The Core Strategy Review DPD: Executive Summary

In 2036 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 and environmental credentials and the iconic Huncoat Garden Village.

There will be 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, and is seen as a great place to settle.

In 2036, Hyndburn will be a place:
- where people aspire to live and where there is a good choice and range of high quality housing;
- with a prosperous and productive economy driven by innovative businesses located at the heart of the northern power house;
- with a high quality and valued environment with good connections between urban and rural areas;
- that is accessible and well connected to neighbouring conurbations and regions;
- where you will achieve a first class education; and
- where there are good opportunities to lead an active and healthy lifestyle.

This consultation document sets out a proposed vision for Hyndburn as a place in 2036, and a series of strategic objectives and policies that will realise that vision. This is your opportunity to comment on Hyndburn 2036 so that it can be developed in the most appropriate way, having regard to national and local policy and the views of a range of stakeholders.

The Core Strategy will form part of the Local Plan for the Borough, setting the strategic context for the Site Allocations DPD that is currently being developed, the adopted Development Management DPD and the adopted Accrington Area Action Plan.

The planning system should be plan led and local plans should be succinct, flexible and up to date. Since the Hyndburn Core Strategy was adopted in 2012 there have been some significant changes in the Borough – development of the strategic employment site at Frontier Park has commenced, Accrington Bus Station is open and the Pennine Reach Quality Bus Scheme is operating, and new opportunities have arisen that necessitate a change of strategy in relation to development at Huncoat. Since the 2012 Core Strategy was adopted National Planning Policy has also changed and the Local Plan for Hyndburn must be consistent with national policy.

Whilst there have been a number of changes that necessitate review, the Core Strategy is intended to present strategic, long term, policy solutions to the challenges that face the Borough and many of these remain. A key part of the review is therefore to consider which aspects of the existing Core Strategy have been successful and should be retained, and
those aspects that need to be reconsidered or for which a different policy approach is required.

The Core Strategy 2036 presents a strategy for growth in Hyndburn to counteract the decline in population that has been forecast, and seeks to provide high quality housing and jobs for those who live and work in the Borough. The strategy will focus growth along the M65 corridor and at Huncoat, making provision for:

- housing growth within the Borough, the strategy supporting the development of Huncoat Garden Village;
- a higher level of employment development that will support business development in the Borough and Pennine Lancashire;
- the development of other key sectors including retail, leisure and other commercial development;
- community facilities such as health, education and cultural infrastructure;
- the development of the infrastructure required to deliver and support the development planned; and
- the conservation and enhancement of the natural, built and historic environment.

As well as addressing the strategic priorities of Hyndburn, the policies of the Core Strategy will also provide a clear starting point for the non-strategic policies within the Local Plan. In Hyndburn, the Core Strategy will establish the strategic context for the policies of the Development Management DPD that was adopted in 2018 and the Site Allocations DPD that is currently being developed. References to these more detailed policies and sites will be set out throughout the Core Strategy. The Core Strategy will also set out how the strategic policy framework is consistent with the National Planning Policy Framework.

Green Belt was first designated around the Pennine Lancashire towns by the North East Lancashire Structure Plan in 1980. Since that time, there have been significant developments across Pennine Lancashire, including construction of the M65 that was completed in 1996, connecting Pennine Lancashire to the M6 corridor to the west and the A56/M66 to the south. A review of Green Belt boundaries has been undertaken as part of the development of this Core Strategy. The Council will ensure that strategic allocations are well aligned with the main transport corridors, a key requisite for future business growth, which is likely to require amendments to the existing Green Belt.

The Council is seeking views on this document from local communities, alongside other organisations and partners involved with development and place making. Following this consultation (to be held between 26th February and 8th April 2019) the Council will consider a number of different matters to help improve and refine the policies that are drafted in this document. These include:

- views that have been made during this consultation exercise;
- the findings of the Sustainability Appraisal (SA) report that accompanies the Local Plan consultation documents;
- outcomes of 'Duty to Cooperate' work with neighbouring authorities and consultees;
- the recommendations of the Huncoat Masterplan which is expected to be completed during 2019;
any new evidence that may be published between now and the next stage of the
Local Plan; and
other material considerations such as new national, regional strategies or policies
that are adopted in the interim.

The Council will refine this document and publish its final preferred version early in 2020.
An independent examination of the Local Plan will then take place during 2020/21, and
‘Hyndburn 2036’ is anticipated to be adopted in 2021, at which point it will formally replace
the existing 2012 Core Strategy.

This is a key time for the Borough, so please do get involved and help contribute to the
debate. By getting involved now, you can help to shape the future development of Hyndburn
to ensure that Hyndburn in 2036 is the best that it can be.
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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.

Figure 1 - Map illustrating the strategic position of Hyndburn in North West England to be inserted before consultation

1.2 The Borough covers an area of 73 square kilometres and has an estimated population of 80,410\(^1\). The main settlement is Accrington (and its townships of Baxenden, Clayton-le-Moors, Church, Huncoat and Oswaldtwistle) with Rishton and Great Harwood the remaining settlements of significant size. The Borough has smaller rural settlements (such as Belthorn and Altham) 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.

\(^{1}\) Office for National Statistics mid-year population estimates (2017)
1.4 Hyndburn 2036 – The Core Strategy, will set out the strategic policy framework for the development of Hyndburn up to 2036, and in some cases beyond that period. It will do this through the development of the following framework:

**A Vision**
This sets out how we want Hyndburn to look in 2036. It should be ambitious but realistic and achievable.

**Strategic Objectives**
The Core Strategy identifies five strategic objectives that reflect the strategic priorities of the Borough.

**The Spatial Development Strategy**
The Spatial Development Strategy sets out the pattern and scale of development across the Borough required to deliver the vision and strategic objectives, and will be further informed by the subsequent policies and supporting text. Planning policies seeking to deliver the Spatial Development Strategy and the Strategic Objectives are grouped into thematic and area based policies.
Thematic Policies
A series of 21 proposed planning policies that will seek to deliver the Spatial Development Strategy and the Strategic Objectives are grouped under the headings of: economy and town centres; community infrastructure; housing; environment; accessibility and transport; and rural areas. The Core Strategy thematic policies will provide the strategic framework for more detailed policies set out within the Development Management DPD.

Area Policies
A series of nine proposed spatial planning policies summarise the likely level of development and future development strategies for each of the different Local Plan areas identified in Figure 3 below. The Core Strategy area policies will provide the strategic framework for more detailed policies/site allocations to be set out within the Site Allocations DPD.

Figure 3 – The Local Plan Areas
(c) Crown copyright and database rights 2018
Ordnance Survey LA 100022321

Key
- Urban Area
- Local Plan Areas
- Local Plan Areas
Supporting Text
The supporting text set out below each of the thematic and area policies will seek to explain the purpose of each policy and how it should be applied. The supporting text will also consider how the policy relates to national planning policy and explain any policy links with other elements of the Local Plan and relevant evidence.

1.5 This consultation paper provides a proposed draft of a new Core Strategy for Hyndburn. The new Core Strategy once adopted (anticipated in 2021) will replace the 2012 Core Strategy and form part of the development plan for the Borough. The development plan is also referred to as the Hyndburn Local Plan and includes the Development Management DPD adopted in 2018, the Accrington Area Action Plan adopted in 2012, and the Site Allocations DPD that is being prepared alongside this Core Strategy.

1.6 Since the existing Hyndburn Core Strategy was adopted in 2012 there have been a variety of strategic changes that justify undertaking a review. The strategic employment site at Frontier Park (Whitebirk) is now open and being developed, Accrington has new bus and rail stations, the Pennine Reach Quality Bus Service is operational, the Todmorden Curve has been reinstated, and opportunities have arisen that justify a new approach being taken to the distribution of housing in the Borough and in particular development at Huncoat. The Government has also imposed a new requirement to review Local Plan documents at least every 5 years.\(^2\)

1.7 The new Core Strategy is being produced in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (hereon referred to as ‘the Regulations’). This paper forms part of the Regulation 18 statutory consultation under the Regulations and follows an earlier round of consultation held between February and April 2018 (the Core Strategy Policies Scoping Assessment).

1.8 The primary purpose of the Core Strategy is to set the strategic planning policy framework for Hyndburn. Paragraph 20 of the National Planning Policy Framework (NPPF) defines ‘strategic’ policies as those that concern the ‘pattern, scale and quality of development’. It goes on to state 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
- community facilities (such as health, education and cultural infrastructure);

\(^2\) Paragraph 33 of the NPPF
• 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 the Core Strategy will also provide a clear starting point for the non-strategic policies within the Local Plan. In Hyndburn, the Core Strategy will establish the strategic context for the policies of the Development Management DPD that was adopted in 2018 and the Site Allocations DPD that is currently being developed. References to these more detailed policies and sites will be set out throughout the Core Strategy.

1.10 All the policies set out in this paper are considered to be ‘strategic’ policies. Policies must look ahead a minimum of 15 years from adoption and should be ‘prepared positively, in a way that is aspirational but deliverable’. The policies will be used for identifying suitable land for allocation in the Borough in the Council’s Site Allocations DPD to 2036.

The Development Plan in Hyndburn

1.11 The NPPF 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’.

1.12 The development plan in Hyndburn comprises a number of different documents, the Local Plan documents set out in Figure 4 below, and also Neighbourhood Plans (of which there are none at present), and the Lancashire County Council Minerals and Waste Local Plan.

1.13 The Core Strategy provides the overarching strategic planning policies and was first adopted in 2012, and is now under review, the subject of this Regulation 18 Consultation paper. The Site Allocations DPD will identify the sites required to meet the development needs set out in the Core Strategy, as well as sites to be protected from development. A Proposals Maps will be published alongside the policies of the Site Allocations DPD.

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3 Paragraph 22 of the NPPF
4 Paragraph 16 of the NPPF
5 Alongside this consultation paper the Council is also consulting under Regulation 18 of the Regulations on its Site Allocations DPD. Initial information on the large pool of potential sites to be considered for allocation is presented for comment. Comments are sought on sites in combination with the draft policies set out in this Core Strategy consultation document
1.14 The Development Management DPD provides more detailed planning policies used in determining planning applications. This was adopted by the Council in 2018. Finally the Accrington Area Action Plan (AAP), adopted in 2012, provides specific planning policies for the town centre and environs. This has been reviewed by the Council in 2018 and will not be subject to any formal policy updates until adoption of the Core Strategy and Site Allocations DPD in 2021.

![Figure 4: Structure of the Hyndburn Local Plan](image)

1.15 The Town and Country Planning Act\textsuperscript{6} states that planning applications should be determined in accordance with the policies of the development plan unless material considerations indicate otherwise. The existing Core Strategy (adopted in 2012) will remain part of the development plan until the replacement Core Strategy is adopted. Developing policy documents can be considered a material consideration but the weight afforded to them will depend upon the stage it has reached and the extent to which objections have been made.

**Structure of this consultation paper**

1.16 This paper begins by setting out the overall vision, aims and objectives of the Core Strategy in Section 2. This is followed by the General Development Strategy for the Borough set out in Section 3 - policies on the Spatial Development Strategy and the Huncoat Garden Village are presented along with a key diagram.

1.17 Sections 4 to 9 of the document present the main thematic based policies aligned to the structure of the recently adopted Development Management DPD. This enables easy cross-referencing and application of policies in different documents of the development plan. Specific sections are:

- The Economy and Town Centres (Section 4)
- Community Infrastructure (Section 5)
- Housing (Section 6)
- Protecting and enhancing the environment (Section 7)
- Accessibility and Transport (Section 8)

\textsuperscript{6} Section 70 of the Town and Country Planning Act 1990
• Rural Issues (Section 9)

1.18 Section 10 concludes the strategic policies of the Core Strategy with area specific policies. These serve to summarise and outline the key policy ambitions for each sub area of the Borough.

1.19 The paper concludes with Section 11 on implementation and monitoring arrangements, followed by Appendices.

How to get involved and comment

1.20 This consultation paper invites you to comment on the proposed policies and content of the draft Core Strategy. You can view the document and all supporting documentation including representation forms online. Hard copies will also be made available at all libraries across the Borough and at Scaitcliffe House (Accrington) for the duration of the consultation period (Tuesday 26 February 2019 – Monday 8 April 2019).

1.21 Comments must be received no later than 5pm on Monday 8th April 2019 to be considered valid and to ensure they can be taken into account as the Core Strategy is developed.

1.22 You can submit comments in the following ways:
• using the comments forms provided at www.hyndburnbc.gov.uk/localplan, or available in hard copy format at all library locations across the Borough and at Scaitcliffe House;
• e-mailing comments through to planningpolicy@hyndburnbc.gov.uk; or
• writing to the Council at the following address: Hyndburn Borough Council, Plans and Environment, Scaitcliffe House, Ormerod Street, Accrington, BB5 0PF

1.23 Please note that the Council is not asking specific questions through this document as it is all open for comment. Please ensure though that any comments that you do make clearly state the policy and/or paragraph number that it relates. The Council is keen to receive feedback on aspects of policies that are supported, and not just those that are objected to, or are seen to require improvement. To ensure that the correct information is captured please use the appropriate comments forms wherever possible.

