. Hyndburn Leisure had a long

and good track-record of delivering HAF services and had the necessary systems in place to continue to undertake this work,

Approval of the report was not deemed a key decision.

Reasons for Decision

Hyndburn Leisure had been procured as the preferred provider by Lancashire County Council (LCC) to deliver the HAF Programme in Hyndburn from 2021/22 to 2025. LCC has shifted to a collaboration agreement with District Councils which transferred the delivery and funding obligations to District Councils for future financial years. Working collaboratively might provide the opportunity to review services in Hyndburn and within the agreement, District Councils would have the ability to deliver services in-house or appoint a provider to deliver the service on its behalf.

The HAF Programme ran during the Spring / Easter, Summer and Winter holiday months with the aim of providing free holiday provision to children whose families received eligible benefits and related free school meals. The Programme looked to support children with:

- Provision of Healthy and nutritious meals;
- Maintaining a healthy level of physical activity;
- Being happy, having fun, meeting new friends;
- Developing a greater understanding of food, nutrition and other health-related issues;
- Taking part in fun and engaging activities that supported development;
- Feeling safe and secure;
- Getting access to the right support services; and
- Returning to school feeling engaged and ready to learn.

LCC had only recently received confirmation from the Department for Education on the HAF funding for 2026/27 and because LCC only received funding / notification on an annual basis, it would facilitate agreements with District Councils on a year-by-year extension. Whilst LCC had indicated Hyndburn's 2026/27 allocation for HAF delivery would be circa £351,000, at the time of writing the report, the Council had yet to receive the legal agreement from LCC.

The Council had also received a request from LCC asking it to financially support the cost of this year's Spring / Easter Programme delivery. This was to ensure the HAF Programme in Hyndburn could continue providing its valuable offer to children and families, whilst the funding was transferred from LCC.

Hyndburn Council did not have the resources or expertise to deliver the HAF service in-house and, due to the limited timescales before the start of the 2026/27 Spring / Easter Service Programme, it was not possible to tender the provision for the service.

Whilst the full year report was in the process of being finalised, the following information was a brief overview of the 2025 HAF Programme successfully delivered by Hyndburn Leisure:

Easter 2025 Programme

- Children engaged: 614
- Provisions: 27 locations
- Total attendances: 1,685

Summer 2025 Programme

- Children engaged: 980
- Provisions: 26 locations
- Total attendances: 7,369

Christmas 2025 Programme

- Children engaged: 667
- Provisions: 23 locations
- Total attendances: 1,616

Overall Delivery Position

- Total children engaged across 2025: 2,261 (non-unique total across programmes)
- Total attendances across 2025: 10,670
- Average children engaged per programme: 753.6
- Average provisions per programme: 25 locations
- Summer remained the highest-impact delivery period, generating the greatest volume of engagement and attendance across the year.

SEND

- Specific places remained limited due to the specialist skillset required, enhanced staffing ratios, suitable venue requirements and access to specialist equipment and resources.
- Of the SEND places offered, 61.5% had been attended. However, despite the limited number of designated SEND-specific spaces, 657 children with SEND accessed HAF provision during the 2025 delivery period, demonstrating a strong inclusive practice across mainstream delivery, provider commitment to supporting additional needs and ongoing demand for specialist provision.

The report recommended that the Council waived its Contract Procedure Rules and appointed Hyndburn Leisure to deliver the 2026 Spring / Easter HAF Programme for the following reasons:

- The Council did not have the resources or experience to deliver the services itself.
- Given the late funding acknowledgment from LCC there was not time for the Council to run a procurement exercise and ensure delivery of the project in time.
- A service's agreement could not be signed and the funding released to Hyndburn Leisure unless the Council's Contract Procedure Rules were waived.
- Hyndburn Leisure had a proven track record of HAF Programme service delivery and held existing operational infrastructure, safeguarding systems, community partnerships and delivery capacity necessary to deliver the services within the required timescales.

Once the Council had received the legal agreement from LCC, it would review the best mechanism and approach for delivery of the remaining HAF Programme for 2026/27 given that LCC had confirmed HAF funding would be ringfenced until 2029.

Alternative Options considered and Reasons for Rejection

Cabinet could decide to not agree to waive Contract Procedure rules to appoint Hyndburn Leisure to deliver the Spring / Easter 2026 HAF Programme on the authority's behalf. This was not recommended for the reasons mentioned in section 3 in the report.

The Council could decide to deliver the services in-house. This was not recommended as the Council did not have resource or in-house expertise to deliver the services directly.

Resolved

(1) That Cabinet agrees to waive the Council's Contract Procedure Rules to appoint Hyndburn Leisure to deliver the 2026 Spring / Easter HAF Programme on behalf of the Council.

(2) Cabinet agrees to a £67,000 payment to Hyndburn Leisure in the financial year 2025/26, for the delivery of the Spring / Easter HAF programme prior to the Council receiving the full grant funding from Lancashire County Council.

(3) That Cabinet agrees to delegate authority to the Executive Director (Environment) to negotiate and agree all terms relating to the HAF Services Contract with Lancashire County Council and service level agreement with Hyndburn Leisure in consultation with the Executive Director (Legal & Democratic Services) and Portfolio Holder.

357 Sports Development Programme

Members considered a report of Councillor Kimberley Whitehead, Deputy Leader and Portfolio Holder for Culture Heritage and Sport, seeking Cabinet approval for the creation of a Sports Development Programme in Hyndburn.

Councillor Whitehead provided a brief introduction to the report, outlining the Council's aim of engaging with grassroots teams and clubs and highlighting the how this would deliver long-term benefits, including inward investment and sustainable funding. Given the desire to implement this quickly the Cabinet was being asked to waive the Council's Contract Procedure Rules to appoint Hyndburn Leisure, who had the relevant expertise, existing links to teams and clubs and the ability to access grant funding. Hyndburn Leisure would shortly advertise for a sports development officer.

Councillor Melissa Fisher commented that this had been discussed at the recent Leisure Trust Board meeting. The Board had been very pleased to welcome this proposal.

Councillor Zak Khan indicated his support for the proposal and asked if other delivery partners had been considered and who the sports development officer would be accountable to. Councillor Whitehead responded that Hyndburn Leisure were best placed to deliver this programme and that the other providers considered had too narrow a focus. The use of Hyndburn Leisure would allow greater access to long term funding and the addition of this work to the Trust's portfolio would also help to support their own viability. The Council was working with other organisations too. The sports development officer would be accountable to the Council and its Scrutiny function, as well as to Hyndburn Leisure. The arrangements would be subject to a Service Level Agreement.

The Leader summed up by stating that the Council knew that Hyndburn Leisure could deliver this programme, would work closely with the authority and would be able to access additional funding.

Approval of the report was not deemed a key decision.

Reasons for Decision

As part of the budget process, the Council had agreed to provide £45,000 funding per annum (for financial years 2026/27 and 2027/28) for the creation of a new sports development post, together with £100,000 (total funding for financial years 2026/27 and 2027/28) to support healthier communities, youth engagement and long-term participation in sport in the Borough and aligning with the Council's wider commitment to community wellbeing. Hyndburn Council did not have the resources or expertise to deliver the proposed Sports Development Programme in-house and due to the limited timescales before needing to start delivery of the 2026/27 programme, it was not considered possible or sensible to tender the provision for the service or recruit an in-house sports development officer.

The report recommended that the Council waived its Contract Procedure Rules and appointed HL to deliver the Sports Development Programme from 1st April 2026 to 31st March 2028 for the following reasons:

- HL were ideally placed to start delivery of the programme quickly having already extensive networks with local sports teams and strong relationships with local schools, colleges and national governing bodies for sport, together with a successful record of securing grants from external funders, which could generate additional resources for sports development activity.
- HL held existing operational infrastructure, safeguarding systems, community partnerships and delivery capacity necessary to mobilise within the required timescales.
- The Council wished to commence the provision of the programme quickly and there was not time for the Council to run a procurement or recruitment exercise given the short period before the commencement date.
- HL would be better placed than the Council to support the work of the new sports development officer.
- HL would directly employ the sports development officer and would take on full employer responsibility.
- A service level agreement could not be signed and the funding released to HL unless the Council's Contract Procedure Rules were waived.

It was envisaged that HL would create a new post with the overall purpose of providing strategic leadership for the development, sustainability and profile of sport and physical activity across Hyndburn. The new postholder would lead the strengthening of local sport infrastructure, oversee borough-wide club network development, build strong and effective partnerships with National Governing Bodies of sport (NGBs) and education providers, and take strategic responsibility for marketing and promotion of sport and physical activity opportunities. The new postholder would ensure that opportunities to be active were visible, accessible and inclusive - making sport and physical activity something everyone in Hyndburn could enjoy.

Key responsibilities of the role would be:

- Strategic Leadership & Infrastructure;
- Club Development & Network Leadership;
- Strategic Partnerships;
- Education & Participation Pathways;

- Marketing, Communications & Profile Raising;
- Inclusion & Reducing Inequalities; and
- Funding, Investment & Performance

The Sports Development Programme to be delivered by HL under the terms of the proposed agreement for the service would generate initiatives that delivered the overarching outcomes mentioned below. The final targets and thresholds would be requirements of the agreement for the service. Performance would be monitored through quarterly reporting to the Council, supported by narrative case studies where appropriate.

Support delivery of the Active Environment Strategy
The Sports Development Programme would make a direct contribution to the delivery of the Council's Active Environment Strategy by increasing opportunities for residents of all ages and abilities to participate in regular physical activity. The role would work across leisure facilities, parks, open spaces, schools and community venues to ensure that physical activity opportunities are visible, accessible and well-connected across the Borough.

The programme would place a particular emphasis on increasing participation among those who were currently inactive or under-represented in sport and physical activity, supporting the Council's wider ambitions around prevention, health improvement and community wellbeing. Aligning sports development activity with the Active Environment Strategy would help create a coherent, borough-wide approach that embedded physical activity into everyday life and supported healthier, more active communities.

Support grassroots sports teams/clubs
The programme would provide structured and strategic support to grassroots sports teams and clubs operating within Hyndburn, recognising their vital role in delivering local participation opportunities and sustaining long-term engagement in sport. This would include support with club development, funding opportunities, governance, safeguarding, volunteer recruitment and retention, and pathways to accreditation where appropriate.

By strengthening club networks and improving connectivity between clubs, schools, education providers and NGB's, the programme would help to build capacity, resilience and sustainability within the local sporting infrastructure. This support would enable clubs to grow participation, improve quality of provision and respond more effectively to local need, ensuring that grassroots sport continued to thrive across the Borough.

Establish a benevolent fund
As part of the Programme, HL would establish and oversee a benevolent fund designed to reduce financial barriers to participation in sport and physical activity. The fund would be used to provide targeted support to individuals, clubs or community groups where cost would otherwise prevent engagement, such as assistance with membership fees, equipment, kit or access to facilities.

The benevolent fund would be aligned with the Council's equality and participation objectives and will support inclusive access to sport, particularly for children and young people, those from low-income households and other under-represented groups. By addressing affordability and access challenges, the fund would help ensure that opportunities to be active were genuinely open to all residents, regardless of background or circumstance.

Secure long-term sports legacy
The Sports Development Programme was designed to deliver sustainable, long-term benefits rather than short-term interventions. By investing in strategic leadership,

partnership development and local capacity-building, the programme would help create a strong foundation for sport and physical activity that endures beyond the life of the initial funding period.

Through strengthened infrastructure, enhanced club networks, improved participation pathways and the pursuit of external funding opportunities, the Programme would support the creation of a lasting sports legacy for Hyndburn. This legacy would be characterised by increased participation, stronger community organisations, improved health and wellbeing outcomes, and a higher profile for sport and physical activity across the Borough.

Alternative Options considered and Reasons for Rejection

Cabinet could decide not to waive the Contract Procedure Rules to appoint HL to deliver the Sports Development Programme. This was not recommended for the reasons highlighted in paragraph 3.1 and 3.2 of the report.

Resolved

(1) That Cabinet agrees to waive the Council's Contract Procedure Rules to appoint Hyndburn Leisure (HL) to deliver the Sports Development Programme on behalf of the Council for the period 1st April 2026 to 31st March 2028.

(2) That Cabinet agrees to delegate authority to the Executive Director (Environment) to agree all terms relating to the Sports Development Programme Service Level Agreement with HL, in consultation with the Executive Director (Legal & Democratic Services) and Portfolio Holder.

358 Dog Control in Accrington Cemetery

Members considered a report of Councillor Stewart Eaves, Portfolio Holder for Environmental Services, informing Cabinet of additional dog control measures in Accrington Cemetery.

Councillor Eaves provided a brief introduction to the report, noting that the matter had been considered carefully over a significant period of time. He outlined the complaints that had been received, the use of a detailed independent impact assessment, and the need to balance the requirements of users of the site, which was both a burial ground and a green open space. A number of options had been considered and the preferred approach was to fence off the footpath close to the entrance on Whitewell Road, which was where dog fouling was most prevalent. Residents would still be able to walk dogs responsibly throughout the rest of the cemetery.

Councillors Dad and Whitehead spoke in favour of this proposal and explained the reasons for the decision. Councillor Zak Khan also welcomed the proposals and hoped that the communications released would be able to effectively convey the rationale for this decision in a way which did not cause division within the community. The Leader acknowledged this sensitivity, as comprehensive feedback had been received on this issue. He gave an assurance that the press release would explain why this decision was being taken.

Approval of the report was not deemed a key decision.

Reasons for Decision

Currently there was a Public Space Protection Order (PSPO) relevant to dog control in force at Accrington Cemetery. While PSPO's were reviewed every three years, there had been a dog control PSPO for Accrington Cemetery since 2015. This was because there was a high level of public support to have some reasonable dog control in the cemetery.

The current PSPO permitted dog walkers to walk their dogs throughout Accrington Cemetery but did require dog walkers to keep their dogs on a lead at all times and to pick up any dog fouling after their dogs.

A considerable number of the dog walkers who walked their dogs in Accrington Cemetery entered the cemetery via the pedestrian access off Whitewell Road. Dog walkers who entered through this access tended to turn left and walk down the footpath towards the bottom of the cemetery between plots MA and EO.

Members of the community with relatives buried in burial area MA adjacent to the footpath referenced above, had made representation to the Council stating they have seen dogs on leads being allowed to walk on the grass burial plots and on occasion seen some dog owners cleaning up dog fouling from the grass burial area. While this behaviour does not breach the current PSPO, it had caused some distress to the families who had requested additional dog control due to the dog walking traffic in that part of the cemetery.

There were a number of options available to Cabinet which could address the specific complaints received and this report recommended implementing the following:

1. Create a fenced 'dog free zone' by installing a fence along the boundary of EO plot with a gate at either end of the footpath and one in the middle running between EO and MA plot (a map highlighting the fenceline was appended to the report).

- Amend the existing dog control order to exclude dogs from the footpath running between EO and MA plot, (a fenced dog free zone) so the Council's dog wardens could take enforcement action should any dog walkers choose to ignore the fenced dog free zone and walk through it with their dogs.

To ensure the Council was compliant with its equality duty, the Council had engaged a specialist consultant to undertake an equality impact assessment (EIA) in relation to the possible options Cabinet could choose to strengthen dog control, or not, in Accrington Cemetery (the EIA was appended to the report).

Alternative Options considered and Reasons for Rejection

The following options had been considered by the Council:

(a) Do nothing and leave the current dog control arrangements in place.
(b) Install a fence with multiple access gates, along the boundary of MA plot in Accrington Cemetery with no change to the existing PSPO.
(c) Implement a new PSPO which would exclude dogs from the whole of Accrington Cemetery (except for assistance dogs).
(d) Implement a new PSPO which would exclude dogs just from the footpath running between MA and EO plots in Accrington Cemetery, effectively creating a dog free zone (except for assistance dogs).

(e) Install a fence along the boundary of EO plot with a gate at each end and one in the middle, to create a fenced dog free zone (except for assistance dogs) along the footpath running between MA and EO plots in Accrington Cemetery. In addition, implement a new PSPO which would exclude dogs just from the footpath running between MA and EO plots in Accrington Cemetery.

These options were evaluated after taking into consideration the equality impact assessment. The following were some of the key points relevant to each option:

- The Council had received a number of complaints and option (a) of doing nothing would not be acceptable.

- Option (b) did provide a physical barrier between MA plot and dog walkers. However, having the fence along the boundary MA plot would create difficulties for visitors to access graves, would mean certain graves would become entrances to the plot, and would cause access issues for people with mobility issues, wheelchair and mobility scooter users and people with visual impairments. It would also make grave digging and grounds maintenance operations more difficult and less safe for staff to undertake. The fence would also have to be a removable fence so that it could be removed to facilitate grave digging and grounds maintenance operations. This would lead to a lower quality fence, compared to a fixed permanent fence, and would make it harder to respond to some short notice burials due to the extra time required to remove the fence before grave digging operations could safely commence.

- Option (c) would lead to dogs not having access to MA plot. However, this would also mean responsible dog owners, with their pets, could not visit the graves of family members in the cemetery and prevent those dog owners who use the cemetery as an open space from walking their dogs along their usual dog walking route.

- Option (d) would exclude dogs from the footpath running between MA and EO plots in Accrington Cemetery, effectively creating a dog free zone. This option did allow dog walkers to walk their dogs (on leads) in the majority of the cemetery. However, there would be no physical barrier and it would require the current PSPO to be amended to exclude dog owners from walking dogs using the footpath running between MA and EO plot.

- Option (e) would create a fenced dog free zone by installing a fence along the boundary of EO plot and having a gate at either end and in the middle of the footpath running between EO and MA plot. As the fence would run along the boundary of EO plot (which was full for coffin burials) it did not cause any significant maintenance, grave digging or staff safety issues. It also meant that access to the whole MA plot was via one gate on the footpath which retained the open access of MA plot for visitors. The current PSPO would then be amended to exclude dogs from the footpath running between EO and MA plot, so the dog wardens could take enforcement action should any dog walkers choose to ignore the fenced dog free zone and walk through it with their dogs.

Resolved **(1) That Cabinet notes the report.**

(2) That Cabinet agrees to the installation of fencing and introduce additional dog control measures in Accrington Cemetery as set out in paragraph 3.5 of the report.

(3) That Cabinet delegates authority to the Executive Director (Environment) to implement the installation of the fencing and in consultation with the Executive Director (Legal and Democratic Services) to amend the dog controls in Accrington Cemetery.

359 Town Centre Levelling Up Funded Project Progress

Members considered a report of Councillor Clare Pritchard, Portfolio Holder for Transformation and Town Centres, updating Cabinet on the Levelling Up funded (LUF) town centre projects.

Councillor Pritchard provided a brief introduction to the report, outlining the Phase 1 works that had been undertaken, the contractor procurement process for Phase 2 and the on-going works. She also referred to the additional works being undertaken to finish of the exterior of the Market Hall and its anticipated completion date in mid-July. Burton's Chambers was likely to be competed first, but the Council had asked the contractors to prioritise work on the Market Hall, where possible. A job advertisement had recently gone out for a Town Centre Venues Manager. In addition, representatives from the Ministry of Housing, Communities and Local Government (MHCLG) had visited the Town Centre sites and made some positive comments. They were hoping to use this project in a case study to showcase best practice.

Councillor Zak Khan noted the planned opening date for the Market Hall in November 2026 and asked what the additional costs would be to the Council of operating the venue in-house. Councillor Pritchard indicated that there should be no additional cost to the Council. Councillor Whitehead added that use of an external operator might well have cost more.

Approval of the report was not deemed a key decision.

Reasons for Decision

The Levelling Up Fund had been announced at the 2020 Government Spending Review. Its focus was on capital investment in local infrastructure projects that required up to £20m of funding and built on prior programmes such as the 'Local Growth Fund' and 'Towns Fund'.

In January 2022, Cabinet had given its formal approval in support of the Town Centre Stakeholder Board's recommendations that the Council's LUF submission should focus around the following three principal interventions, noting that at the time 2 and 3 were not in the Council's ownership.

1. Redevelopment within the Indoor Market Hall and removal of the outdoor pavilions along Peel Street to provide an enhanced food and drink offering alongside traditional market stalls and new leisure offering – the intervention known as Market Hall.

2. Acquisition and external façade improvements/roof repairs to the properties of 43-59 Blackburn Road / 2-4 Church Street – the intervention known as Market Chambers.

- Acquisition and redevelopment to the block 61-69 Blackburn Road to provide for a shared workspace offering – the intervention known as Burtons Chambers.

Acquisitions

Market Chambers - In total, six freehold and twenty-five leasehold interests had been acquired across the properties 2-4 Church Street and 43-59 Blackburn Road. The first had been secured in August 2023 and the last in July 2025. A General Vesting Declaration had been made by the Council on the 10th February 2026 and notices had been posted around the property subsequent to the confirmation of the Compulsory Purchase Order by the Inspector. Following a 3-month notice period, the Council would register the acquired land as a single title with the Land Registry.

Phase 1 construction contract

All works procured under the phase 1 contract were complete and the small number of defects identified by the phase 2 contractor had been resolved by the phase 1 contractor and their subcontractors.

Phase 2 construction contract (fit-out)

The following work headings were instructed:

- Full internal fit-out works to Market Hall and Burtons Chambers, such as floors, walls, ceilings, electrical, mechanical and ventilation systems, decorations, fixtures/fittings etc.
- Installation of a new damp proof protection system to two elevations in Burtons Chambers which were below the external ground level.
- Re-covering to the roof of Burtons Chambers.
- Further replacement of roof glazing, guttering and safety walkway to the Market Hall roof.
- Installation of a Solar Photovoltaic system to the Market Hall roof including any repairs to the existing covering.
- External public realm works to Peel Street (reduced scope from the original approved planning application, following extensive surveys which identified the proximity/quantity of utility services and river culvert).

Additional works had been identified as the project had progressed - these being additional asbestos removal, make secure existing floor joists and additional weatherproofing details to roof glazing. Whilst it had been necessary to instruct this work under the phase 2 contract, these costs were being managed within the overall approved budget.

There was no LUF funded work planned to the remaining leaseholder's ground floor external façade in Burtons Chambers, although designs had been future proofed as far as possible to enable the space to be incorporated, the curtain walling system/windows and internal services extended into the redeveloped workspace if/when it became vacant and the Council wished.

Monitoring / Reporting

The quarterly reporting requirement to MHCLG had changed. The Council was now required to report progress every six months, starting from April 2026 and the spending deadline had been extended, from 31st March 2026 to 31st March 2028.