7 www.hyndburnbc.gov.uk/corestrategy
2.0 Vision, Aims and Objectives

2.1 The Vision for Hyndburn:

In 2036 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 and environmental credentials and the iconic Huncoat Garden Village.

There will be 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, and is seen as a great place to settle.

2.2 The overall population of Hyndburn has seen a decline since 2001⁸ the most significant factor being due to net internal migration exceeding natural changes in the population. Whilst this longer term trend shows signs of having halted 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 existing 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 policies of the Core Strategy 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 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 more recently development starting at Frontier Park (Whitebirk). The presence of good transport links is a significant factor when companies are considering developing their sites and the M65 connects Pennine Lancashire to the rest of the world.

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⁸ ONS Census and mid-year population estimates
2.5 Despite evidence of growth, employment and economic activity rates in Hyndburn are 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.

2.6 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 by this Core Strategy seeks to reverse this trend by seeking to ensure sufficient housing is developed to support economic growth for which land will be allocated.

2.7 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 Core Strategy support the growth agenda that has been agreed for the area.

2.8 The town and local centres of Hyndburn 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 vacancy rates and the loss of some key retailers such as Marks and Spencer's who chose to leave the town in favour of an out of centre location elsewhere.

2.9 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. Specific threats are competition from higher order centres and special forms of trading (online), edge and out-of-centre retail destinations, and these factors compounding a lack of investment in the existing centres resulting in further deterioration of the built environment and public realm. The policies of the Core Strategy will continue to support the vision and strategic objectives of the Accrington Area Action Plan adopted in 2012.

2.10 At the time the previous Core Strategy was drafted there was no sixth form education available in Hyndburn. Since that time, sixth form education is now available at St Christopher's Secondary School and Accrington Academy. Accrington and Rossendale College also provides a good range of higher level vocational and academic courses that can be undertaken by students. Notwithstanding this, educational attainment still remains below average and there remains a lack of skilled employees.
2.11 Since the adoption of the existing Core Strategy in 2012, good progress has been made in addressing the issues and challenges faced by Hyndburn, evidenced by the opening of the strategic employment site at Frontier Park and there has been steady growth of businesses at Altham Business Park and Huncoat Industrial Estate. However, evidence from the Housing and Economic Needs Assessment (2018) indicates that there is a need to identify further land for employment development up to 2036 and potentially beyond. If Green Belt boundaries are to be protected over a longer time period than the plan, it will be necessary to consider land requirements beyond 2036.

2.12 Planning policies to help address these issues are covered in particular in Section 4: The Economy & Town Centres.

**Strategic Objective 2**

To provide for a greater choice and quality of housing, including through transformational change at the Huncoat Garden Village

2.13 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 residents can move up the housing ladder and remain in the Borough.

2.14 Although over 650 new houses have been developed, and over 630 houses brought back into use in the six years since the adoption of the existing Core Strategy in 2012, the level of house building has not reached the level that was planned in 2012. The reasons for this are associated with the long term impacts of the economic recession, the attractiveness of the housing market, low land values and the suitability of housing sites. Over the last 5 years, net additional new homes have averaged 125 dwellings per annum (dpa), significantly above the Government standard method for calculating housing need (60dpa), but below the identified need (of around 216dpa) to support local economic growth. Planning permission for 976 dwelling units remain extant.

2.15 House prices in Hyndburn are amongst the lowest in the country, and although this means that houses are comparatively affordable, it is also means that home owners are sometimes unwilling to invest in improvements to their property because they cannot recover that investment. Despite the low house prices, there remains a need for affordable housing in the Borough. Since 2012 Registered Providers have

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9 Including the regeneration of Woodnook and Blackburn Road (Phoenix project) in Accrington
10 Hyndburn Borough Council 5-Year Housing Land Supply Statement (2018-2023) (September 2018)
completed 95 new affordable homes, a further 58 affordable units have planning permission and remain extant.

2.16 Planning policies to help address these issues are covered in particular in Section 6: Housing.

**Strategic Objective 3**

**To improve the quality of health of the residents of Hyndburn**

2.15 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.

2.16 Since the adoption of the existing Core Strategy in 2012 there have been a number of significant planning developments that will help promote healthy lifestyles, in particular:

- The development of new playing pitches on Harwood Lane, Great Harwood as part of a near-by housing development;
- The granting of planning permission for the development of a sports hub at Highams Playing Fields;
- The development of new sports facilities at St Christopher's School and Accrington Academy, and;
- The designation of two new Local Nature Reserves (LNRs) at Woodnook Vale and Peel Park, the largest LNRs in Lancashire.

2.17 Planning policies to help address these issues are included in a number of Sections including Section 5: Community Infrastructure, Section 6: Housing, Section 7: Protecting and enhancing the environment and Section 8: Accessibility and Transport.

**Strategic Objective 4**

**To create a valued urban and rural environment**

2.18 The towns of Hyndburn are set within the rolling countryside of the West Pennine Moors and are characterised by having a rich heritage, much of which is associated with the areas industrial past. Whilst the redevelopment of brownfield sites has been successful in recent years, some sites continue to remain vacant, and have been so for a long period of time. These include strategic allocations at Huncoat (the former power station and colliery sites) and land at Brookside in Oswaldtwistle.

2.19 Since the existing Core Strategy was adopted in 2012 there have been some notable developments:
- The designation of a large part of Oswaldtwistle Moor as a Site of Special Scientific Interest (SSSI)\textsuperscript{11}, forming part of one of the largest SSSI's in North West England;
- 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.

2.20 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. It is important that the policies of the Core Strategy ensure that the Borough's rural areas are developed in an appropriate manner that reflects their rural setting and character, consistent with national policy. Since the Green Belt was first established by the Lancashire Structure Plan in 1990 there has not been a formal review of Green Belt boundaries, something that has been undertaken as part of the development of this Core Strategy.

2.21 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.

2.22 Planning policies to help address these issues are covered in Sections 7: Protecting and enhancing the environment and Section 9: Rural Issues (Green Belt and Countryside Area).

**Strategic Objective 5**

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

2.23 Since the adoption of the existing Core Strategy in 2012, 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;

\textsuperscript{11} West Pennine Moors SSSI.
The Todmorden Curve rail link has been reinstated and hourly rail services between Accrington and Manchester have commenced; Accrington Railway Station has been improved, and Improvements (signalisation) have been undertaken to junctions 6 and 7 of M65 to reduce queuing and increase capacity.

2.24 Despite these improvements, the quality of the rolling stock in East Lancashire remains poor, and rail services in and out of Pennine Lancashire remain constrained by the alignment of routes. 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.

2.25 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 General Development Strategy

3.1 The National Planning Policy Framework\textsuperscript{12} requires that strategic policies in the Local Plan ‘should set an overall strategy for the pattern, scale and quality of development’. It further states\textsuperscript{13} that ‘broad locations for development should be indicated on a key diagram’.

3.2 The strategy underpinning the existing Core Strategy, adopted in 2012, seeks to distribute new housing development more or less equally across the Borough in a way that is proportionate to the population of the main towns. However, one of the main purposes of reviewing the Core Strategy is to assess the effectiveness of the existing policy framework and to ensure that new opportunities to secure delivery of the Strategic Objectives are taken.

3.3 One of the most significant strategic changes that has taken place since 2012 is the designation of the Huncoat Housing Zone by Homes England. This recognises the benefits associated with the development of new housing in close proximity to the strategic transport network and strategic employment sites.

3.4 The new Spatial Development Strategy for Hyndburn 2036 proposed below clarifies the settlement hierarchy in the Borough and reflects this change with a higher proportion of growth proposed at Huncoat. The policy also re-affirms the Council’s commitment to supporting sustainable development across the Borough.

Policy CS1: The Spatial Development Strategy

1) Development will be supported where it is appropriate to the scale, role and accessibility of the settlement hierarchy\textsuperscript{14} as set out below:

<table>
<thead>
<tr>
<th>Settlement Type</th>
<th>Growth Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal Town</td>
<td>The Principal Town will accommodate the majority of new development. Huncoat will grow at a significantly faster rate than the other Accrington townships to support the Council’s ambitions to create a new Garden Village (see Policy CS2: Huncoat Garden Village).</td>
</tr>
<tr>
<td>Accrington (includes the townships of Baxenden, Church, Clayton-le-Moors, Huncoat and Oswaldtwistle)</td>
<td></td>
</tr>
<tr>
<td>Key Towns</td>
<td>The Key Towns will develop in a manner broadly consistent with their existing size and function. Rishton</td>
</tr>
<tr>
<td>Great Harwood,</td>
<td></td>
</tr>
</tbody>
</table>

\textsuperscript{12} Paragraph 20
\textsuperscript{13} Paragraph 23
\textsuperscript{14} A separate retail hierarchy is set out under Policy CS5: Centre Hierarchy and Retail Provision
### Rishton, Knuzden and Whitebirk

will see higher relative growth than Great Harwood owing to its superior transport links (both road and rail).

### Main Villages

<table>
<thead>
<tr>
<th>Belthorn, Altham</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Main Villages will see only small scale development to help meet specific local needs and to help improve the quality and choice of housing or employment opportunities. The exception to this is the business park at Altham that may see significant expansion of employment uses owing to its success as a strategic employment location in the Borough.</td>
</tr>
</tbody>
</table>

### Small Villages

<table>
<thead>
<tr>
<th>Green Haworth</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Small Villages will see limited infilling only, in line with Policy DM34.</td>
</tr>
</tbody>
</table>

2) Development proposals in the rural areas will be limited to that supporting farm diversification and promoting leisure and recreational facilities whilst retaining landscape character.

3) Sufficient land will be made available in the Borough to meet the identified needs for employment, retail and housing. Priority will be given to developing brownfield land within the urban areas first, focussing investment and improvement in key regeneration areas, and returning long term vacant properties back into use.

4) The overall general extent of the Green Belt will be maintained. The Council will propose specific amendments to the Green Belt through the Core Strategy and Site Allocations DPDs at Regulation 19 to:

   a. accommodate strategic allocations in the plan;
   b. assist the delivery of brownfield sites currently located within the Green Belt;
   c. ensure that future employment and housing land requirements can be met in full;
   d. address minor boundary discrepancies where they arise; and
   e. to safeguard land for beyond the current plan period.

5) The development of a strategic housing site at Huncoat, and strategic employment site(s) located along the M65 corridor in particular will help to

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15 Sites will be identified through allocations in the Site Allocations DPD
16 Where these are demonstrated to be suitable, available and achievable through the Site Assessment Methodology
17 Associated with the review of the urban boundary as part of preparation of the Site Allocations DPD
18 In accordance with paragraph 135 of the NPPF. Specific areas of Green Belt release will be identified at Regulation 19
achieve the vision and objectives set out in the Local Plan.

6) The Local Plan recognises the importance of protecting and enhancing green infrastructure and addressing the causes and consequences of climate change. Existing environmental assets will be protected and enhanced, and new development will be expected to contribute to the local character and distinctiveness of the natural, built and cultural environment in which it is sited.

7) An Infrastructure Delivery Plan will support identification of the key infrastructure required to support planned growth (including social and health). Development will be expected to contribute to infrastructure requirements in line with Policy CS8: Community Benefits/Planning Obligations.

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

Policy Context and Relationships

| Core Strategy Policies to be replaced | BD1: The Balanced Development Strategy  
|                                      | ED1: New and improved educational facilities  
| Key NPPF para. links                  | 20, 23, 136-138  
| Key DPD Policy links                  | Policy CS2: Huncoat Garden Village  
|                                      | CS3: Employment Provision  
|                                      | CS5: Centre Hierarchy and Retail Provision  
|                                      | CS8: Community Benefits/Planning Obligations  
|                                      | CS9: Housing Provision  
|                                      | CS23: 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                  | 19 Supporting the Huncoat Garden Village proposals and forthcoming masterplan, see Policy CS2: Huncoat Garden Village  
|                                      | 20 Specific options around J6, J7 and J8 of the M65 will be explored through the Site Allocations DPD with one or more of these to be confirmed and allocated as a strategic employment location at Regulation 19 stage  
|                                      | 21 Identified through the Green Infrastructure network  
|                                      | 22 As set out in paragraph 8 of the NPPF and DM DPD Policy GC1: Presumption in favour of sustainable development  

3.5 Policy CS1: The Spatial Development Strategy proposes the overarching policy framework for Hyndburn 2036, and is supported by a proposed Key Diagram for the Borough. Development principles are to be set through Policy CS1 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 CS1, then other relevant Local Plan policies.