The phase 2 contractor's most recent progress report had highlighted seventeen different contractors on the project. Of these, seven had head offices in the Merseyside area, four in Greater Manchester, two in Cheshire/North Wales, two in West Yorkshire and one in Lancashire. Whilst there were no contractors registered address in Hyndburn, twelve operatives working on site lived within postcodes BB3, BB4, BB5 and BB12.

Budget

At the end of the phase 1 contract, the project cost consultants and Council finance team had reported £14,336,357 expenditure against £25,416,516 of available funding (£20,000,000 LUF funding, £3,916,516 from Hyndburn Borough Council and £1,500,000 of match funding from Lancashire County Council). This provided a remaining approved budget of £11,080,159 for phase 2 works (plus a separate client contingency of £500,000). At the time of writing the report, the latest cost report produced by the Council's consultants Rihbell and Rider Levett Bucknall, currently estimated an overall phase 2 cost of £11,129,503, which would be a £49,344 overspend and less than 2% of the approved budget. However, there were still twenty-two outstanding Provisional Sums yet to be agreed and instructed. These had a tender estimated contract value circa £1.3m so the overall phase 2 cost could still fluctuate upwards or downwards. The project team and phase 2 contractor were working to have these works agreed and the prices fixed within the coming month.

Programme

At the time of writing the report, the contractor's programme still showed a working assumption that the construction works to Burtons Chambers would be 'practically complete' by 6th July 2026 and Market Hall by 13th July 2026 (RIBA 6 – Handover).

Following the change to leasing the Market Hall, where the Council would now manage the Market Hall day-to-day operations, there was a substantial amount of work for the Council to undertake in promoting and signing up new food and drink traders plus any other general market type traders to complement the existing traders temporarily decanted to the town square. The Head of Policy and Communications, who was not part of the existing LUF project team, had been asked to lead this work to ensure the Market Hall opened successfully.

Given the time required to secure new tenants and recant the traders from the temporary cabins, it had been agreed that the Market Hall re-opening would align with the Christmas Lights Switch On events, on either the 19th or 20th November 2026 (the exact day would be agreed nearer the time with market traders). The Council continued to liaise closely with the Burtons Chambers operator to understand the work/timescale they required for testing or any soft launching, but the operator had agreed to open in line with the Market Hall as the temporary cabins would need to have been removed from in front the building's entrance (RIBA 7 – Use).

There were no alternative options for consideration or reasons.

Resolved **– That the Cabinet note the progress update as set out in this report.**

360 Accrington Market Hall - Rents and Other Terms of Trading

The Cabinet considered a report of Councillor Clare Pritchard, Portfolio Holder for Transformation and Town Centres, providing an update on progress with reopening Accrington Market Hall and seeking delegated authorities in relation to the setting of market rents, service charges, fees, market regulations and other terms and conditions for trading at Accrington Market

Councillor Pritchard provided a brief introduction to the report, outlining the Council's on-going engagement with existing market traders and its proposals for the Market Hall to re-open as a thriving venue for existing traders and new traders alike, as well as being attractive to the public. The Council acknowledged that unavoidable delays were causing some anxiety for existing traders and it was doing its best to allay those concerns. Recruitment for the new Town Centre Venues Manager was now underway.

Approval of the report was not deemed a key decision.

Reasons for Decision

Accrington Market Hall was one of the key town centre projects largely funded by the Council's Levelling Up allocation, with match funding from a number of sources.

The market traders had been decanted to cabins in the Town Square to enable substantial repair, construction and refit works to the Market Hall building. These had been detailed in reports from the Executive Director (Environment) and were now nearing completion. The site was expected to be handed back to the Council from the construction contractors in July 2026.

Following consultation with consultants Barker Proudlove (appointed in line with the Cabinet report in December 2025) and the Portfolio Holder for Transformation and Town Centres, a proposed reopening date had been set for mid-November. This was to allow time for recruiting and agreeing leases with traders / food and drink operators and to recant traders from the Town Square back into their new Market Hall units / stalls.

The Council (with Barker Proudlove) was looking to move forward on detailed discussions (with clear information on rent levels) with existing traders. This would establish which traders would be moving onto new leases, on the Market's reopening. Following these discussions, there would be a clear picture of any gaps, both in terms of number and type of traders. Recruitment of new traders would then take place, led by Barker Proudlove.

At the same time as discussions would begin with existing traders, Barker Proudlove would seek potential new food and beverage operators, including a bar operator. There were no existing food and beverage operators in the temporary Town Square market.

The Council would shortly receive specialist external advice on the estimated costs of running the Market. This had been a new piece of work since the Council had decided to run the Market in house, rather than through an outsourced model as had previously been planned. This advice would outline the estimated actual costs per square metre, alongside a picture of the commercial "going rates" for similar provision in towns bearing similar economic characteristics. This advice would inform decisions as to rent levels (including service charges).

In the past, rent levels had been subsidised and if this continued to be the case, the Council would need to ensure it was complaint with subsidy control rules.

Recruitment to a new post of Town Centre Venues Manager was underway. The objectives of this role would be to:

- **Create a vibrant destination venue:** Transform Accrington Market Hall into a thriving visitor destination and community hub that would drive footfall throughout opening times during the week, including evenings and weekends, creating economic activity and social value in the town centre;

- D**eliver exceptional programming and activation:** Develop and implement an innovative year-round programme that included food and drink events, live entertainment, family activities, cultural celebrations and special markets, creating compelling reasons for people to visit, stay longer and return regularly;

- **Maximise commercial performance:** Drive income growth through strategic trader management, diverse food and beverage operations, new revenue streams, partnership development and commercial innovation whilst maintaining community focus and accessibility;

- **Champion place-making:** Position the Market Hall as a catalyst to support Accrington's regeneration, working collaboratively with town centre partners to create a distinctive and cohesive visitor experience that supported the evening and weekend economy;

- **Build community connections:** Ensure the Market Hall served diverse community needs through inclusive programming that balanced social value with commercial viability, demonstrating that community benefit and financial sustainability strengthened rather than competed with each other

There was an internal cross-service project team working on the reopening plans, as well as advice and services commissioned via Barker Proudlove.

There were no alternative options for consideration or reasons.

Resolved

(1) That Cabinet grants delegated authority for the Head of Policy and OD to determine rent levels, fees and service charges and the opening arrangements for Accrington Market, in consultation with the Executive Director (Finance) and the Portfolio Holder for Transformation and Town Centres.

(2) That, if proposed rent levels are at a level below market value, the Head of Policy and OD ensures compliance with the Subsidy Control Act 2022, in consultation with the Executive Director (Legal and Democratic).

(3) That Cabinet grants delegated authority for the Head of Policy and OD to agree, set and implement the market regulations and other trading terms and conditions for Accrington Market and to grant the respective traders' leases or other agreements, all in

consultation with the Executive Director (Legal and Democratic).

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

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CABINET

Wednesday, 22 April 2026

Present: Councillor Munsif Dad BEM JP (Chair), Councillors Vanessa Alexander, Scott Brerton, Stewart Eaves, Melissa Fisher and Kimberley Whitehead

In attendance: Councillor Zak Khan

Apologies: Councillors Clare Pritchard and Ethan Rawcliffe

384 Apologies for Absence

Apologies for absence were submitted on behalf of Councillors Clare Pritchard and Ethan Rawcliffe.

385 Declarations of Interest and Dispensations

Councillor Melissa Fisher declared a personal interest Item 7 – Management of Sports Pitch Bookings, in the light of her outside body appointment as a Member of the Hyndburn Leisure Board, the proposed provider of the services identified in the report.

There were no declarations of dispensations made on this occasion.

386 Minutes of Cabinet

The minutes of the meeting of the Cabinet held on 18th March 2026 were submitted for approval as a correct record.

Resolved – **That the Minutes be received and approved as a correct record.**

387 Exclusion of the Public

David Welsby, Chief Executive, reported that the Council would ordinarily try to avoid formal meetings during the pre-election period - a period of heightened political sensitivity. On this occasion, a meeting of the Cabinet had been called on his advice. The items included on the agenda were being considered in private and should not, therefore, compromise the guidance on local authority publicity during the pre-election period.

In each case the reports qualified for the exemption from publication on their own merits and were considered to be urgent for the purposes of holding a meeting in private without providing the usual 28 day period of notice for such. The reports had also been exempted from call-in by the Mayor on the grounds of urgency, as there was a need to progress each of these proposals at pace.

The Chair commented that the items were not politically controversial decisions, but they were important decisions and were subject to certain time pressures.

Recommended - **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 items, when it is likely, in view of the nature of the proceedings that there will otherwise be disclosure of exempt information within the Paragraphs of Schedule 12A of the Act specified at the items.

388 Lease of Land at Bolton Avenue Playing Fields, Huncoat

In accordance with Regulation 5(6)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, approval had been received from Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny Committee, to the following decision being made by Cabinet on 22nd April 2026, in private, on the grounds that the decision was urgent and could not reasonably be deferred.

Exempt information by virtue of Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

The approval of the Mayor had also been obtained to the following decision being exempted from the Council's Call-In procedure in accordance with Overview and Scrutiny Procedure Rule C14, on the grounds that the decision was reasonable in all the circumstances and was an urgent decision not subject to Call-In, for the reasons identified in the Mayor's written consent.

The Cabinet considered a report of Councillor Munsif Dad BEM JP, Leader of the Council, seeking approval for the grant of a lease of Council owned land at Bolton Avenue, Huncoat to Huncoat United JFC CIC.

Councillor Dad provided a brief introduction to the report. Councillors Whitehead and Khan spoke in favour of the proposals with the latter enquiring about who had responsibility for repairs under the lease and whether there were any sustainability concerns. Councillor Whitehead reported that the responsibility for pitch maintenance was as set out in the report at Paragraph 7, under Financial Implications. She also provided an assurance about sustainability and identified wider support that was anticipated to be available.

Approval of the report was not considered to be 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 - That the recommendations as set out in the exempt report be approved.

389 Provision of Grant Funding to Accrington Stanley Community Trust and Lease for Livingstone Road

In accordance with Regulation 5(6)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, approval had been received from Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny

Committee, to the following decision being made by Cabinet on 22nd April 2026, in private, on the grounds that the decision was urgent and could not reasonably be deferred.

Exempt information by virtue of Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

In accordance with Regulation 10(1)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the proper officer had notified Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny Committee, that it was intended that the following key decision would be made by Cabinet on 22nd April 2026, under the General Exception provisions, on the grounds that the decision was urgent and could not reasonably be deferred.

The approval of the Mayor had also been obtained to the following decision being exempted from the Council's Call-In procedure in accordance with Overview and Scrutiny Procedure Rule C14, on the grounds that the decision was reasonable in all the circumstances and was an urgent decision not subject to Call-In, for the reasons identified in the Mayor's written consent.

Members considered a report of Councillor Munsif Dad BEM JP, Leader of the Council, seeking approval for proposals relating to Accrington Stanley Community Trust (ASCT) on the matter of a grant as match funding towards the construction of two new padel courts at the Community Hub on Higham Playing Fields at Thorneyholme Road, Accrington, and the grant of a lease for land off Livingstone Road to further its chartable aims and to develop a new 3G pitch, car parking, a toilet unit and snack hut.

Councillor Dad provided a brief introduction to the report. Councillors Whithead and Khan spoke in support of the proposals, with the latter enquiring about how progress had been made regarding the position of the existing leaseholders of the Livingstone Road stie and whether the interests of the existing sports club users of that site had been taken into consideration during the negotiations. Councillor Whitehead provided an explanation as to the course of the negotiations and the involvement of all interested parties. David Welsby, Chief Executive clarified the Council's role in transferring the lease between the relevant parties and the separate issue of agreement between the current and new leaseholders about user rights.

Approval of the report was deemed to be 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 - **That the recommendations as set out in the exempt report be approved.**

390 Management of Sports Pitch Bookings

In accordance with Regulation 5(6)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, approval had been received from Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny

Committee, to the following decision being made by Cabinet on 22nd April 2026, in private, on the grounds that the decision was urgent and could not reasonably be deferred.

Exempt information by virtue of Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

The approval of the Mayor had been obtained to the following decision being exempted from the Council's Call-In procedure in accordance with Overview and Scrutiny Procedure Rule C14, on the grounds that the decision was reasonable in all the circumstances and was an urgent decision not subject to Call-In, for the reasons identified in the Mayor's written consent.

The Cabinet considered a report of Councillor Kimberley Whitehead, Deputy Leader of the Council and Portfolio Holder for Culture, Heritage and Sport, seeking approval for Hyndburn Leisure (HL) to undertake the management of sports pitch bookings at the following sites on behalf of the Council:

- King George V Playing Fields (Accrington);
- Memorial Park (Great Harwood); and
- White Ash Playing Fields (Oswaldtwistle).

Councillor Whitehead provided a brief introduction to the report. Councillors Fisher and Khan spoke in support of the proposals, with the latter enquiring about what income the Council currently received from 'pay and play' bookings of the pitches indicated. Councillor Whitehead confirmed that the income received was relatively low - Paragraph 7 of the report (Financial Implications) refers.

Approval of the report was not considered to be 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 - That the recommendations as set out in the exempt report be approved.

391 Accrington Market Hall - Rents and Other Terms of Trading

In accordance with Regulation 5(6)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, approval had been received from Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny Committee, to the following decision being made by Cabinet on 22nd April 2026, in private, on the grounds that the decision was urgent and could not reasonably be deferred.

Exempt information by virtue of Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

The approval of the Mayor had been obtained to the following decision being exempted from the Council's Call-In procedure in accordance with Overview and Scrutiny Procedure Rule

C14, on the grounds that the decision was reasonable in all the circumstances and was an urgent decision not subject to Call-In, for the reasons identified in the Mayor's written consent.

Members considered a report of Councillor Clare Pritchard, Portfolio Holder for Transformation and Town Centres, seeking Cabinet's approval for the rent subsidy levels proposed for existing Market traders.

In the absence of Councillor Pritchard, the Leader of the Council provided a brief introduction to the report. Councillor Whitehead spoke in favour of the proposals, which would provide support for existing traders upon their return to the Market Hall. Councillor Khan suggested a longer period for the initial discount proposed for new leases, to enable traders to re-establish their businesses. He referred to his suggestion put to the Special Scrutiny Committee on 25 March 2026, to ask traders to sign new leases at an early date. The Leader reported that the Council would continue to talk to traders and would keep the situation under review.

Approval of the report was not considered to be 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 - **That the recommendations as set out in the exempt report be approved.**

392 Disposal of Freehold Interest in Land at North side of Walter Street and South side Hindle Street / Oxford Street, Accrington BB5 1QX

In accordance with Regulation 5(6)(a) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, approval had been received from Councillor Noordad Aziz, Chair of the Resources Overview and Scrutiny Committee, to the following decision being made by Cabinet on 22nd April 2026, in private, on the grounds that the decision was urgent and could not reasonably be deferred.

Exempt information by virtue of Paragraph 3 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

The approval of the Deputy Mayor (in the absence of the Mayor) had been obtained to the following decision being exempted from the Council's Call-In procedure in accordance with Overview and Scrutiny Procedure Rule C14, on the grounds that the decision was reasonable in all the circumstances and was an urgent decision not subject to Call-In, for the reasons identified in the Deputy Mayor's written consent.

The Cabinet considered a report of Councillor Munsif Dad BEM JP, Leader of the Council, seeking approval for the disposal of the Council's reversionary freehold interest in land and premises at North side of Walter Street and South side Hindle Street / Oxford Street, Accrington BB5 1QX.

Councillor Dad provided a brief introduction to the report. Councillor Khan indicated his support for the proposals as presented.

Approval of the report was not considered to be 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 - **That the recommendations as set out in the exempt report be approved.**

The Leader of the Council and Leader of the Opposition commented that Cabinet meetings had been inclusive and that cross-party relations had been respectful. Both leaders expressed the view that they would wish to see good relations continue in the future whatever the outcome of the forthcoming elections. Councillor Dad also thanked fellow Cabinet members and officers for their hard work and achievements over the last year.

RESOURCES OVERVIEW AND SCRUTINY COMMITTEE

Monday, 23rd February, 2026

Present: Councillor Noordad Aziz (in the Chair),
Councillors Mike Booth, David Heap, Judith Addison, Steven Smithson, Bernard Dawson MBE and Jodi Clements.
Co-optees: Tim O'Kane, Richard Downie, Christine Heys and Wesley Davitt

In Attendance: Councillor Vanessa Alexander – Cabinet Portfolio Holder for Resources & Council Operations
Councillor Munsif Dad – Leader of the Council, Labour Party
Councillor Zak Khan – Leader of the Opposition, Conservative Party
Councillor S. Fazal – Green Party
Martin Dyson – Executive Director, Resources

Apologies: Councillors Paul Cox, Andrew Clegg and Heather Anderson

311 Apologies for absence, Substitutions, Declarations of Interest and Dispensations

Apologies for absence were submitted on behalf of Councillors Andrew Clegg, Heather Anderson and Paul Cox.

Councillors Bernard Dawson and Jodi Clements acted as substitute representatives for Councillors Andrew Clegg and Heather Anderson, respectively.

Councillor Aziz referred to item 7 – Capital Programme and declared a personal interest in respect of his father receiving a Disabled Facility Grant. He continued to take part in the debate and remained in the room.

No dispensations were declared at the meeting.

312 Minutes of Last Meeting

The Minutes of the meeting of the Resources Overview & Scrutiny Committee held on 10th December, 2025 were submitted for approval as a correct record.

Resolved **- That the Minutes be received and approved as a correct record.**

313 Chair Update

Councillor Marlene Haworth

The Chair referred to the recent sad passing of Councillor Marlene Haworth (former Leader of the Council) and, on behalf of the Committee, expressed their condolences. The Committee observed one minute's silence as a mark of respect.

New Co-optee – Wesley Davitt

The Chair introduced the new Co-optee Member, Wesley Davitt, and welcomed him to the Committee.

314 Medium Term Financial Strategy

The Portfolio Holder for Resources and Council Operations, Councillor Alexander, submitted a report giving the Council's Medium Term Financial Position for 2026/27 to 2028/29. The report had been submitted to Cabinet on 18th February 2026 with the accompanying Medium Term Financial Strategy and had been approved.

The Leader of the Council reported that the Government had recently announced that Local Government Elections would now proceed in May 2026 and that local Councils across the 21 reorganisation areas would receive additional capacity funding. The amount is not currently known. The Council has since reported that this funding would be used to offset a zero Council Tax rise rather than the 2.99% increase originally proposed. The charge for a Band D property would therefore remain at £276.46 for 2026/27. Further details would be included in the final Budget papers due to be submitted to Council on 26th February, 2026.

The Strategy was appended to the report and set out the three-year projections of income and expenditure for the Council ahead of formulating its 2026/29 Revenue and Capital Budgets. The Strategy provided a summary of the main issues when setting the budget, including:-

- The continuation of delivering the Council's major capital projects including Levelling Up/Town Centre regeneration, Leisure transformation and progress on the Huncoat Garden Village project, which will provide over 1,800 new homes.
- The consequence of both national and global issues.
- The Council's own financial position including inflationary pressures and energy costs.
- The financial forecasts over the next 3 years including facing the challenges of Government reforms and increased pressure on spending.
- The 2026/27 Local Government finance settlement (LGFS) introduced the major reforms consulted on as part of the Fair Funding Review including a multi-year funding approach and changes to grant funding and business rates. The Council faces real term reductions.
- Hyndburn had been identified in the Fair Funding Reform review as being amongst the authorities furthest from their assessed funding level. As a result, the Council would lose 5% of its 2025/26 baseline funding by 2028/29.
- The Council has addressed the £6.35m reduction through savings and use of resources.

As a consequence of the issues raised above, there is an anticipated loss of £6.35 m over the MTFS period but the multi-year settlement offered a level of certainty to enable the Council to prepare for future challenges. The 3-year settlement represented a minimum level of funding and provided a certainty around government funding resulting in a relatively stable outlook across all scenarios, pessimistic, standard and optimistic.

The appendix attached to the report also provided more detail on:

- Elements of the MTFS
- Background
- Resources
- Government Grant
- Council Tax
- Business Rates
- Changes in Costs
- Budget Pressures
- Capital Costs
- Growth
- Reserves

- Other Assumptions
- Scenarios and Scenario Breakdowns
- Robustness of the Forecast
- Overall Net Position
- Details of each of the 3 scenario models

The following question was raised by Members and responded to at the meeting:

- What proportion of the share of the £63 million from Government would Hyndburn receive?

The response was that this was unknown at the present time.

It was recommended that the report and any comments be noted.

Resolved - That the report be received and noted.

315 Prudential Indicators, Capital, Treasury Management and Investment Strategies 2026/27-2028/29

The Portfolio Holder for Resources and Council Operations, Councillor Alexander, submitted a report setting out the Council's Prudential Indicators and Treasury Management and Investment Strategy 2026/27 to 2028/9 which sets 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 2026/27. The report had been submitted to Cabinet on 18th February 2026. Councillor Alexander thanked the Executive Director, Resources, and the Council's Finance Team for their hard work in producing the report.

The following details were summarised in the attachment to the report:-

- Background
- Prudential Code & Prudential Indicators
- Capital Expenditure & Capital Financing Requirement
- IFRS 16 –Leasing
- Minimum Revenue Provision
- Affordability Prudential Indicators
- Treasury Management Strategy 2026/27
- Current Treasury Position
- Expected Movement Interest Rates
- External Debt Overall Limits
- External Vs Internal Borrowing
- Liability Benchmark
- Limits on Activity
- Debt Rescheduling
- Investment Strategy
- Environmental, Social & Governance (ESG)
- Treasury Management Practices (TMP)
- Policy on the Use of External Service Providers
- Treasury Management Strategy in – Year & Year-End Reporting

Also included with the report are the Treasury Management Policy Statement 2026/27 and the Treasury Management Practices 2026/27 and the Capital Strategy 2026/27.

Cabinet made the following recommendations to Council:

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

(2) To approve the Treasury Management Strategy, and associated indicators, as set out in Appendix 1 to the attached report;

(3) To approve the Investment Strategy as set out in Section 13 of Appendix 1 to the attached report;

(4) To approve the Minimum Revenue Provision Policy for the year 2026/27 – as set out in Section 5 of Appendix 1 to the attached report;

(5) To approve the Treasury Management Policy Statement for 2026/27 – Appendix 2 of the attached report

(6) To approve the Treasury Management Practices Statement 2026/27 – Appendix 3 of the attached report;

(7) To approve the Capital Strategy 2026/27 – Appendix 4 of the attached report.