3.6 Policy CS1 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 (including Green Belt) locations that can be developed for housing and employment.

Settlement Hierarchy

3.7 Policy CS1 confirms the tiers of the existing settlement hierarchy in Hyndburn, indicating the broad scale of development expected in each. Policy CS3: Employment Provision and Policy CS9: Housing Provision (including affordable housing) provide information on the overall scale of development for which the Site Allocations DPD will seek to identify land across the Borough. Policies set out in Section 10: The Local Plan Areas provide detail on the proposed distribution of this growth by settlement.

3.8 Accrington is the Borough’s largest conurbation and is therefore 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.

3.9 Policy CS1 identifies three Key Towns: Great Harwood, Rishton, and Knuzden & Whitebirk. Each is surrounded tightly by Green Belt, and is expected to grow in a sustainable way 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 has an existing population of around 10,800 and acts as a key service centre for the north of the Borough;
- Rishton is a smaller town (population of around 6,700) 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.

23 Which includes those in other development plan documents
- Knuzden & Whitebirk acts as a suburb of Blackburn, being directly connected to its larger urban area, though is situated within Hyndburn on the Borough boundary. It represents a distinct area of the Borough situated adjacent to the M65 and home to significant employment and retail centres.

3.10 The Main Village of Belthorn is set high up on the edge of the West Pennine Moors, one of the highest villages in Lancashire, rising to 300m above sea level. The village acquired its name from the 1701 house name ‘The Bell in the Thorn’ where a bell placed in a thorn bush would be rung to summon a fresh horse to replace a tired one bringing a load up the hill. Most of the cottages are reminiscent of typical weavers cottages built in the 19th Century.

3.11 The Main Village of Altham (located in the north-east of the Borough) dates back to Saxon times and includes a Conservation Area. The river Calder, a major geographical feature of the Borough, flows north of the village. 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.

3.12 The Small Village of Green Haworth provides a basic level of service provision through a primary school. Other large clusters of dwellings around the Borough, such as Tottleworth, Whalley Banks do not have any level of service provision and therefore do not form a settlement within the identified Settlement Hierarchy.

3.13 The Main Villages and Small Villages will have their boundaries identified on the Policy Map. Where Green Belt or Countryside Area wash over these settlements, applications for development will be determined in accordance with rural policies of the Plan including Policy CS23: Development in rural areas and Policy DM34 of the Development Management DPD.

3.14 Proposals for development outside of settlements set out in Policy CS1, outside the defined urban area, will be in the rural area. There is a general presumption against new development in these areas, however Policy CS23: Development in rural areas and DM34 of the Development Management DPD provide exceptions to this and further details as to how these applications will be managed.

### Sustainable development

3.15 The Council is committed to ensuring that the Borough grows in a sustainable way, in accordance with the principles of sustainable development set out in the previous Core Strategy, and maintained in the NPPF today. A Sustainability Appraisal will be prepared in support of the Core Strategy Review to influence the development of individual policies, and the policies in the Local Plan as a whole should be seen to reflect the Council’s approach to sustainable development.
3.16 The key overarching principles set out in Policy CS1 should therefore be considered to represent the Council's key aims in achieving sustainable development. These include:

- 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;
- Protecting the environment and addressing the causes and impacts of climate change; and
- Consideration of the economic, social and environmental aspects in tandem to ensure that the overall societal value of new developments is properly understood.

3.17 Further detailed considerations around sustainable development are set out in Policy CS12: Sustainable Development and Climate Change.

3.18 Many of the considerations under sustainable development cut across all or multiple topics presented in this Core Strategy (Chapters 4-10). For example climate change, health, social inclusion and design will be considerations for most different types of development. The Council will seek for all development to be of high quality or exceptional design; further details are provided in Policy CS17: High Quality Design.

**Green Belt**

3.19 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, there has been no formal review of Green Belt boundaries at a strategic level.

3.20 The Green Belt boundaries in Hyndburn are currently drawn tightly up to the urban boundary, providing little scope for development beyond the urban boundary that was established by the 1996 Local Plan. Although National Planning Policy attaches great importance to Green Belt, their openness and permanence, 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 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.

3.21 A Green Belt Assessment forms part of the evidence base for Hyndburn 2036 and in order to deliver the Spatial Development Strategy changes to Green Belt.

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24 National Planning Policy Framework, paragraph 133.
26 Hyndburn Green Belt Assessment completed by Arup in January 2018.
boundaries are considered likely to be necessary in several parts of the Borough including:

- Land around Huncoat to facilitate the development of Huncoat Garden Village and associated infrastructure, as proposed by the Masterplan that is being prepared;
- Land in proximity to existing strategic employment hubs to provide sufficient land to meet future employment land requirements (e.g. Altham Business Park);
- Land to facilitate the development of major previously developed sites in the Green Belt (e.g. Brookside Business Park);
- Land at other suitable locations required to deliver the Spatial Development Strategy in a sustainable manner, and;
- Land at other suitable locations that will be safeguarded for development beyond the plan period to allow the boundaries of the Green Belt to endure beyond the plan period, or where minor.

3.22 The Council will ensure that ‘exceptional circumstances’ can be justified to support any proposed changes in line with paragraph 139 of the NPPF and will provide evidence of this alongside the publication version of the plan once more specific locations for any Green Belt release are understood.

**Policy CS2: Huncoat Garden Village**

1) The Council will identify Huncoat Garden Village as a strategic location for growth on the Proposals Map. 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.\(^7\)

2) The Huncoat Garden Village will deliver:
   a. between 1000 and 2000 new homes\(^8\), well integrated into the existing settlement at Huncoat;
   b. supporting employment uses located within, or in close proximity to, the Garden Village boundary\(^9\);
   c. improvements to services including transport, community facilities, green, blue and grey infrastructure, including a new Local/Neighbourhood Centre (see Policy CS5);

\(^7\) The Council plans to adopt a Design Code SPD for the Garden Village
\(^8\) the final figure (quantum and type) is subject to recommendations arising from further Masterplanning work and Local Plan consultation and will be confirmed in the Regulation 19 Core Strategy Review. Delivery of the full Garden Village within this plan period (prior to 2036) will be subject to the final quantum of development planned and will be confirmed in a housing trajectory. Some development may be delivered beyond 2036
\(^9\) Final quantum and location of employment development is also subject to recommendations arising from further Masterplanning work and will be confirmed in the Regulation 19 Core Strategy Review
3) Developers will be expected to contribute towards the costs of infrastructure required for Huncoat Garden Village in line with the recommendations of the Huncoat Masterplan. Developers will also be expected to put into place measures to secure the future management and maintenance of any 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.

4) Amendments to the Green Belt may be necessary to help deliver the scale of development proposed: some to be developed within this plan period, some as safeguarded land for beyond the plan period.

5) Details of specific uses and locations will be set out in the Site Allocations DPD, taking into account the Huncoat Masterplan once complete.

**Policy Context and Relationships**

| Core Strategy Policies to be replaced | A7: Housing in Huncoat  
|                                      | A8: Strategic Employment Site at Huncoat  
|                                      | A9: Whinney Hill Link Road  
| Key NPPF para. links                 | 59, 67, 72  
| Key DPD Policy links                 | CS29: Huncoat  

3.23 The Government is clear that the housing crisis represents one of the biggest challenges facing the country. The NPPF seeks to address this by ensuring that local authorities are part of the solution by seeking to significantly boost the supply of new homes.

3.24 Paragraph 67 of the NPPF states that planning policies should identify a sufficient supply and mix of sites, including ‘specific, deliverable sites for years one to five of the plan period; and specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan’. Policy CS9: Housing Provision (including affordable housing) and Policy CS10: Suitable Range of Housing provides the proposed strategic policy direction for addressing these requirements.

3.25 NPPF paragraph 72 also states that ‘the supply of large numbers of new homes can often best be achieved through planning for larger scale development, such as new settlements or significant extensions to existing villages and towns, provided they are

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30 Paragraph 59
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.

3.26 Policy CS2: Huncoat Garden Village therefore provides the proposed strategic policy framework to reflect the significance of the Housing Zone proposals 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 area specific policy for Huncoat Policy CS29: Huncoat.

3.27 A masterplan for the Huncoat Housing Zone is currently in preparation that will make recommendations on 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. The garden village would be 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.

3.28 The masterplan is currently considering the best approach to enabling delivery of the long vacant brownfield sites at the former power station and colliery. Additional development at Huncoat31 (beyond the existing brownfield sites) to help deliver a truly transformational garden village32 may be necessary. A number of options were the subject of a separate consultation exercise in November 2018 setting out different quantum’s and mix of development. A key part of the decision making process is in considering in detail the impacts on local infrastructure, and the impacts on scheme delivery, of the various development options.

3.29 A preferred option under the master planning exercise will be developed early in 2019, and a final Masterplan will be published prior to the Council publishing its own Core Strategy Review under Regulation 19 of the Regulations in 2020. Policy CS2 will therefore be refined and clarify specific development types and quantum at this consultation stage of ‘Hyndburn 2036’. The Council will also confirm its preferred uses for specific development sites within the Huncoat Housing Zone in the Site Allocations DPD at Regulation 19 stage.

3.30 Paragraph 73 of the NPPF requires that ‘strategic policies should include a trajectory illustrating the expected rate of housing delivery over the plan period, and all plans should consider whether it is appropriate to set out the anticipated rate of development for specific sites’. Due to the strategic significance of Huncoant in the

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31 Including some greenfield (Green Belt) sites alongside the brownfield sites
32 The Council has submitted a formal bid for formal ‘Garden Village’ status from the Government to help further enhance delivery and quality. An announcement is expected in 2019
Hyndburn Local Plan, the Council will set out a specific housing trajectory for this strategic location for growth at the Publication stage of the plan once a firmer idea of development quantum is known. A separate housing trajectory for the Borough wide housing requirement will also be set out later in this report in Policy CS9: Housing Provision (including affordable housing).

3.31 At this stage a maximum delivery rate of around 75dpa would be expected under the lower homes range of around 1,000 dwellings. This would mean that completion would be expected towards the end of the plan period (2036), depending to some degree on commencement on site (currently unknown due to ongoing masterplan work). Higher rates of delivery, and slightly accelerated commencement, would be expected under the higher homes range of around 2,000 dwellings. With a maximum of around 100dpa the area would still see completions continuing well beyond the plan period of 2036, to around 2040 or thereabouts, again depending upon commencement on site. Figure 5 will provide the anticipated housing trajectory for Huncoat once details are finalised.

Figure 5: Huncoat Garden Village housing trajectory – to be added at Publication stage (Regulation 19)

3.32 Policy CS17 and DM16 in the Development Management 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 supplementary design guides or SPDs. These will be strictly enforced through the planning process, the Council will refuse applications of sub-standard design.

3.33 Infrastructure required to support development planned at Huncoat will be set out in an Infrastructure Delivery Plan. All types of infrastructure are being considered in the masterplan process including highways, schools, green, blue and grey

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33 One of the key intentions of the Government’s Garden Village programme is to accelerate housing delivery
infrastructure\textsuperscript{34}. 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. Equalisation agreements and other similar mechanisms are being investigated through the masterplan process, with further details expected to be provided through the Huncoat Masterplan once complete.

**Key Diagram**

3.34 The Key Diagram will be 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.

3.35 As this consultation forms part of the preparation stage of the plan, exact locations for all the strategic allocations are not yet known. The Key Diagram will therefore be presented at the next stage of consultation, Publication stage of the Core Strategy Review (under Regulation 19).

**Figure 6: Key Diagram – to be added at Publication stage (Regulation 19)**

\textsuperscript{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
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 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;
- Encouraging employers to address worklessness in the Borough; and
- Providing a wide range of educational opportunities to raise skills, attainment and aspirations within the workforce.

**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; and

4.2 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.

4.3 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 such as digital, health and energy, will help reduce the productivity gap that exists and also help retain and attract people into the Borough.\(^{35}\)

4.4 Paragraph 80 of the NPPF states that ‘planning policies and decisions should create the conditions in which businesses can invest, expand and adapt. 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.’

\(^{35}\) As set out in the Pennine Lancashire Growth and Prosperity Plan 2016-2032.
The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.

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

4.6 The role of Hyndburn’s town and local centres also plays a key part in the local economy, and planning policies can help support the vitality and viability of these areas. The Council’s Corporate Strategy (2018-2023) commits to the delivery of a grants programme in Accrington and an events programme to help promote the town centre. Planning can 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’ (paragraph 85).

Policy CS3: Employment Provision

1) The Council will make provision for 68.7 hectares of land for employment uses over the period 2016-2036. Sites that will contribute to the requirement will be identified in the Site Allocations DPD.

2) Sites allocated for employment use will be in accordance with the Spatial Development Strategy set out in Policy CS1. The Council will seek to find sites:

- within the existing urban boundary; or
- where they support the future expansion of strategic employment hubs36 at an appropriate scale; or
- where they assist delivery of the Huncoat Garden Village.

3) If required the Council will release Green Belt land to accommodate the expansion of existing strategic employment hubs or delivery of Huncoat Garden Village37. Land is available to the south of Altham Business Park, north and south of Junction 7 of the M65 (Clayton-le-Moors), and north of Junction 6 of the M65 at Whitebirk. Proposed locations of Green Belt release will be confirmed at Regulation 19 consultation stage.

36 Reference Policy CS4
37 The Council will set out the case of ‘exceptional circumstances’ in line with paragraph 136 of the NPPF in support of its Site Allocations DPD
4.7 Paragraph 81(b) of the 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’.

4.8 Paragraph 82 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’.

4.9 Policy CS3 provides the strategic policy through which the Council proposes to meet the requirements of NPPF, and address the ambitions set out in local economic plans and strategies.

4.10 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) completed in 2018 for Blackburn with Darwen and Hyndburn Council’s highlights the importance to Pennine Lancashire of planning for growth to ensure job creation and economic prosperity.

4.11 The HENA confirms that an appropriate employment land requirement to plan for in Hyndburn, based on an aspirational but realistic economic growth scenario, is 58.7 hectares of land between 2016 and 2036. The Employment Land Study of 2016 considered the qualitative aspects of existing employment land provision around the Borough. It recognised that historically losses of employment land of poor quality have taken place, and that this trend is likely to continue. An allowance for future
losses of around 10ha over a 20-year period was identified in that study as appropriate. The total requirement of 68.7 hectares proposed in Policy CS3 is a combination of these two elements.

4.12 Some of the land will be possible to find within the existing urban boundary, the latest analysis of the supply of land available for employment suggests that there will be insufficient sites in total to meet the needs identified. Where the Council considers land outside of the existing urban boundary, in suitably accessible locations, this will impact on Green Belt. The policy approach is to ensure that where this is required, sustainable development and clustering of networks of industry take place in line with NPPF, therefore only Green Belt release in support of the strategic employment hubs (or delivery of Huncoat Garden Village) will be considered.

4.13 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.

4.14 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, Altham Business Park, J7 Business Park, and the under construction Frontier Park; in Burnley, Burnley Bridge and Network 65; 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 CS3 seeks to make clear the strategic role that these locations play in the Hyndburn economy by designating them as strategic employment hubs. This acts as a focus to identify locations for new allocations, as well as enhancing their protection under Policy CS4.

4.15 The Council has prepared a Growth Option and Spatial Option justification paper setting out further reasoning for selection of the level and distribution of growth planned for employment. This will be published alongside the other consultation material.

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**Policy CS4: Protection, Modernisation and Development of Employment Sites**

38 Paragraph 7.110 of the Hyndburn Employment Land Study 2016
1) Existing employment sites will be identified on the Policy Map, along with strategic employment hubs. Quality assessments of existing employment sites will be used as a framework for determining planning applications.

2) Three strategic employment hubs are identified on the Key Diagram (Frontier Park, J7 Business Park/Petre Road and Altham Business Park). They are considered to play a strategic role in the local economy and future growth of the Borough. These will be retained for employment uses over the plan period, and supported to grow in line with Policy CS3.

3) The Council will apply a general presumption that all other existing employment sites will be retained in employment use over the plan period. Sites will only be released for redevelopment for other purposes as follows:
   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 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 flexibly than proposals for residential use.

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

6) In all cases, redevelopment for alternative uses should not prejudice the operating conditions of other remaining employment uses.

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39 Strategic employment hubs will comprise of one or more existing employment areas
40 the Council’s latest published quality assessments are in the Hyndburn Employment Land Study (2016)
41 B use classes
42 ‘reasonable’ when considered in terms of the previous use/jobs on the site
43 for example retail or leisure use
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’\(^{44}\). Policy CS4 provides the proposed framework in which existing employment sites will be protected, modernised, or allowed to be release for redevelopment to meet these aims.

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. The last time this was undertaken was in 2015, the details were published in Appendix 3 of the Hyndburn Employment Land Study (2016). Factors taken into consideration in determining the quality of existing employment sites include accessibility, adjoining uses, development constraints, environmental issues, and general suitability for continued employment use. This is the framework against which the retention of sites in employment use will be considered.

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.

Where alternative uses are sought, uses outside of the traditional employment use classes (B1, 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 proposal for residential redevelopment. Other relevant policies in the Local Plan will still apply.

\(^{44}\) paragraph 80
4.20 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\(^{45}\) for at least 18 months.

4.21 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. The Council will look to re-allocate some of these poor quality sites for other uses in the Site Allocations DPD, taking into account any wider regeneration benefits of redevelopment in certain locations. Sites that remain will be assessed in line with Policy CS4 where alternative uses are proposed.

### Policy CS5: 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 centres uses\(^{46}\) towards the centres in line with the hierarchy identified below, and criteria set out in Development Management Policy DM3:

<table>
<thead>
<tr>
<th>Tier/Centre</th>
<th>Purpose/Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Tier 1: Strategic Town Centre</strong> Accrington</td>
<td>The principal centre providing for the Borough’s key retail, services, leisure and town centre needs. Accrington will consolidate over the plan period and be the main focus for investment and site allocations if a need for new retailing is identified(^{47}).</td>
</tr>
<tr>
<td><strong>Tier 2: Town Centres</strong> Great Harwood, Oswaldtwistle</td>
<td>Important service centres for their own urban and rural catchment areas, and the secondary focus in the Borough for new investment.</td>
</tr>
<tr>
<td><strong>Tier 3: Local Centres</strong> Clayton-le-Moors, Rishton, Huncoat(^{48})</td>
<td>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</td>
</tr>
</tbody>
</table>

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\(^{45}\) 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.

\(^{46}\) As defined in Annex 2: Glossary of the NPPF

\(^{47}\) pending an update to the population and expenditure forecasts of the Hyndburn Retail Study 2016

\(^{48}\) See paragraph 4.29
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 due to existing poor/under provision and proposed growth in the area.

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

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

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

<table>
<thead>
<tr>
<th>Core Strategy Policies to be replaced</th>
<th>A2: Accrington Town Centre</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A3: Development of Local Centres in Accrington</td>
</tr>
<tr>
<td></td>
<td>GH2: Great Harwood Town Centre</td>
</tr>
<tr>
<td></td>
<td>R2: Rishton Local Centre</td>
</tr>
<tr>
<td>Key NPPF para. links</td>
<td>85</td>
</tr>
<tr>
<td>Key DPD Policy links</td>
<td>DM3: Development of main town centre uses</td>
</tr>
<tr>
<td></td>
<td>DM4: Retail Frontages</td>
</tr>
<tr>
<td>Evidence for Policy</td>
<td>Hyndburn Retail Study (2016)</td>
</tr>
</tbody>
</table>
4.22 Paragraph 85a) of the 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 grown 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’.

4.23 The Council recognises that the Borough’s centres face significant challenges and that these are unlikely to go away. Policy CS5 proposes the strategic policy approach that will seek to enhance their vitality and viability, and the role that they play in local communities, over the plan period.

4.24 Policy CS5 provides the framework within which decisions on investment in the Borough’s town centres should take place. The Council will employ a package of ongoing measures (detailed below) to assist the future health and vitality of the town centres. It will also determine planning applications in accordance with sequential and impact test principles set out in Development Management Policy DM3.

4.25 The Strategic Town Centre in Hyndburn is identified as Accrington. This should be 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. The Accrington Area Action Plan (adopted 2012) provides further detailed policies on the town centre.

4.26 The Hyndburn Retail Study (2016) 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 however, a need for between 2,311sqm and 5,787sqm of new floorspace was identified (depending upon population growth assumptions employed). The Council will provide an update to these findings in light of clearer population growth projections, permissions/completions to date, and revised expenditure forecasts prior to publication at Regulation 19 stage. Should there be an identified need for floorspace over the plan period, the Council will seek to allocate a site in Accrington town centre (or edge of centre where suitable and viable town centre sites are not available).

4.27 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 demographics 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.
4.28 To help support the main Town Centres in the Borough, the Council is investing in a range of initiatives and measures including free (subsidised) parking; enhanced street cleansing; visible environmental enforcement teams; public realm works in Accrington to the new Town Square; and grants for shopfront improvements. These measures in combination with planning policies set out in the Local Plan will help to support the vitality and viability of the high street in the future.

4.29 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 CS2: Huncoat Garden Village.

4.30 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 use classes 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.

4.31 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 CS5.

4.32 The boundaries of all centres identified in the centre hierarchy, and other commercial locations, will be set out in the Site Allocations DPD.
5.0 Community Infrastructure

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

**Strategic Objective 3: To improve the quality of health of the residents of Hyndburn.**
- Increasing levels of participation in sport, leisure and physical activity by the protection and enhancement of existing sports and recreation facilities and through the development of Green Infrastructure that is accessible

**Strategic Objective 5: To provide easy access for all to good quality services and facilities**
- Providing new high quality health, education, leisure and cultural facilities in accessible locations
- Developing and keeping up to date an Infrastructure Delivery Plan to support planned growth in the Borough

5.2 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. It helps to bind communities together. It does not necessarily refer to just physical facilities and assets such as schools and libraries, but may be more intangible assets such as areas of open space.

5.3 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.

5.4 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.

5.5 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.

5.6 Tackling the educational and health inequalities in the Borough is a key Council ambition.

5.7 Paragraph 92 of NPPF recognises the contribution of planning policy towards the provision of social, recreational and cultural facilities. Plans should provide positively for the provision of community facilities, which include meeting spaces, open spaces, cultural buildings, places of worship and other local services to enhance the sustainability of communities and residential environments and guard against the
unnecessary loss of facilities especially where this would reduce the community’s ability to meet its day to day needs.

5.8 Paragraph 96 recognises that access to a network of high quality open spaces and opportunities for sport is important for health and well-being. Policies should be based on up to date and robust assessments of the need for open space, sport and recreation facilities and opportunities for new provision. In addition, policies should seek to protect existing open space, sports and recreational facilities.

5.9 Paragraph 34 states that plans should set out the contributions expected from development. Alongside affordable housing (covered in Policy CS9), this should include other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure).

**Policy CS6: Open Space and Local Green 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. It will:

   a) seek the provision of appropriate new open space in relation to new residential development in accordance with Policy DM11; and
   b) protect and enhance existing open space provision in accordance 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

3) Areas of Open Space within the existing urban boundary that are demonstrably special to a local community and have particular local significance may be designated as Local Green Spaces. These will be confirmed at Regulation 19 Publication stage.

**Policy Context and Relationships**

| Core Strategy Policies to be replaced | HC1: Green Spaces & facilities for Walking/Cycling |

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49 Sites of over 0.15ha designated as open space will be shown on the Site Allocations DPD Policy Map.
50 For example due to its beauty, historic significance, recreational value, tranquillity or richness of wildlife
51 where communities propose them and the Council considers that sufficient justification has been provided to warrant their ‘demonstrably special’ nature to the local community
5.10 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). An Open Space study is currently being undertaken to provide the evidence base for the Local Plan policies and will be completed in 2019. It will include a comprehensive audit and assessment of the existing open space provision in the Borough. It will include both quantitative and qualitative perspectives to identify areas of surplus and deficiency across a range of types of open space.

5.11 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 Development Management DPD.

5.12 Areas of Open Space that are considered most special and unique to local communities may be considered for designation as a Local Green Space in accordance with paragraphs 99 and 100 of the NPPF. Designation would provide a greater level of protection than other areas of Open Space. Proposals for development on areas of Local Green Space should be managed in line with areas of Green Belt52. The Council will consider the suitability of any areas proposed by communities of Local Green Space in the context of evidence provided and the findings of the Open Space Audit and highlight any proposed Local Green Spaces in the Regulation 19 consultation document. Local Green Spaces can only be designated when a plan is being prepared or updated.

5.13 This policy does not cover built sport facilities such as sports centres which should be considered under Policy CS7: Provision of Community Facilities. In addition the council recognises that there are further opportunities for recreation that contribute to

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52 Paragraph 101 of the NPPF
health and well-being e.g. walking and cycling opportunities. Enhancement of cycling and walking provision is addressed in Policy CS22: Cycle and Footpath Networks. Finally, it is important to note that areas of Open Space or Local Green Space covered under Policy CS6 form just a part of the wider Green Infrastructure network53 which is covered in Policy CS13: Green Infrastructure.

**Policy CS7: Provision of Community Facilities**54

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 DM DPD Policy DM6.

2) The Council will support proposals for new or improved sports, recreation, health, community and cultural facilities, seeking to protect and enhance a range of facilities to support the social well-being of the Borough’s residents. Where the loss of a facility is threatened through redevelopment, the criteria set out in DM DPD Policy DM7 will be used to assess development proposals.