Resolved - That the contents of the report be noted.

316 General Fund Revenue Budget 2026/27

The Portfolio Holder for Resources and Council Operations, Councillor Alexander, submitted a report setting out proposals for the 2026/27 General Fund Revenue Budget, as attached at Appendix A of the report. This also provided an overview of key issues which had arisen from the Medium Term Financial Strategy.

The Council's 2026/27 Revenue Budget required a net expenditure of £17,607,700 and under the budget proposals, as a result of Local Elections being reintroduced and a recent Government announcement of an additional capacity grant being made available to help the reorganisation of Councils, there would be no rise in Council Tax for Hyndburn residents for Hyndburn Council provided services. The charge for a Band D property would, therefore, remain at £276.46. The Budget report to Council would be revised accordingly.

A number of national and global issues had had an impact on the Council's budgets along with the impact of higher inflation and forecast pay settlements, however, the Council intended to use the additional capacity grant to offset the proposed zero increase in Council Tax for residents of Hyndburn. Lancashire County Council, the Police & Crime Commissioner and the Lancashire Combined Fire Authority have not yet formally taken their decisions on Council Tax levels for 2026/27. It is expected that all three authorities will raise its Council Tax. Relating to Band D properties, Lancashire County Council is expected to raise its Council Tax by 3.8%, the Police and Crime Commissioner to increase by 5.41% and Lancashire Combined Fire Authority by 5.57%.

Altham Parish Council has set a separate precept requirement for its activities and has decided not to increase the Band D charge and will remain at £44.33 for 2026/27. The Parish Council will precept the Collection Fund for £14,141 for 2026/27. Details of the proposed position on other Bandings for properties in Altham are shown in Appendix 6 of the report.

The Council faces continued volatility around some of the most significant items within its Budget. Major reforms of local government finance have 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 has therefore decreased since 2013. The Committee was informed of the importance of plotting any deviations away from the expected figures and taking appropriate action should these start to emerge, which could result in the need to reduce spending during the year.

However, Committee was informed that Cabinet intended to continue managing the Council's affairs effectively and promoting appropriate service investment. It would therefore:

- Continue to limit enhancements on early retirement, continue a rigorous approach to absence management and commit to minimising borrowing costs.
- The Capital Programme for 2026/27 would continue to deliver key investment in council and public facilities by adding another £7.86m to £56.51m the Council has already approved.
- A large proportion of the capital programme will be phased over the next few financial years which includes the delivery of £29m investment in the Huncoat Garden Village Project, with all the funding coming from Homes England, and finalising the Levelling Up works in Accrington Town Centre along with other complementing Town Centre regeneration.
- To continue free car parking in Hyndburn.
- Freezing green waste charges at £35 per annum and offering free bulky waste collections.
- Continuing efforts to reduce accommodation costs and actions to reduce carbon emissions and energy costs.

An addition to the programme in 2026/27 of £7.86m to include further investment of £689,000 in Parks and Plays areas, £1,359,906 for Disabled Facility Grants, £2,161,135 to maintain and invest in the Council's operational assets and vehicle fleet, £165,000 to improve and develop ICT and technical equipment, £435,000 on Community Projects that involve War Memorial restoration, Christmas decoration replacement and Maiden Street Clock Towner lighting, £2,600,000 towards the future development of the Market Chambers building and £450,000 for the continued repurposing of Mercer Hall Leisure Centre and the contribution towards Accrington Stanley Community Trusts capital investment in sports initiatives.

The Capital programme for 2026/27 is partly funded from the Governments grants to deliver a Pride in Place Impact Fund. Hyndburn will receive £1.5m to be committed to projects that deliver visible improvement to community spaces; public spaces and high street and town centre revitalisation.

General reserve balances are expected to be just under £1.9m.

Due to Government reforms to Business Rates Funding of Local Government, the Council now carries a significant risk around the level of monies available. The calculation of available funds will be dependent on a number of factors and, as such, could be subject to

variations of hundreds of thousands of pounds. The volatility around these forecasts have increased due to the impact of recent national and global issues on the Business Community.

The following information was attached to the report, which had been submitted to Cabinet on 18th February 2026:-

- Background to Revenue Budget 2026 -27
- Medium Term Financial Strategy
- Continuation Budget
- Growth & Inflation Pressures
- Available Resources
- Resources Summary
- Budget Proposal
- Reserves
- Risks & Management
- Consultation
- Conclusion

- Appendix 1 – Initial Outline Budget 2026/27
- Appendix 2 - Revenue Budget 2026/27
- Appendix 3 - Budget Movements in Year 2026/27
- Appendix 4 - HBC Tax Increase 2026/27 by Property Band
- Appendix 5 - Estimated Overall Change in Council Tax 2026/27
- Appendix 6 - Altham Parish Precept by Property Valuation Band 2026/27

Members raised the following questions:

- What vacancy targets were set?
  - Keeping the post vacant for three months
  - Relocating staff from Broadway Office into Scaitcliffe House
- What Bulky Waste collection savings were made
- What's happening with reserves

Responses were provided at the meeting.

Councils would continue to deliver their business as usual until reorganisation was complete, with being staff appointed to manage additional workloads where necessary.

Cabinet made the following recommendations to Council:

(1) That there be no increase in Council Tax for 2026/27 with the charge for a Band D property remaining at £276.46.

(2) That the Budget for 2026/27 will be £17,607,700 as detailed in Appendices 1 to 3 of the Revenue Budget 2026-2027 report, attached at Appendix A to the covering report.

(3) That changes in budget requirement including through inflation, growth and savings identified in Appendix 3 of the Revenue Budget 2026-2027 report be approved, to

ensure the Council could set and approve a balanced budget.

(4) That the significant improvement made in relation to budget monitoring and cost reduction within the Authority over the past 20 years be noted and its commitment to continuing this approach in the year ahead be confirmed.

(5) That during the financial year 2026/27, the Executive Director (Resources) 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 had an overall neutral impact on the Budget.

(6) That during the financial year 2026/27, the Executive Director (Resources) 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 2026/27 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 any additional funds from Government that are not ring-fenced funding as well as any other surplus funds could be used if required to support Capital expenditure as determined by the Executive Director (Resources) in the overall financing of capital expenditure or be transferred to Reserves.

Resolved **- That the contents of the report be noted and supported.**

317 Capital Programme

The Portfolio Holder for Resources and Council Operations, Councillor Alexander, submitted a report relating to the Council's Capital Programme 2026/27 – 2028/29.

The report set out the Council's capital programme for 2026/27 including forecast slippage on schemes from 2025/26 and the additions of new schemes to the Council's Capital Programme for 2026/27.

The significant level of investment in previous years had only been possible by the Council obtaining external financial support, as well as the Council's 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. The new additions to the capital programme have increased to £7.860m (including £1.020 leasing costs) compared to £2.476m in 2025/26. External funding of £3.20m has been confirmed towards the cost of the new capital schemes (Disabled Facilities Grant, Extended Producer Responsibility Grant (EPR) and Pride in Place Impact Grant) with a further £0.03m funding to be secured.

The additions to the programme in 2026/27 will bring the total approved capital programme to £38.565m, including forecast slippage of the unspent programme from 2025/26 of £30.706m, which can be seen in Appendix 1 of the report. The forecast slippage from the 2025/26 programme includes £22.366m (£3.815m slippage to £2027/28) for Huncoat Garden village, £0.40m for the Leisure Estate Investment Programme and £6.251m for the Levelling Up Programme. The capital budgets for the Levelling Up Programme are based on the latest forecasts of costs, however, as these are not tendered figures, they are still subject to change.

The funding of the 2026/27 capital programme is based on using council reserves and potential capital receipts. There will be continued emphasis on the realisation of additional capital receipts during the year. The programme assumes £3.010m of expenditure will be funded from capital reserves, and £0.6m from unfunded receipts. Any new receipts received will replace the funding required from these reserves.

The small number of expected new schemes for 2027/28 and 2028/29 (totalling £1.910m) are detailed in Appendix 3 of the report (for information only).

The Council:

- will continue its strong policies of financial management and look only to borrow what it needs to fund major investment projects.
- will rely on securing external sources of funding, using capital receipts, making revenue contributions to capital projects and use unspent monies to fund its programme.
- has appointed experienced professionals to manage its two largest projects, to reduce risks to the Capital Programme.
- will continue with its strategy to reduce its level of debt.

Details of the Capital Programme are appended to the report.

Members of the Committee submitted two questions in advance of the meeting. These related to an extract from the Pride in Place Impact Fund prospectus which set out which stakeholders should be involved in identifying priorities and the delivery of the Pride In Place Impact Fund. The group involved in the process for Hyndburn was the Neighbourhood Board.

1. What percentage of members of the public are on the Board and are members of the Board from a wide selection of Hyndburn?
2. How would the fund progress be monitored and stakeholder engagement be reported and had any timescales been set?

Two further questions were submitted by members of the public as follows:

1. There are 12 Projects being financed by the Government's £1.5 m Pride in Place money. The Government prospectus requires local authorities to engage and seek support from a wide range of people using existing groups or to set up a new group,

who would suggest Pride in Place projects. Which of the 12 projects were requested by this group and which have been put forward by the Council?

Responses in respect of the Pride In Place money was that the Member of Parliament (MP) had been involved and stakeholder meeting and consultations had been carried out. These had included the Neighbourhoods Board. In addition, Ward Councillors had spoken to individuals representing local communities.

To prevent any confusion, the Committee was reminded that the Neighbourhood Board was responsible for the Plan for Neighbourhoods Fund, which was an investment of over £20m over a 10-year period. The Price of Place Impact Fund was recently allocated additional Government funding of £1.5m for the Council to invest in the Borough over a 2-year period.

The 12 projects put forward are listed within the Budget papers and the Committee was referred to these.

2. Further to your issue of the spending in the Hyndburn area can I ask about the statement that is made ‘ These projects will list alongside our ongoing capital projects which as the £30 million investment in Huncoat Garden Village creating 1800 new homes’.

There is quite a lot mentioned about 30 million relief road, what is the 30 million that your budgeting for in the spending information can you please clarify what this 30 million is going towards in this project.

Response: Homes England have awarded £30m towards key infrastructure costs including a new relief road connecting Huncoat directly with the A56, land acquired to deliver the new relief road, brownfield land remediation on the former colliery and power station sties and a contribution towards improvements to junction 8 on the M65 motorway (and potentially to improvements to the nearby Shuttleworth Mead junction) to improvement junction safety.

Councillor Zak Khan made the following comments and raised a number of issues in relation to the Pride of Place schemes.

Councillor Dad explained that all Cabinet Members were involved in decision making for programmed schemes and that discussions had taken place with stakeholders, including the Neighbourhood Board. Ward Councillors had also spoken to individuals representing local communities.

Councillor Whitehead added that for some Neighbourhood Improvement projects the funding had not yet been allocated. There would be some small areas that required capital investment to make a difference, but no monies had yet been earmarked for specific schemes.

Cabinet made the following recommendations to Council:

(1) To approve the Capital Programme for 2026/27 including new scheme additions of £7,860,041 with a net cost to the Council of £3,609,970 as set out in Appendix 3 of the report.

(2) To approve the funding of the programme by the use of newly awarded direct external grants totalling £3,229,909, lease vehicle borrowing costs £1,020,165 and the remaining funding of £3,609,970 to come from the Council's resources.

(3) To note the expected new scheme additions for 2027/28 onwards set out in appendix 1 pf the report.

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

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

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

Resolved - That the contents of the report be noted and supported.

318 Alternative Budget Proposals

The Main Opposition Group (Conservative Group) did not submit an amendment to the proposals for the Council's 2026/27 Budget. There was also no amendment submitted by the Green Party.

Resolved - That there were no amendments submitted at the meeting.

319 Representations and Questions from Members of the Public and Individual Members of the Council on the Budget

There were two questions submitted by Members of the Public. These questions were taken previously in the meeting and responses given. These questions related to the Government's Pride in Place Impact Fund and Neighbourhood Plan Funding and in respect of the Huncoat Garden Village project. Responses were provided at the meeting under item 7 – Capital Programme.

320 Scrutiny Comments and Resolutions to be Submitted to the Council

The Chair thanked the Cabinet Portfolio Holder, Councillor Alexander for submitting the Council's budget proposals and comments for consideration at the meeting. He reported that a report of the Committee would be submitted to Full Council on 26th February 2026.

Resolved - That Council be requested to note the following resolutions of the Committee:-

(1) That the contents of the following reports be noted:-

Prudential Indicators and Treasury Management and Investment Strategy 2025/26 to 2027/28

Medium Term Financial Strategy 2025/26 to 2027/28

General Fund Revenue Budget 2025/26

Capital Programme 2024/25 to 2027/28

(2) That the contents of the General Fund Revenue and Capital Programme 2025/26 reports, be supported;

(3) That the Committee thanks the Cabinet Portfolio Holder, Councillor Vanessa Alexander for her participation and contribution to the scrutiny of the Budget process.

(4)That the Executive Director Resources, Martin Dyson, and all other officers involved, be commended for their work in producing the budget; and

(5) That Council be requested to take the comments of the Committee into consideration when setting the Budget for 2026/27.

Signed:……

Date: ……

Chair of the meeting
At which the minutes were confirmed

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COMMUNITIES AND WELLBEING OVERVIEW AND SCRUTINY COMMITTEE

Monday, 9th March, 2026

Present:	Councillor Stephen Button (in the Chair), Councillors Jodi Clements (Vice Chair), Clare Yates, Clare McKenna, Loraine Cox and Tina Walker Co-optee: Matthew Shaw
In Attendance:	Kirsten Burnett – Head of Policy and Organisational Development Lyndsey Sims – Chief Executive of Hyndburn Leisure Trust
Apologies:	Councillors Mike Booth, David Heap, Sandie Dent, Rawstron and Jean Battle

330 Apologies for Absence and Substitutions

Apologies for absence were submitted from Councillors Booth and Heap and Co-optees Jean Battle, Jackie Rawstrone and Sandie Dent.

There were no substitutions.

331 Declarations of Interest and Dispensations

There were no interests or dispensations declared at the meeting.

332 Minutes of Last Meeting

The Minutes of the Communities and Wellbeing Overview & Scrutiny Committee held on 1st December 2025 were submitted for approval as a correct record.

Resolved - That the Minutes be received and approved as a correct record.

333 Chair's Update

The Chair reminded Members that this was the last Communities and Wellbeing Overview & Scrutiny Committee scheduled to take place in the 2025-26 municipal year. Consequently, the two-year appointment of the Co-opted members was due to expire and new Co-optees would need to be appointed for the 2026-27 municipal year. She explained that applications for the Co-optee positions would be advertised after the Council's Annual General Meeting.

The Chair thanked all Co-optees for their valuable contributions to the meetings throughout the year.

334 Active Wellbeing Services

Lyndsey Sims, Chief Executive of Hyndburn Leisure Trust, gave a presentation on the provision of 'Active Services' in the borough.

Active Wellbeing Services included the key areas:

- Physical Activities
- Healthy Weight
- Holiday Activities and Food Programme
- Smoke Free

She explained that the aim was to get people to be more active by providing the right support and advice. Each scheme lasted 12 weeks. Members were given information on the East Lancs Leisure Trust – Social Value of Exercise Referral Schemes and how people were offered the opportunity to access one of the Active Services.

An assessment of the services was measured in 4 areas: health, wellbeing, community cohesion and individual development. She explained that data had been collected to assess the success of the services. They found that there were better outcomes for participants in respect of life satisfaction, greater mental health, better health outcomes and better community cohesion. Participants were often from more deprived areas, suggesting the scheme also helped to address inequalities in wellbeing as well as improving social inclusion. Most of the respondents intended to continue their physical activity once the scheme ended.

In respect of valuation:

- on the WELLBY scale, 1.6 points of life satisfaction between the programme participant and the waitlist, estimating a value of £26,500 of wellbeing impact per person.
- on the QALY – Quality-Adjusted Life Years, there was 0.08 points on the EQ-5D index scale, estimated to be approximately £5,700.
- benefits that are sustained are assessed to last for at least one year.
- the majority of participants intended to stay active over the next 6 months and most would remain members of the Leisure Centre. Thus, suggesting a sustainable business model.

For the Future:

- There was a collective commitment to sustain and continue to grow and develop the Active Wellbeing Service.
- Good practice would be built upon.
- Collaborative work was being carried out to collect and analyse data, upskill and develop teams and work on commercial operating models and brand awareness.

Members submitted questions in advance of the meeting with responses provided on the following topics:

- How the Active Wellbeing programmes were being promoted.
- How residents could locate the services.
- If GPs could refer patients directly.
- Were people with disabilities/impairments catered for?
- Are various methods of booking the courses available?
- Are there any incentives to continue exercising n completion of courses?

A summary of the responses provided at the meeting, were given below:

- Self-referral routes were promoted through the Hyndburn Leisure website and through a limited amount of print marketing and social media.
- The programmes were accessed via health professional referrals and individuals could also self-refer directly on the Hyndburn Leisure website.
- Specific pathways were delivered for different health conditions. Facilities were designed to be accessible but further improvements would be sought as part of a commitment to inclusivity.
- People were supported to either continue to exercise within the leisure facility or to find a low cost or no cost alternative within the community.
- Various methods of booking were available, including online and telephone.

Members also enquired about:

- the role and involvement of Sports Clubs
- targeting against vaping
- further information on the 'Smoke Free' project
- Had TikTok been used to advertise the Services?
- Was there was a cap on the number of people that could use the service
- Could there be greater advertisement of the self-referral scheme

Responses were as follows:

There was already joint working with Sports Clubs, such as Accrington Stanley, to deliver facilities and opportunities to members of the public and this had been considered a success.

Lyndsey Sims explained that the Smoke Free project was an initiative for providing nicotine-free support to residents and would provide support to people who wanted to reduce smoking and those who needed help with vaping.

There was significant health deprivation within the Local Authority so it was important to enable self-referral to the schemes and increase reach to those who required support.

Lyndsey Sims reported that they aimed to use the data to improve services and work smarter in the future, which included good communication and the pooling of resources to produce a positive marketing message. She pointed out that although TikTok was not used to promote Active Wellbeing Services, other social media platforms were and that they would be using testimonial stories to promote and encourage others to use the services.

There was a commercial target but it was the aim of the Service to improve the quality of that being provided and make the service sustainable. She acknowledged that some Members had not seen any advertisements for self-referrals and indicated that this provision would be reviewed.

Resolved - That the report be noted.

335 Access to Swimming Lessons in the Borough

Lyndsey Sims, Chief Executive of Hyndburn Leisure Trust, gave a presentation on 'Learn to Swim'. She referred to the issues of availability, cost and accessibility of swimming lessons provided by the Trust.

She referred to the following points:

- Quality — Lessons followed the 'Swim England's National Plan for Teaching Swimming', it was led by qualified teachers (2 at Level 2 with Level 1 assistants). Teachers were often in the water too. A parent portal platform had been introduced to improve the experience of parents and children.
- Membership — Weekly programme of lessons across 3 swimming pools plus data collected to monitor use including places available per month, number of members, number of members who pay by direct debit, numbers attending the Bhaja Initiative and a waiting list of over 500.
- Affordability — Cost of a lesson in respect of group lessons, one-to-one lessons, crash course and free swimming outside of lessons.
- Future Developments — Swimming lesson programme is set to grow further by the end of 2026, the recruitment and development of more swimming teachers, the Trust's plan to introduce new pre-school swimming sessions, extend the learn to swim programme and the forthcoming addition of adult swimming lessons to the weekly timetable. Water Wellbeing accreditation and broadening the swimming for health programme is being applied for.

Members submitted the following questions in advance of the meeting, summarised as follows:

- Why are the Leisure Centres closed on bank holidays when more residents would potentially want to use them?
- The HLT app cannot be used when booking preschool swimming lessons which may deter people from booking lessons. Could this be reviewed?
- Could the Trust's policy for advertising swimming sessions be reviewed and improved?
- Could data be provided on the numbers attending swimming sessions across the various centres?
- Did the Trust meet its footfall targets for attendance at its Leisure Centres this year and, if not, are there plans to improve them?
- Hyndburn has a diverse community, what plans are in place to ensure all communities are consulted on the provision of swimming sessions
- Once the new Leisure Centres were up and running, what would waiting lists potentially look like?
- Are there plans to work with transport providers to make it easier for people to access the Leisure Centres? Currently, using public transport can mean catching more than one bus.
- There is a lack of healthy food served at Hyndburn Leisure Centre. Could the food provision be reviewed to reflect a more healthy menu?

Responses were provided as follows:

- Closure of Leisure Centres on bank holidays was being reviewed. Currently contractual arrangements limited opening times. Consideration was being given to the hours that could be operated.
- Consideration was being given to adding further activities to the booking App with pre-school swimming being one of them.
- The Trust was intending to run a young people activity marketing campaign in 2026 to increase awareness of swimming lessons as well as other activities on offer. However, there is a long waiting list for swimming lessons which is cleansed and updated throughout the year.
- Data was provided during the presentation of the meeting, details of which were set out previously.
- The Trust did meet its footfall targets for attendance at its Leisure Centres.
- The Trust does provide women only swimming sessions and work in partnership with the Bahja Initiative.
- Working with transport providers was not currently in the plans of the Trust but it would be something that could be given further consideration. She suggested that community groups may have greater influence on transport companies because they would be more likely to provide transport if there was greater interest in people using a service.
- The 3 catering spaces that the Trust operates have varied customer bases and as a result have differing menus. There is a core offer across all café areas, but it was recognized that good practice could be taken from the recently opened café at the Cath Thom Leisure Centre to the other sites to enhance their offer.

The Chair of the Committee thanked Lyndsey Sims for attending the meeting and her hard work in providing leisure and health and wellbeing activities in Hyndburn.

Resolved - That the report be noted.

336 Oswaldtwistle Civic Theatre

Head of Policy and Organisation Development submitted a report to update the Committee on work to progress plans to allow the re-opening of the Oswaldtwistle Civic Arts Centre and Theatre.

She reported that the Council was the owner of the building and summarised the history of ownership of the building, which had recently been returned to the Council. She explained that the building required significant investment to secure its future. Capital allocations include £267,000 from the 2024-25 Capital Programme for refurbishment works with a further £250,000 allocated in 2025-26. The Council had applied to the Theatre Trust to secure a Resilient Theatres: Resilient Communities programme for a £10,000 grant to carry out essential roof survey work. There had also been a tender process to secure a contractor to begin work onsite in April.