<table>
<thead>
<tr>
<th>Policy Context and Relationships</th>
</tr>
</thead>
</table>
| Core Strategy Policies to be replaced | ED1: New and improved educational facilities  
HC2: Leisure, Health and Culture |
| Key NPPF para. links | 91,92 |
| Key DPD Policy links | DM6: Delivering Schools and Early Learning  
DM7: Cultural and Community facilities |
| Evidence for Policy | n/a |

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

53 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’.

54 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 development plan.
5.15 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.

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

5.17 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.

5.18 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 criteria set out in the Development Management DPD.

Policy CS8: Community Benefits/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.

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

3) The Council may also consider the introduction of a Community Infrastructure Levy to secure infrastructure, facilities and services required to support growth in the Borough, or a separate delivery mechanism for the Huncoat Garden Village proposals set out in Policy CS2: Huncoat Garden Village.
5.19 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. The Council will prepare an Infrastructure Delivery Plan in support of the Regulation 19 Publication version of the Core Strategy. This will help identify specific infrastructure requirements, from which further information on Planning Obligations applicable to specific development sites can be provided in the Site Allocations DPD.

5.20 This policy sets the overarching framework in relation to the negotiations of planning obligations and Section 106 agreements, further detail is provided in Development Management 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 was undertaken in support of the Development Management DPD to ensure that the scale of the requirements do not cumulatively undermine the ability of the development to come forward.

5.21 Specific infrastructure requirements arising from the Huncoat Garden Village proposals will be identified through the Masterplan work currently underway. A separate delivery mechanism such as an equalisation agreement that will ensure fair contributions from all landowners are received is being considered as part of this process. Further details are set out under the strategic policy for the Garden Village Policy CS2: Huncoat Garden Village and will be refined in the Publication version of the plan.
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, including through transformational change at the Huncoat Garden Village.**
- Providing sufficient housing of the right size and type to meet local needs, 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 the best use 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 the quality of health of the residents of Hyndburn.**
- Developing safe residential areas and surroundings where people are at the heart of the design process.

6.2 Access to good quality, affordable housing is vital to 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 reducing travel to work patterns.

6.3 Planning is key to delivering these important aims by ensuring that sufficient deliverable and developable sites are provided for new housebuilding in the plan period that meet the identified need for housing. The location and distribution of these sites will be influenced by Policy CS1: 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, including affordable housing and provision for specific groups (e.g. the elderly and Gypsies and Travellers) to be delivered up to 2036.

6.4 Paragraph 59 of the NPPF states that, ‘To support the Government’s objective of significantly boosting the supply of homes, it is important 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.’
6.5 Within the context of determining the relevant housing requirement, paragraph 60 NPPF also requires that the, ‘the size, type and tenure of housing needed for different groups\textsuperscript{55} in the community should be assessed and reflected in planning policies.’ This includes provision for those who require affordable housing and for travellers.

6.6 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 is likely to remain a long term objective.

\textbf{Policy CS9: Housing Provision (including affordable housing)}

Over the plan period 2016-2036 the Council will:

1) make provision for at least 4320 dwellings (equivalent to an average of 216 dwellings per year). Sites which will contribute to this requirement will be identified in the Site Allocations DPD in accordance with Policy CS1: The Spatial Development Strategy and the Local Plan Area policies. The Huncoat Garden Village will make a significant contribution to overall housing provision in the plan period; and

2) seek to maintain a rolling five year supply of specific deliverable sites throughout the plan period; and

3) seek to maximise the opportunities for the delivery of affordable housing where viable. New housing developments of 10 or more dwellings should provide 20% affordable housing. Specific requirements in relation to allocated sites will be determined through the Site Allocations DPD. In relation to affordable housing, the predominant need is for housing at affordable rent, but other forms of affordable housing will be supported where this meets an identified need and/or

\textsuperscript{55} 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.
contributes to a diverse housing offer; and

4) support proposals that ensure the efficient use of land. 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.

Policy Context and Relationships

| Core Strategy Policies to be replaced | H1: Housing Provision  
H2: Affordable Housing |
| Key NPPF para. links | 59, 60, 67, 122-123 |
| Key DPD Policy links | Site Allocations DPD  
DM10: New Residential Development  
DM12: Affordable Housing  
DM13: Development of Housing within Residential Gardens  
Core Strategy: The Local Plan Areas |
| Evidence for Policy | Housing and Economic Needs Assessment (2018);  
Core Strategy Review: Growth Option and Spatial Option justification paper (December 2018);  
Hyndburn Borough Council 5-Year Housing Land Supply Statement. |

6.7 The NPPF seeks to deliver a sufficient supply of homes. Paragraph 60 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 Housing and Economic Needs Assessment (HENA)\(^{56}\) considers an appropriate level of housing for the plan period. The starting point, which results from using the standard method, gives rise to only a low level of housing\(^{57}\) which is based on past demographic trends and assumes that there will continue to be a net out-migration of population. The Council is seeking to reverse these trends in its aims to deliver housing and economic growth which includes provision of good quality, well paid jobs and associated levels of housing.

6.8 The Council has prepared a Growth Option and Spatial Option justification paper setting out further reasoning for selection of the level and distribution of growth planned for housing. This will be published alongside the other consultation material.

**Housing provision and trajectory**

6.9 The resultant housing figure to support the planned level of economic growth set out in Policy CS3: Employment Provision is an average of 216 dwellings per annum up to

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\(^{56}\) Housing and Economic Needs Assessment, Blackburn with Darwen and Hyndburn Councils, 2018 (HENA)

\(^{57}\) 60 dwellings based on the 2014 based Subnational Household Projections (SNHP) and 31 based on the 2014 based SNHP – as at November 2018.
2036, which equates to at least 4320 dwellings in total over the 20 year period 2016-2036. Completions and commitments since 2016 will be counted towards the requirement.

6.10 A housing trajectory illustrating the expected rate of housing delivery over the plan period will be provided in Figure 7 below at the Publication stage of the plan (Regulation 19). Due to the early stage of preparation of the Site Allocations DPD, and the current uncertainty over levels and rates of housing provision to come forward at Huncoat over the plan period, it is not possible to present a detailed housing trajectory at this stage:

Figure 7: Hyndburn Borough housing trajectory 2016-2036 – to be added at Publication stage (Regulation 19)

6.11 When finalised, the housing trajectory will be considered to reflect likely minimum housing delivery rates across the Borough. The Council’s latest 5 Year Housing Land Supply 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.

6.12 The overall housing requirement will be made up of completions from 1st April 2016, sites which already have planning permission, allocated sites and a small windfall allowance. The figure of 4320 is net of clearance. Specific sites to meet the overall housing requirement will be set out in the Site Allocations DPD. Dwelling requirements will be allocated in accordance with the Policy CS1: The Spatial Development Strategy and The Local Plan Areas policies.

6.13 Ten percent of sites overall (i.e. the equivalent of 432 dwellings) will be accommodated on sites which do not exceed one hectare. It is anticipated that the Huncoat Garden Village will deliver somewhere between 1000 and 1550 new dwellings in the plan period58 and this will make a significant contribution to the overall housing provision figure in the plan period. Together with existing commitments, these sites will meet the requirements of the NPPF paragraph 67 in terms of a sufficient supply and mix of sites. The requirements for the individual townships are set out in Policy CS24: Accrington (Central) to Policy CS32: Knuzden

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58 see figure 5: Huncoat Garden Village trajectory – if the maximum growth of up to 2,000 homes is planned for Huncoat then a maximum of around 1,550 homes would be expected to be delivered during this plan period to 2036 (subject to confirmation in a trajectory at the Publication stage Regulation 19), the remaining dwellings in later years
& Whitebirk. The Council has published a Growth Option and Spatial Option justification paper to provide background context on the reasoning for the spatial distribution of growth by these areas.

**Affordable housing**

6.14 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 previous and can include housing for social and affordable rent, starter homes, discounted market sales housing and other affordable routes to home ownership such as shared 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.

6.15 In addition to assessing an appropriate overall level of housing, the HENA has 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.

6.16 In consideration of this, the Viability Study undertaken in 2016 considered the impact of a requirement for 20% affordable housing on typical development costs in the Borough and on viability. It broadly concluded that the requirement does impact on viability and that 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 offer to 10%, changing the affordable housing (e.g. from affordable rent to starter homes) or by increasing densities. In areas where land and property values are low in the central wards of the Borough, even with adjustments, the study showed generally that no type of site or scheme was viable. Hence viability will be an important consideration.

6.17 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 CS9 refers to the fact that affordable housing provision will be sought ‘where

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59 referred to as Zone 4 in the Viability Study
viable’. Further information is provided in DM DPD Policy DM12 on how viability will be taken into account in determining affordable housing requirements.

6.18 Even if all sites which contribute to the overall requirement were to deliver 20% affordable housing, this would still fall short of the assessed need for 79 affordable units per year. On this basis the Council should seek to maximise opportunities to deliver affordable housing. Part of the opportunity is to consider allocating sites in areas where development is more viable in although this needs to be balanced with the need to address regeneration issues in the central areas. A further opportunity to maximise delivery is taken in relation to setting the threshold for requirements for affordable housing to developments of 10 or more dwellings (or 0.5 hectares or more) to reflect NPPF\(^60\). This is a reduction in the threshold that applied in the previous Core Strategy and the Development Management DPD (of 15 dwellings).

6.19 In terms of types of affordable housing, given relatively low house prices in some parts of the Borough, the typical income need 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 study 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 (e.g. through a “Help to Buy” scheme). 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\(^61\) which specifically requires that at least 10% of homes should be for affordable home ownership unless exceptions apply.

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

**Housing Density**

6.21 The Council will seek to avoid homes being built at low densities unless specific circumstances can justify it, and there is no shortage of land in the area for meeting identified needs. In line with NPPF, minimum density standards are set out in Policy CS9: Housing Provision (including affordable housing) and these will be implemented through planning decisions. 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. Relevant densities applicable to housing allocations will be set out in the Site Allocations DPD.

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\(^{60}\)NPPF paragraph 63

\(^{61}\)NPPF paragraph 64
Self-build

6.22 The Council maintains a Self-Build and Custom Housebuilding Register which it publishes details of 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.

6.23 Levels of demand in Hyndburn for self-build have proven to be very low, with just two applicants registering in the first three years. 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 site allocations for self-build, this will be considered in a review.

Policy CS10: 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. New housing development should aim to provide an appropriate mix of dwellings based on the following:

a) Size of dwellings within different tenures:

<table>
<thead>
<tr>
<th></th>
<th>1 bed</th>
<th>2 bed</th>
<th>3 bed</th>
<th>4+ bed</th>
</tr>
</thead>
<tbody>
<tr>
<td>market housing</td>
<td>0-5%</td>
<td>40-45%</td>
<td>35-40%</td>
<td>15-20%</td>
</tr>
<tr>
<td>affordable home ownership</td>
<td>15-20%</td>
<td>55-60%</td>
<td>20-25%</td>
<td>0-5%</td>
</tr>
<tr>
<td>affordable housing rented</td>
<td>35-40%</td>
<td>30-35%</td>
<td>20-25%</td>
<td>5-10%</td>
</tr>
</tbody>
</table>

and

b) Housing for older people, people with disabilities and wheelchair users:

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; and

iii) At least 30% of any new affordable housing should be specifically tailored to meet the needs of elderly or disabled residents, or be easily adaptable, in
2) New apartment developments will only be supported where they would maintain the prevailing character and setting of the local area and are:
   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; or
   d) in locations that are well served by public transport and the development would secure the efficient use of land.

Policy Context and Relationships

| Core Strategy Policies to be replaced | H1: Housing Provision  
|                                      | H2 Affordable Housing |
| Key NPPF para. Links                 | 61, 62, 63            |
| Key DPD 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 |

6.24 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.\(^{62}\)

6.25 In terms of property types, just over half of the stock comprises terraced properties, which is a significantly greater proportion than the regional and national comparators (about 25% and 30% respectively). By contrast the proportion of semi-detached and detached properties is considerably lower.\(^{63}\) In addition within the terraced stock, nearly 60% of it is two bedroomed and these make up about 30% of the total stock

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\(^{62}\) Census 2011 (HENA table 56)  
\(^{63}\) 2011 Census
whereas regionally and nationally, the proportions are much lower (about 12% and 8% respectively)\(^{64}\).

6.26 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\(^ {65} \). Given higher levels of disability and health problems among the elderly, it is likely that there will be an increase 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.

6.27 In order to contribute to accessible and inclusive communities Planning Practice Guidance requires the Council to consider the need for wheelchair user dwellings as part of future housing needs. Policies can only refer to requirements M4(2) and/or M4(3) of the optional requirements in the Building Regulations and may not impose any additional information requirements.

6.28 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 linked to the 2016 SNHP and the economic growth scenario which the policies of this plan seek to deliver.

6.29 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.

6.30 It is estimated that there will be a 32% increase in people aged 65 and over in the Borough by 2036\(^ {66} \). 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

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\(^{64}\) 2011 Census, table CT0551

\(^{65}\) HENA study, table 47

\(^{66}\) HENA table 47
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.

6.31 In total the HENA study indicates a need for 833 dwellings with support or care for older persons up to 2036; 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 6.1 below:

<table>
<thead>
<tr>
<th>Type of housing</th>
<th>Tenure</th>
<th>Projected requirement to 2036</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing with support</td>
<td>Rented</td>
<td>106</td>
</tr>
<tr>
<td></td>
<td>Leasehold</td>
<td>411</td>
</tr>
<tr>
<td>Housing with care</td>
<td>Rented</td>
<td>178</td>
</tr>
<tr>
<td></td>
<td>Leasehold</td>
<td>138</td>
</tr>
<tr>
<td><strong>Sub total</strong></td>
<td></td>
<td><strong>833</strong></td>
</tr>
</tbody>
</table>

Source: HENA Study (table 51)

6.32 The HENA also shows an indicative level of need for 435 care beds 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.

6.33 A draft Lancashire Housing with Care and Support Strategy seeks also 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 towards more meeting people’s care and support needs in a way that promotes health, well-being and independence. It aims to have at least one extra care scheme for older adults in each district by 2025 and estimates a need for 123 units of housing with care and support by 2025. 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.

6.34 The HENA study also identifies a clear need to increase the supply of accessible and adaptable dwellings (category M4(2)) and wheelchair user dwellings (category M4(3)). M4(2) homes can be considered a “homes for life” and are suitable for any occupant whether or not they have a disability at the time of initial occupation.

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67 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.

68 Currently (January 2019) provision of new C2 bedspaces can contribute towards overall dwelling provision as set out in the Housing Delivery Test

69 draft Housing with Care and Support Strategy 2018-2025, Lancashire County Council 2018

70 As defined in Part M of the Building Regulations
Planning Practice Guidance is clear that policies for wheelchair accessible homes may only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. The assessed need is for an additional 7 wheelchair user homes per annum in the plan period 2016-2036.

6.35 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 6.16 and 6.17 above conclude that a 20% requirement for affordable housing in relation to sites with 10 or more dwellings is appropriate in the local context. This would give a maximum yield of 864 affordable units in the plan period (i.e. 20% of 4320) although not all sites will deliver affordable housing.

6.36 A requirement of 284 rented dwellings for older people and 7 wheelchair user homes per annum (total 291) would amount to about one third of all affordable housing requirements. Therefore a requirement that 30% of the affordable housing be provided for older persons and accessible and adaptable housing (as identified in the previous SHMA) is justified albeit that it is recognized 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 subsidized adaptations to existing stock may go some way towards meeting such needs and ensuring people can stay in their own homes. The Council also recognizes the role that bungalows (new dwellings and existing stock) can contribute to meeting the housing needs of elderly persons, people with disabilities and wheelchair users and will support the provision of this housing type within new development where it is feasible.

6.37 The Viability Study included consideration of the impact of policy requirements for affordable housing (which includes affordable housing for older people) and requirements to meet the Access Standards for accessible and adaptable homes (category M4(2)) on typical development costs in the Borough in combination with other policy requirements of the plan. The overall outcome is as reported in 6.16.

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71 As set out in paragraph 6.31
72 Strategic Housing Market Assessment and Housing Needs Study 2014
73 e.g. Disabled Facilities grants
74 The Council's latest AMR (published September 2018) reported that 11% of new dwelling completions between 2012 and 2018 were bungalows
75 requirements are set out in policy DM16 of the Development Management DPD
Whilst viability may be an issue in some areas, the 30% threshold remains an appropriate starting point for seeking to secure these particular types of housing.

6.38 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.

6.39 New apartment developments in Hyndburn will only be supported in the appropriate locations set out in CS10 where they are well designed in terms of their appearance, size and setting. National minimum space standards have been adopted by the Council for all new housing developments (where viable)\(^{76}\), which includes the new build of (and conversion of existing buildings to) flats/apartments.

Policy CS11: 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 2036 by:

   a) allocating sufficient sites in the Site Allocations DPD to meet the identified need for pitches for Gypsies and Travellers (both permanent and transit pitches);
   b) allocating sufficient sites in the Site Allocations DPD to meet any identified need for additional yards for travelling showpeople; and
   c) protecting existing permanent sites which are authorised for Gypsy and Traveller use;

2) Proposals for new gypsy and traveller and travelling showpeople sites will be considered in line with Development Management Policy DM15

Policy Context and Relationships

<table>
<thead>
<tr>
<th>Core Strategy Policies to be replaced</th>
<th>H3: Gypsy and Traveller Provision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key NPPF para. links</td>
<td>61 and Planning Policy for Traveller Sites</td>
</tr>
<tr>
<td>Key DPD Policy links</td>
<td>DM15: Gypsy and Traveller sites</td>
</tr>
<tr>
<td>Evidence for Policy</td>
<td>Gypsy and Traveller Accommodation Assessment (2019)</td>
</tr>
</tbody>
</table>

6.40 A number of established Gypsy and Traveller sites are located within the Borough and an assessment is currently being undertaken to identify the need for any further

\(^{76}\) See Policy DM16 of the Development Management DPD
traveller accommodation in the plan period in accordance with national Planning Policy for Traveller Sites. The Gypsy and Traveller Accommodation Assessment will be completed in 2019 and Policy CS11 will be updated for the Regulation 19 Publication version of the plan to take account of the findings of the study.

6.41 The Council will seek to identify sufficient sites to meet any identified need to 2036 in the Site Allocations DPD. It will also seek to protect existing sites from being lost to other uses by allocating them as existing sites in the Site Allocations DPD. Applications for new gypsy and traveller or travelling showpeople sites that are not allocated in the Local Plan will be assessed in accordance with the criteria set out in the adopted Development Management DPD policy DM15.
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 the quality of health of the residents of Hyndburn.**
- 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 create a valued urban and rural environment.**
- 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 on 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 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 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.

7.3 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 Core Strategy should contribute towards the protection of the natural, built and historic environment.

7.4 This section will set out the way in which the Core Strategy 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
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.

Alongside the natural environment, the Borough also benefits from having a rich industrial and built heritage with ten conservation areas and over 100 listed buildings that connect modern day Hyndburn with its industrial past. The Core Strategy 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.

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.

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.

Whilst there is no specific overarching environmental strategy at a more local level, Lancashire County Council has its own separately published strategies on matters of landscape, climate change, woodlands and flood Risk. Hyndburn Council’s Corporate Strategy (2018-2023) also recognises the important role that the environment (both natural and built) has to play in the Borough, influencing resident’s quality of life, and the key part that the planning system has to play.

**Policy CS12: Sustainable Development and Climate Change**

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

   a. Ensuring that new development is in sustainable locations, is accessible to

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77 paragraph 8c.

78 [https://www.lancashire.gov.uk/council/strategies-policies-plans/environmental](https://www.lancashire.gov.uk/council/strategies-policies-plans/environmental)
goods and services, can be accessed on foot and by bicycle and improve links with public transport networks;
b. 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;
c. Ensuring that new development is directed away from areas at high risk of flooding and incorporates appropriate mitigation against flooding in areas of lower risk;
d. The incorporation of sustainable drainage systems and improving water efficiency standards by incorporating measures to recycle and conserve water resources;
e. The inclusion of greenspace, landscaping and habitat related enhancements;
f. Minimise energy consumption by taking advantage of natural energy through the orientation and design of development;
g. 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, and;
h. Ensuring that potentially polluting industrial and waste development will not have an unacceptable adverse impact on the environment or neighbouring properties or businesses.

### Policy Context and Relationships

<table>
<thead>
<tr>
<th>Core Strategy Policies to be replaced</th>
<th>Env4: Sustainable Development &amp; Climate Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key NPPF para. links</td>
<td>148-156</td>
</tr>
<tr>
<td>Key DPD Policy links</td>
<td>DM18: Protection and Enhancement of the Natural Environment</td>
</tr>
<tr>
<td></td>
<td>DM20: Flood Risk Management and Water Resources</td>
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<td></td>
<td>DM24: Contaminated or unstable land and storage of hazardous substances</td>
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<td></td>
<td>DM25: Pollution Control</td>
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<td></td>
<td>DM26: Design Quality and Materials</td>
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<td></td>
<td>DM31: Waste management in all new development</td>
</tr>
<tr>
<td>Evidence for Policy</td>
<td>Strategic Flood Risk Assessment</td>
</tr>
</tbody>
</table>

7.9 At a strategic level the Core Strategy will seek to ensure that the policy framework contributes towards reducing the impact of development on climate change through the delivery of sustainable patterns of development, as set out in Policy CS1: The Spatial Development.

7.10 Climate change is a cross-cutting theme and there are a number of strategic objectives and policies within the Core Strategy that will help ensure that
development within Hyndburn is sustainable and contributes towards reducing the harmful effects associated with Climate Change. Policy CS1: The Spatial Development Strategy prescribes a strategy that will deliver a sustainable pattern of development across the Borough for the period of the Core Strategy and beyond.

7.11 The planning system should support the transition to a low carbon future in a changing climate and in doing so plan 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**

7.12 One of the key aims of the Core Strategy 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 will be assessed against a range of criteria (agreed in the Site Assessment Methodology) to ensure that future development is in sustainable locations.

7.13 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.

7.14 The towns and townships in Hyndburn are compact and have been described as good examples of sustainable development. 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.

**Waste collection, recycling and sustainable construction**

7.15 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 Development Management DPD sets out in more detail the approach that will be taken to managing waste and recycling in new developments.

79 Accrington Area Action Plan.
7.16 Where possible, developers will be encouraged to source materials locally and utilize 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.

**Flooding and Sustainable Drainage**

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

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

7.19 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.

7.20 Policy DM20 of the Development Management 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.

**Minimising energy consumption**
7.21 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 Development Management DPD sets out more detail on the design of new development and the matters that will be taken into consideration.

**Contaminated Land and former Mineral Workings**

7.22 The Core Strategy seeks to support the development of under-utilised land and buildings in sustainable locations\(^{80}\), however, in Hyndburn there are a variety for 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.

7.23 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 and proposed Part 2 of the Brownfield Register.

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

**Pollution Control**

7.25 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 Development Management DPD sets out in more detail how this will be achieved.

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\(^{80}\) Consistent with National Planning Policy Framework, para 118 and 119.
Policy CS13: Green Infrastructure

1) Green Infrastructure resources will be protected, enhanced and extended, and by linking these resources, a multi-functional Green Infrastructure network will be created. 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 to be replaced | Env1: Green Infrastructure |
| Key NPPF para. links | 171 |
| Key DPD Policy links | CS15: Natural Environment Enhancement, DM18: Protection and Enhancement of the Natural Environment |
| Evidence for Policy | Open Space Audit (to be completed 2019), Lancashire Green Infrastructure Strategy (2009) |

7.26 Green Infrastructure can be defined as the multi-functional green space, both new and existing, rural and urban, within and between our towns and villages, which supports natural and ecological processes and is integral to the health and quality of life in sustainable communities. It is a network of environmental and community resources and multi-functional open spaces that includes formal parks, gardens, allotments, woodlands, green corridors, waterways and watercourses, rights of way, playing fields, street trees and open countryside. It comprises all environmental resources including sites of ecological and geological value, and thus a green infrastructure approach also contributes towards sustainable resource management.

7.27 Some of the significant resources contributing to the Green Infrastructure network of the Borough include the Leeds and Liverpool canal corridor, Hyndburn Greenway (part 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 such as Higham’s Playing Fields and Oakhill Park in Accrington, Wilson playing fields, Clayton-le-Moors and others serving more local needs, numerous playgrounds and youth facilities such as skate parks and multi-use games areas, together with cricket grounds and golf courses. The key resources and opportunities for linkages and

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enhancements will be further identified in the Site Allocations DPD, with reference to audits and standards for green space provision.\(^8^2\)

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 CS14: 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**

\(^8^2\) Including an Open Space Audit carried out to fulfil the requirements of PPG17 and cross referring to the Accessible Natural Greenspace Standards (ANGSt)
### Core Strategy Policies to be replaced

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<td>Evidence for Policy</td>
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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 The towns of Accrington, Great Harwood, Rishton and Clayton-Le-Moors grew from the industrial revolution and give the area a strong urban character. 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\(^3\) by Natural England whilst the upland area south of Accrington is within the Southern Pennines\(^4\).

#### 7.33 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. The development of the wind turbines on Oswaldtwistle Moor provides a

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\(^3\) Natural England, National Character Area Profile: 35 Lancashire Valleys  
\(^4\) Natural England, National Character Area Profile: 36 Southern Pennines
remind of the role the landscape plays in a modern economy through the
generation of sustainable energy.

7.34 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. The framework
seeks to protect and enhance valued landscapes and recognise the intrinsic
character and beauty of the countryside.