The Council had explored options to get the building back into use, with possibly opening the ground floor to users first. A further £100k had been committed for further works.

Members submitted questions in advance of the meeting, as follows:

- Would the proposed Cabinet Working Group, set up to consider potential use and tenants for the Oswaldtwistle Civic Theatre, include community representation?
- Would the implementation of LGR impact ongoing project work to the Theatre?

- Have timescales been set for inviting expressions of interest for the Theatre?
- Could the renovation of the Theatre be promoted as a ‘good news’ story in the borough?

Responses were provided as follows:

- It was intended that there would be community representation on the Cabinet Working Group. The Cabinet Working Group should be established by Summer 2026 but this would be dependent upon progress with improvements.
- The Council would ring fence any financial commitments to the Theatre with the aim of ensuring allocations were completed before LGR was implemented. However, decisions would need to be taken nearer the time in line with agreed requirements for LGR.
- The Controlling Group was committed to ensuring that the Theatre was back in use as soon as possible. A further £100k had been committed for further works.
- There had been press releases, and reports submitted to both Cabinet and Full Council, to provide updates. She encouraged all Councillors to share updates with community groups.

Resolved - That the report be noted.

Signed:……

Date: ……

Chair of the meeting
At which the minutes were confirmed

SPECIAL SCRUTINY COMMITTEE

Wednesday, 25th March, 2026

Present:	Councillor Kate Walsh (in the Chair), Councillors Judith Addison, Mike Booth (Vice Chair), Bernard Dawson MBE and Zak Khan Co-optees: Shahed Mahmood
In Attendance:	Councillors Clare Pritchard – Cabinet Portfolio Holder for Transformation and Town Centres Steve Riley – Executive Director (Environment)
Apologies	Councillors Josh Allen, Heather Anderson, Clare McKenna, Clare Yates and Mohammed Younis

361 Apologies for Absence and Substitutions

Apologies for absence were submitted on behalf of Councillors Allen, Anderson, Yates and Younis.

Councillors Dawson and Addison acted as substitute representatives on behalf of Councillors Anderson and Allen, respectively.

362 Declarations of Interest and Dispensations

There were no declarations of interest or dispensations announced at the meeting.

363 Minutes of the last Meeting

The Minutes of the meeting of Cabinet held on 18th November 2025, were submitted for approval as a correct record.

Resolved **- That the Minutes be received and approved as a correct record.**

364 Town Centre Levelling Up Project Progress

The Cabinet Portfolio Holder for Transformation and Town Centres, with the support of the Executive Director (Environment) submitted a report to update the Committee on the Levelling Up funded (LUF) town centre projects.

The report set out the purpose of the Levelling Up Fund and explained that its focus was on capital investment in local infrastructure projects that required up to £20m. In January 2022 the Council's Cabinet approved recommendations that the LUF submission should focus around three principal interventions:

1. Redevelopment within the Indoor Market Hall and removal of the outdoor pavilions along Peel Street to provide an enhanced food and drink offering alongside traditional market stalls and new leisure offering – the intervention known as Market Hall.
2. Acquisition and external façade improvements/roof repairs to the properties of 43-59 Blackburn Road/2-4 Church Street – the intervention known as Market Chambers.
3. Acquisition and redevelopment to the block 61-69 Blackburn Road to provide for a shared workspace offering – the intervention known as Burtons Chambers.

The report also set out further information on:

- Acquistions – within Market Chambers
- Phase 1 Construction Contract – work procured has been completed and defects resolved.
- Phase 2 Construction Contract (fit-out) – details provided
- Monitoring/reporting – reporting requirements to MHCLG is now six monthly, the spending deadline has been extended to March 2028. Details were also provided in respect of local employment by the Phase 2 contractor.
- Budget – details provided.
- Programme -there was now a working assumption that the construction works to Burton's Chambers would be 'practically' completed by 6 July 2026 and the Market Hall by 13th July 2026. The date of the Market Hall re-opening had changed to November 2026, due to agreement that the Council would now manage day to day operations.

Members of the Committee were invited to further scrutinize the report at the meeting and submitted comments and questions on the following issues:

- When would business be able to trade again?
- What plans were in place to advertise and promote the re-opening of the Market Hall?
- Was there any events plan particularly for the Asian community?
- Would there be stalls that sold halal foods?
- Which traders would be provided with stalls in the Market Hall and would there be enough to fill the Market Hall?
- Would there be a diverse range of stalls in the Market Hall catering for all members of the community?
- When would rents commence in the Market Hall?
- What plans were in place to ensure that there would be enough parking spaces for people visiting businesses in Accrington Town Centre?
- A suggestion that electric charging points should be restricted to two hours, during times of events, so that these spaces could be used as additional parking spaces.
- That street signage should be clear to avoid misunderstandings in respect of parking restrictions.
- Had CPOs on the Market Chambers been completed?
- What had the cost of using compulsory purchase orders on the Market Chambers?
- In respect of Phase 1 properties, had the cost of resolving defects been included in the contract?
- Concern that there were not more local people employed on the contracts. Would it be possible to ensure that more local people were given the opportunity of employment?
- Hyndburn Council had paid £1.3m for the acquisition of the town centre properties. This seemed a lot of money, did Hyndburn Council pay out more than it should have done?

- Why had there been a delay in the re-opening of the Market Hall?
- When will the Council be able to confirm which traders will be moving into the Market Hall so that design work of the stalls is able to be progressed?
- Concern that the deadlines for the re-opening of the Market Hall would be delayed further and that there was also a risk of market stalls not being fully occupied.

Responses to the above comments and questions were provided as follows:

Businesses Trading and Local Employment

The opening of the Market Hall and Burtons Chambers was currently planned for November 2026 to align with the Christmas Lights switch on event, once all traders had decanted back to the Market Hall. As part of the contract for Levelling Up works, it had been ensured that social value had been included, meaning that the contractor would aim to employ as locally as possible. However, the contract for the Market Hall was of a specialist nature so there were limitations on the appointment of suitably qualified contractors and those that are employed by it. However, whilst the location of many sub-contractors were not based in the Borough, (almost all within the NW area) the very latest numbers showed 20 people working on the sites livd in the Borough/the local area.

The phase 2 contractor had also liaised with Accrington and Rossendale College to provide work-based experience for a number of their construction course students and employed 2 local people themselves.

Advertisement and Promotion of progress of the Town Centre Levelling Up Project

A budget had been set for advertisement and promotion events but further ideas were invited for events. Events were not being distinguished for any particular part of the community but would be aimed at everyone. Organisations were encouraged to come forward to run events with the support of the Council. Grants were available through the Council annual event funding programme.

Compulsory Purchase of the Market Chambers

The process of valuing a compulsory purchase order was explained at the meeting, including that national compensation guidance was used. The valuation was established by the Council's independent property consultants, CBRE. Valuations were for the properties, businesses and residential flats included within the properties. The process of compulsory purchase had not delayed the projects because this had not been used to acquire the buildings as there had been successful negotiations with owners and businesses to sell by agreement. However, the CPO process had been concluded to ensure that a small number of unregistered parcels of land were included within the land registration process to protect the Council against any future issues.

Parking

Hyndburn Borough Council provides a number of free off street parking location in the Town Centre but Lancashire County Council (as the Highways Authority) was responsible for on-street parking and consequently, there decided parking time restrictions. The electric charging points were also the responsibility of Lancashire County Council and therefore, some of the issues previously raised would be raised with the County Council.

The Market Hall

Traders who had previously had stalls on the Market would be given first choice to return to the Market Hall but additional market traders and food and beverage traders were actively being sought. It was envisaged that stalls would offer a variety of goods. Rental rates and start dates had not yet been set but a report would be submitted to the April Cabinet. It was reported that there were plans for a variety of food offerings and a bar at one end of the ground floor, with the remaining traditional market style traders at the other end.

It was anticipated that the main phase 2 construction works to the Market Hall would be complete late July followed by the fit out. Recruitment of traders had been planned to be progressed fully once rental rates had been set, allowing for leases to be signed before opening. This confirmation would then allow kitchen fit-outs to be tailored to the food stye, although fit out would begin for general traders, this would be more generic. The aim was for this to be complete before the Market Hall re-opening in November.

Resolved

1) That the Executive Director (Environment) circulates the cost of the compulsory purchase process for the acquisition of the town centre properties in respect of the Levelling Up Projects, to all Members of the Special Overview & Scrutiny Committee: and

2) That it be recommended that Cabinet set a deadline for the end of July 2026, for traders to confirm lease agreements on the Market Hall.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

PLANNING COMMITTEE

Wednesday, 15th April, 2026

Present: Councillor Dave Parkins (in the Chair), Councillors Bernard Dawson MBE (Vice Chair), Mike Booth, Loraine Cox, Kath Pratt, Judith Addison, Noordad Aziz, Stewart Eaves, Heather Anderson and Danny Cassidy

Apologies: Councillors Joyce Plummer, Scott Brerton and Josh Allen

377 Apologies for Absence, Substitutions, Declarations of Interest and Dispensations

Apologies for Absence were given by Councillors Josh Allen, Scott Brerton and Joyce Plummer.

Councillor Danny Cassidy substituted for Councillor Allen
Councillor Heather Anderson substituted for Councillor Brerton.

378 Minutes of the Last Meeting

The Minutes of the last Planning Committee held on the 11th of March 2026 were submitted for approval as a correct record.

Resolved – That the minutes be received as a correct record.

379 Town and Country Planning Act 1990- Planning Applications for Determination

380 11/26/0076 - 6 to 8 Thomas Street, Oswaldtwistle, BB5 3LA

Mr Joshua Parkinson, Planning Manager (Development Manager), presented the application to the committee. The application related to the former Lord Longworth Public House located on 6-8 Thomas Street in Oswaldtwistle. The site is approximately 0.06 ha and has a single storey rear outrigger and adjoins land previously used as part of the public house for outdoor seating.

The application sought consent to convert the building into 6no. 1-bedroom apartments and various external alterations including a single storey infill extension to the rear.
The submitted floor plans show 4no. apartments to the ground floor and 2no. apartments to the first floor.
Each apartment is shown to have a single bedroom, bathroom, kitchen and living room, of varying floorspace; ranging from 38m2 to 43.5m2. Each apartment is shown to have a separate external access with the ground floor units accessed from either Thomas Street or Peel Street. The first-floor units have separate access points including an existing external staircase to the rear/ northwest and an internal staircase via the northwestern elevation, both accessed via Thomas Street.

The application proposes a single-story infill extension to close the gap between the two outriggers to the rear and aligns with the rear of the building in projection.
The extension is to be used as a bathroom associated with one of the ground floor apartments, while adding to the existing flat roof terrace at first floor level.

Other external changes include 4no. new windows (one to each elevation) and 2no. new doors all at ground floor. A single window is proposed to the southern elevation at first floor level.

1no parking space has been proposed off Thomas Street to the north of the building. Bins and cycle storage is shown to the rear of the building close to the external staircase.

No objections were received by Hyndburn Borough Councils Environmental Health Team, Lancashire County Council Highways or Cadent Gas.
One objection was raised by a member of the public which raises concerns regarding the potential tenants of the property.

The application was recommended for approval with the conditions listed in the agenda.