7.35 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 CS15: Natural Environment Enhancement

1) Opportunities for natural environment enhancement will be secured by ensuring
that all development affecting ecological or geological resources:
   a. Protect those resources, and;
   b. Minimises impacts on ecological resources and incorporate appropriate
      resource enhancement (net gain) and ensures that positive management
      measures are in place, and;
   c. Contribute towards an effective ecological network through expansion and re-
      connection of environmental resources identified in the Council’s Nature
      Recovery Network, particularly where such improvements would complement
      local regeneration priorities and improvements to health and well-being, and;
   d. Provides for the protection and enhancement of woodland, trees and
      hedgerows.

2) The level of protection afforded to ecological and geological resources will be
commensurate with their level of importance and vulnerability.

Policy Context and Relationships

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<td>Key DPD Policy links</td>
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85 NPPF paragraph 127.
86 The Nature Recovery Network will form a significant part of the Borough’s Green Infrastructure network and
will be identified on the Council’s Policy Map. It will bring together known areas of habitat value such as Local
Nature Reserves, woodlands, habitat designations etc. along with opportunities for enhancement through
connections. This work will build upon the ecological networks produced by LERN.
7.36 The Core Strategy 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 Although there are no European designated sites (Natura 2000) within the Borough, an appropriate assessment\(^\text{87}\) will be undertaken to ensure that the impacts arising from the implementation of the policies of the Core Strategy will not have a harmful effect on identified European sites in North West England.

7.39 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 CS13.

7.40 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.

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\(^{87}\) A Habitats Regulations Appropriate Assessment is to be prepared alongside the Publication version of the plan at Regulation 19.
fragmentation and species isolation. The Council will be seeking to identify a Nature Recovery Network to help meet these aims.

7.41 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 Development Management DPD sets out the approach that is expected to be taken when development proposals affect trees, woodland and hedgerows.

7.42 In the first instance it is important to protect natural resources and at a strategic level the Core Strategy 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 that will be applied in this policy approach.

7.43 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.

7.44 Policy DM18 of the Development Management DPD sets out in more detail the approach that will be taken when development proposals affect the natural environment.

7.45 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 Development Management DPD. Mitigation proposals should be accompanied by appropriate mechanisms for the management of natural resources, these measures would normally be secured through a legal agreement.

7.46 Policy DM19 of the Development Management DPD sets out in more details the approach that will be taken where development affects protected species or their habitat.

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88 A GIS tool developed by Natural England to make rapid initial assessment of the potential risks posed by development proposals
Policy CS16: Renewable Energy

1) In order to contribute towards an increase in the use and supply of renewable energy the development of renewable energy within areas of search will be supported provided that measures are taken to avoid, and where appropriate mitigate, negative impacts arising from the construction and operation of the development.

2) Developers must engage with the community and local authority 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.

Policy Context and Relationships

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7.47 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, and energy is also recovered through the combustion of landfill gas at Whinney Hill Landfill Site.

7.48 In order to help increase the use and supply of renewable and low carbon energy the Local Plan will identify areas of search where the resource is present but where renewable energy development may be acceptable. Wind turbine development has the potential to give rise to a variety of environmental impacts as well benefits. It is important that these are properly understood and assessed as part of development.

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89 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.
proposals for renewable energy and Policy CS16 and DM30 of the Development Management DPD will ensure that the impacts are understood and mitigated where appropriate.

7.49 Whilst it is recognised that renewable energy is required to help offset the impacts of Climate Change, 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.

7.50 Policy DM30 of the Development Management 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 CS17: High Quality Design and Heritage

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\(^90\) and more specific guidance documents\(^91\). 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, and;

v. create places that are safe, inclusive and accessible that promote health and well-being.

Heritage

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\(^90\) Hyndburn Development Management DPD, Accrington Area Action Plan, and Site Allocations DPD

\(^91\) Householder Design Guide and other Supplementary Planning Documents and Masterplans.
2) The design of new development should preserve and enhance heritage assets in a manner proportionate to their significance, consistent with the principles set out in relevant policies of the Local Plan92 and other guidance93.

3) Proposals that will result in substantial harm or less than substantial harm will be considered in a manner consistent with NPPF.

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

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Evidence for Policy

7.51 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.

7.52 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

92 Hyndburn Development Management DPD, Accrington Area Action Plan
93 Relevant Masterplans, National Planning Policy Framework and Planning Policy Guidance
formal “design review” which will be funded by the developer. Proposals that are poorly designed and fail to improve the character and quality of an area 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. Polices DM26 Design Quality and Materials and DM10 New Residential Development of the Development Management 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.

7.53 Well-designed development can significantly assist the regeneration of an area, as evidenced by the West Accrington and Woodnook housing developments that have transformed areas once occupied by poor quality terraced houses in different ways. In Accrington town centre there have been a variety of schemes that, through their design have significantly improved the attractiveness of the area including Accrington Bus Station, the refurbishment and redevelopment of the Market Hall and the development of Tesco and the railway station. The Tesco development in Accrington Town Centre has been used as an example of exemplary supermarket design. It is important that existing poorly designed buildings are not used as a reason to justify poor quality design in new development proposals.

7.54 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 will also be expected to be designed in a way that reduces opportunities for crime, in line with the principles set out in Secure by Design.

Heritage

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. In considering potential impacts on heritage assets of proposed new development, the Council will apply the policy framework set out in NPPF in relation to significance and harm.

7.56 The Borough has a strong historic legacy of agricultural settlement followed by industrial growth which is at the heart of the area’s local character and identity and which contributes towards a strong sense of place. Historic centres at Accrington,
Church, Clayton-le-Moors, Great Harwood and Oswaldtwistle; and rural settlements at Altham, Stanhill and Tottleworth are designated as Conservation Areas.

7.57 There are 140 listed structures in Hyndburn including a Grade 1 listed manor house at Martholme in Great Harwood and 9 Grade II* properties. The Borough is undertaking a programme of conservation area appraisals and management plans that will be used to ensure that the local heritage is recognised and protected. These inform decisions on development proposals within or adjacent to conservation areas.

7.58 The Borough’s only Scheduled Ancient Monument, Aspen Colliery and Coke Ovens, adjacent to the Leeds and Liverpool Canal near Church, is currently in a poor condition. A conservation plan for the area has identified options and funding requirements. There is also a wealth of locally important buildings and structures that contribute to the value of the Borough’s cultural assets and warrant protection. The Council will work with other agencies and land owners to promote the protection and enhancement of historic buildings and features and will use the statutory powers it has available when appropriate.

7.59 Protection, conservation and enhancement of the historic environment will support conservation led regeneration, exploiting the potential of the Pennine textile mill town heritage and traditional rural villages and market towns.

7.60 As a means of seeking to enhance the built heritage of the Borough, new developments that involve nationally or locally important buildings will be expected to contribute towards their continued protection and enhancement and be designed to a high standard taking into consideration setting and context. Although the level of protection afforded to heritage assets will be commensurate with their value, 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.

7.61 There is a distinctive and cohesive local townscape character across the Borough resulting from large scale but compact expansion of settlements during the 19th century; development of the Leeds and Liverpool Canal; and consistency of building types, detailing and use of local stone and Welsh slate. However some older urban areas have suffered from economic decline, neglect and poor quality developments. Although loss of character and quality in buildings and public realm is evident in some areas and in historic centres, the presence of poor quality urban environments is not a reason to justify poor quality design for new developments.

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97 English Heritage. Heritage at Risk Register 2009 North West.
Sections 6 and 7 of the Development Management DPD includes a suite of policies that set out in more detail the approach that should be taken to good design and heritage:

- Policy DM22 Heritage Assets
- Policy DM23 Demolition of unlisted buildings and structures in Conservation Areas
- Policy DM26 Design Quality and Materials
- Policy DM27 The Control of Advertisements
- Policy DM28 Shop Fronts and Security Shutters
- Policy DM29 Environmental Amenity
- Policy DM31 Waste Management in New Development

### Policy CS18: 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.

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

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<tr>
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It is important that new residential and householder does should 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.

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 Development
Management 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 the National Planning Policy Framework98.

7.66 Although there are no Air Quality Management Areas (AQMA’s) 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 CS19: 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 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. Improve access to, along and from the waterway and improve the environmental quality of the waterway corridor;
   d. 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, and;
   e. 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.

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 to be replaced | A4: The Leeds & Liverpool Canal in Church  
| A6: The Leeds & Liverpool Canal in Clayton-le-Moors  
| R3: The Leeds & Liverpool Canal in Rishton |

| Key NPPF para. links |  |
| Key DPD Policy links | 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, allowing the products of the mills of the industrial revolution to exported around the world. In Hyndburn the canal connects Rishton, Church and Clayton-Le-Moors and Hyndburn represents the half-way point, a location that is marked in Church.

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 the re-use of 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 and also provides opportunity for this infrastructure to be improved. When considering proposals for new development alongside the canal, the local authority will work with the Canals and Rivers 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.

7.71 Development in canal-side locations must recognise the presence of the canal and integrate with the canal. 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 greenspace alongside the canal that can be used by people.
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 the quality of health of the residents of Hyndburn.**
- Developing safe residential areas and surroundings where people are at the heart of the design process.

**Strategic Objective 5: To provide easy access for all to good quality services and facilities**
- To work with neighbouring authorities, Lancashire County Council and Highways England to ensure that the M65 and A56 and their junctions have sufficient capacity to manage the growth planned across the sub-region and to allow businesses and people to connect effectively with neighbouring conurbations.
- To ensure that new development will not have an unacceptable impact on highway safety and will not have a severe cumulative impact on the road network
- Promoting more sustainable transport choices for people within the Borough by improving local transport networks and developing transport interchanges where appropriate in and around the town and local centres;
- Providing new high quality health, education, leisure and cultural facilities in accessible locations;
- Supporting the role of the market towns by directing shops and services to their centres and maintaining local township centres; and
- Developing and keeping up to date an Infrastructure Delivery Plan to support planned growth in the Borough.

8.2 At a strategic level Pennine Lancashire must be well connected to neighbouring areas to allow the efficient movement of goods and people in and out of the area. As well as considering how this will be achieved, this section will also set out how safe and sustainable patterns of development will be delivered.

8.3 Although stretches of the M65 motorway were opened in 1981, it was not until 1997 that the motorway was completed. Since that time the M65 has provided a vital arterial route for people and businesses in Pennine Lancashire, enabling them to access the M6 corridor to the west and the Greater Manchester motorway network via the A56.

8.4 The importance of the motorway is underlined by the fact that traffic levels have been significantly greater than originally predicted and although some future capacity was planned by providing space for an additional third lane in places, there is increasing recognition that this is now required if the motorway is to continue to function efficiently and effectively. Although works have been undertaken to improve some of the junctions along its length to increase capacity, J8 of M65 connects Pennine Lancashire with the Greater Manchester motorway network to the south via the A56 and the improvement of this junction (albeit outside Hyndburn) is a priority.
8.5 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.

8.6 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.

8.7 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. By ensuring sites allocated in the local plan are carefully sited it is hoped this level of accessibility will continue.

8.8 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 CO₂ 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.

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99 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.

Policy CS20: 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 facilitate 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 to be replaced | T1: Improving Connectivity  
T3: Motorway and Trunk Road Improvements |
| Key NPPF para. links | 102 |
| Key DPD Policy links | DM32: Sustainable Transport, Traffic & Highway Safety  
DM33: Sustainable Transport Infrastructure |
| Evidence for Policy | |

8.9 There is clear evidence that a comprehensive and high-performing transport system is an important enabler of sustained economic prosperity and the stated economic objective within the National Planning Policy Framework 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.

8.10 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

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100 The Eddington Review of Transport
North 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.

8.11 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 Core Strategy 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.

8.12 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 period of the Core Strategy.

8.13 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.

8.14 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

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\(^{101}\) Transport for the North, for more information see transportforthenorth.com
attractiveness of the rail network and further improvements are required if the use of rail is to be optimised.

8.15 A key element of the Core Strategy 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.

8.16 The potential 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.

8.17 Urban areas within Hyndburn have traditionally been highly accessible and Policy CS1: 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 CS21: Sustainable and safe transport

1) New development will be expected to be sustainable and safe, and to achieve this it should satisfy the following criteria:
   a. Development should be located in accessible locations where the need for travel will be minimised and that is accessible by a variety of modes of transport;
   b. Development should actively encourage sustainable travel;
   c. Development should 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 make available;
   d. Development should 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 to no more than 20mph and;
   e. Development should not have an unacceptable impact on the capacity of the
2) 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

<table>
<thead>
<tr>
<th>Core Strategy Policies to be replaced</th>
<th>HC3: The Design of Residential Roads</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key NPPF para. links</td>
<td>103</td>
</tr>
<tr>
<td>Key DPD Policy links</td>
<td>DM32: Sustainable Transport, Traffic &amp; Highway Safety</td>
</tr>
<tr>
<td></td>
<td>DM33: Sustainable Transport Infrastructure</td>
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</table>

8.18 The Core Strategy 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. Accessibility is also one of the criteria that will be used when determining sites that will be allocated in the Site Allocations DPD.