Members discussed the application and agreed that bringing the building back into use was a positive, especially considering there are other local pubs close by. However, the lack of parking provided in the plans raised concerns as members were aware of the existing demand on parking without the addition of 6 new properties.

Resolved – Members voted to approve the officer recommendation and grant planning permission subject to the conditions noted in the report.

N.B. – 1. Councillor Stephen Smithson – Spoke against the application.

- The Parking Standard usually requests 1 parking space for each flat. Only 1 space is provided in the plans. This is not suitable for the number of flats proposed.
- 2 Local schools increase the number of cars on the road during drop of and pick up time.
- On street parking is already at a premium.

2. Tahir Satia – Spoke in support of the application.

- Lancashire County Councils Highway department have raised no concerns regarding the number of parking spaces.
- The building has been empty for a long time, the plans hope to bring it back into use.
- Tenants will be vetted before placing in the flats.
- No intention of filling the property with tenants who will have a negative impact on the area.

381 11/26/0097 - 19 Fielding Lane, Oswaldwistle, BB5 3BH

Mr Joshua Parkinson, Planning Manager (Development Manager), presented the application to the committee. The application related to a three-bed semi-detached dwelling (No.19 Fielding Lane) situated within a corner plot adjacent to the junction of Fielding Lane and Hornby Street.

The application proposes a change of use from an existing dwelling to a residence providing care for two children, aged between 8 and 18. According to the information submitted with this application, care will be provided by two carers who will be present in the home providing 24-hour care on a rolling basis.

18 Letters of objection, 1 petition and 1 support letter were received and are detailed on pages p23 – p25 of the agenda.

No objections were received from the following organisation; Heritage Advice (Growth Lancashire, Lancashire County Council Highways, Cadent Gas.

Comments were made by Lancashire County Councils Children's Services on page 26 of the agenda.

Mr Parkinson advised that the application conflicts with Policy 1 and 2 of the Children's Home Supplementary Planning Guidance but this has little weight when compared to the consistent appeal decisions made by the planning inspectorate.

Members discussed the frequency of these types of applications and their impact on local residents. Members acknowledged that the Supplementary Planning Guidance for Children's Homes had not been afforded as much weight as they had hoped by the inspectorate in appeal decisions. Members caveated that children's homes are needed and all children deserve the best start in life but the lack of need in the local area combined with the additional strain on local services was negatively impacting local residents.

Resolved – Members voted approve the officer recommendation and grant planning permission subject to the conditions noted in the report and update sheet.

N.B. – 1. Councillor Steven Smithson – Spoke against the application.

- Parking is notoriously difficult.
- The driveway is often blocked and so will not be able to be utilised as per the applications plans.
- Lancashire County Councils Children Service states we do not need any additional children's homes.

2. Andrea Hibbert – Spoke against the application.

- Lived at the neighbouring property for 27 years.
- Loss of community feel.
- Lancashire County Councils Children's Services state there is no need for more children's homes in this area. Wants to see the property used by local people.
- Increased pressure on services due to children being placed from out of the area.
- Care homes are a for profit business not family homes.

382 Update Sheet

The update sheet was noted by the committee.

383 Enforcement Update

Mr Joshua Parkinson, Planning Manager (Development Manager) presented the Enforcement Update to the committee.
Mr Parkinson advised that as of the 31st of March 2026 there had been a reduction of 58 cases by the planning enforcement team.

There are currently 397 live investigations in the system.

Mr Parkinson highlighted the report which details a number of cases and their current status.

Mr Parkinson informed the committee that the planning team are looking to hire an additional part-time Planning Enforcement Officer in the next quarter. This will help with overall capacity and enable the continued reduction of live enforcement investigations.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

MANAGEMENT REVIEW COMMITTEE

Thursday, 23rd April, 2026

Present: Councillor Munsif Dad BEM JP (in the Chair), Councillors Zak Khan, Vanessa Alexander and Clare Pritchard

Apologies Danny Cassidy, Melissa Fisher and Kimberley Whitehead

393 Apologies for absence, Substitutions, Declarations of Interest and Dispensations

Apologies for Absence were made by Councillors Melissa Fisher, Kimberley Whitehead and Danny Cassidy.

Substitutions were made for Councillor Fisher by Councillor Vanessa Alexander and Councillor Whitehead by Councillor Clare Pritchard.

Urgency Notice

The Leader of the Council, Councillor Munsif Dad BEM JP, noted that in accordance with Section 100B(4)(b) of the Local Government Act 1972 (as amended), he was satisfied that the following Agenda items should be submitted as urgent business by reason of special circumstances the details of which were as follows:

Items 1, 2 and 5 are procedural items which are necessary to support the overall conduct of the meeting, which contains substantive items which are deemed as urgent.

394 Minutes of Last Meeting

The Minutes of the last meeting of Management Review Committee held on the 9th of April 2024 were submitted for approval as a correct record.

Resolved - That the Minutes be received and approved as a correct record

395 Car Allowance Review

In accordance with Section 100B(4)(b) of the Local Government Act 1972 (as amended), the Leader of the Council, Councillor Munsif Dad BEM JP, noted that he was satisfied that the following Agenda item should be submitted as urgent business by reason of special circumstances the details of which were as follows:

Item 3 - Car Allowance Review, was urgent, given that the Council included a growth item in its 2026/2027 revenue budget of £70,000 to address the issue that the relevant rates have not been reviewed or increased for 20 years.
Any delay to updating the allowance may have staffing implications, since without inflationary increases these benefits become less appealing when recruiting and retaining staff in Hyndburn.

The report asked the committee to review the current employee Car Lease and Car Allowance arrangements as part of the budget growth proposals for 2026/2027.

The report recommended that employees terms and conditions be amended to remove the option of car loans.
That the committee select 1 of the 3 proposals provided on pages 7 to 8 of the agenda. Items 7.1, 7.2 and 7.3.
Including an annual increase in the car lease allowance in line with agreed pay awards.

Officers noted the struggle to retain and recruit staff into certain posts and advised that this will likely get worse as we get closer to local government reorganisation.
The review of the car leasing scheme should improve the staff offer when advertising for hard to fill posts.

Resolved – Members voted to;

- **Agree to amend employees' terms and conditions to remove the option of car loans.**
- **Voted to implement Proposal 3 at 7.3 on the agenda.**
- **Agreed to increase the car lease allowance annually in line with agreed pay awards.**

396 Review of Employer Pension Discretions Policy

In accordance with Section 100B(4)(b) of the Local Government Act 1972 (as amended), the Leader of the Council, Councillor Munsif Dad BEM JP, noted that he was satisfied that the following Agenda item should be submitted as urgent business by reason of special circumstances the details of which were as follows:

Item 4 - Review of Employer Pension Discretions Policy, was urgent, as this will give effect to a new Employer Pension Discretions Policy Statement, which includes a change to the redundancy multiplier in support of the Council's wish to move towards pay equalisation prior to Local Government Reorganisation. Any delay will increase the levels of uncertainty for staff, potentially leading to recruitment and retention difficulties.

The report asked members to agree the updated Employer Pension Discretions Policy Statement and agree a change to the redundancy multiplier as part of the Council's wish to move towards pay equalisation pre-Local Government Review.

Hyndburn does not currently apply any multiplier to its redundancy pay figure.
The report asked members to agree to a multiplier of 2.2 to bring Hyndburn's employees redundancy policy into line with other local councils. The use of this multiplier would be limited, to take the final amount of redundancy pay no higher than a limit of £70k.

The proposed changes to the Policy Statement are highlighted on pages 12 and 13 of the agenda.

Resolved – Members agreed to the amendments proposed in the Policy Statement.

397 Exclusion 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 items, 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 paragraphs at Schedule 12A of the act, specified at the items.

398 Pay and Grading

In accordance with Section 100B(4)(b) of the Local Government Act 1972 (as amended), the Leader of the Council, Councillor Munsif Dad BEM JP, noted that he was satisfied that the following Agenda item should be submitted as urgent business by reason of special circumstances the details of which were as follows:

Item 6 - Pay and Grading, was urgent, as the decision will give effect to proposals arising from specialist advice obtained following a job evaluation of a particular post. Given that the postholder has been undertaking additional responsibilities for some time, any delay to the decision might be viewed as inequitable and would create uncertainty for the postholder.

Details of the consideration of this matter are recorded in a confidential schedule to these minutes.

Resolved – The committee voted to approve the resolution as set out in the confidential schedule to these minutes with 1 amendment which has been noted.

Signed:……

Date: ……..……

Chair of the meeting
At which the minutes were confirmed

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REPORT TO:		Council	
DATE:		16 July 2026	
REPORT AUTHOR:		Julian Joinson, Head of Member Services	
TITLE OF REPORT:		Motions for Debate at Council - 1. Domestic Violence and Abuse	
EXEMPT REPORT:	**No**		
KEY DECISION:	**No**	If yes, date of publication:	N/A

The Council will be asked to consider the following motions submitted under Council Procedure Rule A9:-

1. <u>Domestic Violence and Abuse</u>

This Council recognises that domestic violence and abuse remain one of the most serious and damaging crimes affecting individuals, families and communities across Hyndburn and East Lancashire. Domestic violence and abuse can affect anyone regardless of age, background, gender identity, religion, sexuality or ethnicity, although statistics continue to show that the majority of abuse is perpetrated by men against women. The Council further notes the alarming national statistics that police receive a domestic violence and abuse-related call every 30 seconds, that 1 in 4 women in England and Wales will experience domestic violence or abuse in their lifetime, and that two women each week are killed by a current or former partner.

Council acknowledges the devastating impact domestic violence and abuse has on mental health, physical wellbeing, homelessness, family stability and the safety of children. This Council notes that 1 in 5 children in the UK have lived with an adult perpetrating domestic violence or abuse, that domestic violence and abuse is linked to depression and suicide, and that many victims suffer in silence with less than a quarter of domestic violence and abuse crimes estimated to be reported to the police. Council also recognises that leaving an abusive relationship is often a long and difficult process, with women making an average of seven attempts before leaving for good.

Council places on record its gratitude to the Hyndburn and Ribble Valley (HARV) Domestic Abuse Team for the vital support, advocacy and protection they provide to victims and survivors throughout our borough and neighbouring communities. HARV's work supporting individuals at times of crisis, raising awareness, and helping survivors rebuild their lives is invaluable. Council also recognises the important role played by Lancashire Constabulary, NHS Lancashire and South Cumbria Integrated Care Board, healthcare professionals, frontline officers, safeguarding teams and partner agencies in responding to incidents of domestic violence and abuse, supporting victims, and protecting vulnerable residents and children.

Therefore, this Council resolves:

(1) To write formally to the Hyndburn and Ribble Valley (HARV) Domestic Abuse Team to recognise and commend their outstanding work within our community;

(2) To write to Lancashire Constabulary to request discussions on additional initiatives, partnership working and preventative measures that can be introduced locally to combat domestic violence and abuse; and

(3) to write to NHS Lancashire and South Cumbria Integrated Care Board to explore how local health services can further support early intervention, safeguarding, mental health support, victim protection and multi-agency cooperation to strengthen community safety across Hyndburn and East Lancashire.

Proposer: Cllr Clare Yates
Seconder: Cllr Melissa Fisher
Signatories: Cllrs Vanessa Alexander and Jodi Clements
Submitted on Tuesday 2nd June 2026 (12:48)