8.19 The National Planning Policy Framework expects the potential impacts of new development on transport networks to be properly addressed 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.

8.20 The use of electric vehicles, whilst not a traditional sustainable form of travel, is a key way to help improve air quality and encourage more sustainability in the general movement of people and goods around the Borough. The NPPF 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

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102 Paragraph 102a
103 Paragraph 105e
dwelling units with off-street parking should have a facility made available to ensure EV charging is possible.

8.21 Development that is likely to have an unacceptable impact on highway safety should not be supported and new development should be designed to reduce the speed of vehicles to no more than 20mph in residential areas. 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.

8.22 The Core Strategy 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 major104 new developments should be accompanied by Transport Assessments and Travel Plans, consistent with Government Guidance.

8.23 The requirements of this policy are developed in more detail by Policies DM32 and DM33 of the Development Management DPD.

### Policy CS22: Cycle and Footpath Networks

1) Cycle, footpath and bridleway networks will be safeguarded and extended. 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, and improve access to the countryside.

<table>
<thead>
<tr>
<th>Policy Context and Relationships</th>
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<tbody>
<tr>
<td>Core Strategy Policies to be replaced</td>
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<tr>
<td>Key NPPF para. links</td>
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<tr>
<td>Key DPD Policy links</td>
</tr>
<tr>
<td>Evidence for Policy</td>
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</tbody>
</table>

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104 Those defined by the Local Planning Authority as “major” applications.
8.24 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.

8.25 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.
9.0 Rural Issues (Green Belt and Countryside Area)

9.1 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. Recognising that the rural areas provide a valuable recreational resource for local residents and visitors, two local nature reserves have been designated immediately to the south and east of Accrington.

9.2 The presence of attractive countryside immediately adjacent to the Borough’s urban areas represents an important recreational asset and the policies of the Core Strategy 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 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.

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

**Strategic Objective 4: To create a valued urban and rural environment**
- Protecting and enhancing the Borough’s existing natural, built and cultural heritage resource

9.4 Section 7 of this document provides contextual information of 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’, a national policy designation aimed primarily at preserving openness and preventing coalescence of settlements; and ‘Countryside Area’, a local designation aimed at maintaining rural character. All land located outside of the urban boundary is classified as one or the other. Protecting and maintaining the distinctiveness of these areas, and their rural character, is an important part of the plan-led system. Within the rural areas there are several small settlements and hamlets, along with numerous scattered residences and farmsteads.

9.5 Paragraphs 77-79 of the NPPF provide national policy on rural housing provision. 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. The NPPF also however seeks to restrict the development of new isolated homes in the countryside to specific circumstances set out in paragraph 79. Paragraphs 83-84 cover the rural economy, and similarly promote development that will meet local business and community needs only.
9.6 Green Belt is a national policy designation designed to prevent urban sprawl by
keeping land permanently open, and paragraphs 133-147 of the NPPF deal with
protecting Green Belt land. The majority of the urban area in Hyndburn is surrounded
by Green Belt, the general extent of which was established in the late 1970s/early
1980s with 54% of the land area in the Borough (almost 4,000 hectares) designated.

9.7 Since Green Belt was designated in Hyndburn it has not been subject of a review
and given some of the important changes that have taken place in the Borough over
that time, for example the development of the M65, a review has been undertaken as
part of this Core Strategy. The aim of this is to ensure that the boundaries of the
Green Belt are appropriate and will endure beyond the plan period. National
planning policy confirms that, once established, Green Belt boundaries may only be
altered where exceptional circumstances are fully evidenced and justified, through
the preparation or updating of local plans.

Policy CS23: Development in rural areas

1) The Council will apply a general presumption against proposals for new
development in rural areas\textsuperscript{105}, unless in accordance with Policy CS1: The Spatial
Development Strategy\textsuperscript{106}.

2) Development in rural areas will be limited to that supporting farm diversification
and/or promoting leisure and recreational facilities where this can be
demonstrated to retain rural and landscape character, and is in line with Policy
CS1 and Development Management Policy DM34.

3) Proposals for renewable energy within identified areas of search will be
considered under Policy CS16: Renewable Energy.

4) The Council will identify safeguarded land on the Policy Map that lie between the
urban boundary and areas of Green Belt or countryside area. Safeguarded land is
to be protected from development during the current plan period, but is identified
as land to meet potential longer-term development needs beyond.

<table>
<thead>
<tr>
<th>Policy Context and Relationships</th>
</tr>
</thead>
<tbody>
<tr>
<td>Core Strategy Policies to be replaced</td>
</tr>
<tr>
<td>Key NPPF para. links</td>
</tr>
</tbody>
</table>

\textsuperscript{105} areas outside of the defined urban boundary on the Policy Map
\textsuperscript{106} Policy CS1 identifies the Growth Strategy for the Main and Small Villages. Belthorn and Green Haworth are to
be identified as inset settlements on the Policy Map due to their scale and location relative to other settlements.
Key DPD Policy links

| Policy CS1: The Spatial Development Strategy |
| Policy CS16: 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) |

9.8 The Council will define an urban boundary on the Policy Map which will define the ‘rural areas’ for the purpose of this policy. Areas outside of the defined urban boundary will be considered as rural. Settlement boundaries for the Main Village of Belthorn and the Small Village of Green Haworth will be identified on the Policy Map but they will be considered inset settlements for the purposes of policy and the NPPF as the Green Belt or Countryside Area designation will wash over the settlement. As such only small scale development (Belthorn) or limited infilling (Green Haworth) in line with Policies CS1 and DM34 of the Development Management DPD would be permitted in these locations, in addition to the exceptions for development permitted in other locations in the rural areas.

9.9 Policy CS1: The Spatial Development Strategy confirms amendments to the Green Belt will likely be necessary to accommodate strategic allocations (at Huncoat and along the M65 corridor for employment) to assist the delivery of brownfield sites currently located within the Green Belt, and to safeguard land for beyond the current plan period. Locations will be confirmed at Regulation 19 consultation stage.

9.10 In the event that land is removed from the Green Belt, the urban boundary will be modified accordingly. The Council will be seeking additional suitable land to consider for longer-term development needs 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 will be identified to meet long-term development needs stretching well beyond this plan period. This will ensure that the Green Belt in Hyndburn has permanence.

9.11 Development proposed outside of the inset settlements will be restricted to ensure that rural and landscape character can be preserved. Exceptions where development will be permitted are set out in Policy DM34, and in addition proposals for renewable energy located in an identified area of search and subject to satisfying other relevant policies of the plan.
10.0 The Local Plan Areas

10.1 The Core Strategy identifies nine 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 in the Introduction, specifically under Hyndburn 2036 – The Core Strategy.

10.2 This section sets out a specific area based policy for each of the nine areas, setting out
- each area’s proposed growth over the plan period
- some contextual information on the key features of each area
- how each area has evolved and developed until now; and
- 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. The exception to this is the Knuzden & Whitebirk area that bisects two Hyndburn ward boundaries (Rishton and St. Oswald’s). Table 10.1 sets out the key characteristics of each area.

**Local Plan area key characteristics**

<table>
<thead>
<tr>
<th>Local Plan Area</th>
<th>Electoral Wards</th>
<th>Existing population</th>
<th>Existing homes</th>
<th>Key employment Areas</th>
<th>Retail / commercial centres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accrington Central</td>
<td>Barnfield, Central, Milnshaw, Peel, Spring Hill</td>
<td>24,782</td>
<td>10,705</td>
<td>Accrington Town Centre, Huncoat Business Park</td>
<td>Accrington (Tier 1 Strategic Town Centre); Whalley Road (Laneside) and Woodnook (Tier 4 Neighbourhood Centres)</td>
</tr>
<tr>
<td>Baxenden</td>
<td>Baxenden</td>
<td>3,966</td>
<td>1,761</td>
<td>-</td>
<td>Baxenden (Tier 4 Neighbourhood Centres)</td>
</tr>
<tr>
<td>Church</td>
<td>Church</td>
<td>5,020</td>
<td>2,014</td>
<td>-</td>
<td>Church (Blackburn Road) (Tier 4 Neighbourhood Centre)</td>
</tr>
<tr>
<td>Clayton le Moors and Altham</td>
<td>Clayton le Moors, Altham</td>
<td>9,715</td>
<td>4,419</td>
<td>Junction 7 Business Park, Altham Business Park, Petre Road Business Park,</td>
<td>Clayton le Moors (Tier 3 Local Centre), Whalley Road, Enfield (Tier 4 Neighbourhood Centre)</td>
</tr>
</tbody>
</table>

107 2016 MYE’s, total pop = 80,410
108 Hyndburn Ward Profiles (published 2017/18)
### Local Plan Area Policies

<table>
<thead>
<tr>
<th>Local Plan Area</th>
<th>Electoral Wards</th>
<th>Existing population</th>
<th>Existing homes</th>
<th>Key employment Areas</th>
<th>Retail / commercial centres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Great Harwood</td>
<td>Netherton, Overton</td>
<td>10,851</td>
<td>5,058</td>
<td>Heys Lane Business Park</td>
<td>Moorfield Industrial Estate</td>
</tr>
<tr>
<td>Huncoat</td>
<td>Huncoat</td>
<td>4,738</td>
<td>1,931</td>
<td>-</td>
<td>Huncoat (Tier 3 Local Centre)</td>
</tr>
<tr>
<td>Rishton</td>
<td>Rishton (excluding Whitebirk)</td>
<td>6,354</td>
<td>3,054</td>
<td>-</td>
<td>Rishton (Tier 3 Local Centre)</td>
</tr>
<tr>
<td>Oswaldtwistle</td>
<td>Immanuel, St. Andrew’s, and St. Oswald’s (excluding Knuzden)</td>
<td>12,749</td>
<td>6,197</td>
<td>Brookside Business Centre</td>
<td>Oswaldtwistle (Tier 2 Town Centre), West End (Tier 4 Neighbourhood Centre, and Oswaldtwistle Mills (Other Commercial Location)</td>
</tr>
<tr>
<td>Knuzden and Whitebirk</td>
<td>Rishton (part), St Oswald’s (part)</td>
<td>2,015</td>
<td>892</td>
<td>Frontier Business Park</td>
<td>Peel Centre (Whitebirk) (Other Commercial Location)</td>
</tr>
</tbody>
</table>

#### 10.4 Growth figures presented in the Local Plan Area policies should be considered indicative at this stage. The Council will seek to identify sufficient sites within the specific Local Plan area in the Site Allocations DPD. Where sufficient, sustainable sites are not proven to be available or suitable following further consideration through the Site Allocations DPD then additional sites located close by in adjoining areas may be sought.

#### 10.5 The Council has prepared a Growth Option and Spatial Option justification paper setting out further reasoning for selection of the level and distribution of growth planned for both housing and employment. This will be published alongside the other consultation material. More specific delivery figures along with infrastructure requirements relevant to specific sites will be highlighted at the Regulation 19 consultation stage. This will be possible pending conclusion of the Huncoat Masterplanning work and consideration of site availability (in the Site Allocations DPD) and responses to this consultation.

#### 10.6 These policies should be read alongside the strategic topic based policies set out in Sections 4-9 of the Core Strategy.

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**Policy CS24: Accrington (Central)**

1) The Council will seek to identify land for delivery of up to 950 homes in Accrington (Central) over the plan period 2016-2036.
2) Alongside new housing provision, the Council will continue to support regeneration and grant schemes that help improve the quality and use of the existing housing stock in areas of high vacancy and low demand.

3) The role of Accrington Town Centre as the strategic retail and service hub for the Borough will be consolidated and enhanced through new investment and town centre management over the plan period.

Policy Context:

<table>
<thead>
<tr>
<th>Core Strategy Policies to be replaced</th>
<th>A1: Amount and Distribution of Housing in Accrington</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A2: Accrington Town Centre</td>
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</table>

10.7 Accrington (Central) area is the largest populated of the nine Local Plan areas and forms the main nucleus of the Borough, comprising Accrington Town centre and its immediate surrounding area.

10.8 The town developed historically at western edge of the Pennine moors, focussed around the Hyndburn Brook which was culverted at an early point in the expansion of the town. The centre sits within a low basin as the surrounding areas rise up to heights of around 200m.

10.9 Prior to the industrialisation of the town, spinning, weaving and coal mining formed the basis of the area’s activities. 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. These terraced houses were typically constructed around former mill complexes at Scaitcliffe, Spring Hill, Woodnook, Broad Oak, Milnshaw and Laneside some of which still remain in operation today and which acknowledge the town’s industrial heritage as a textile town and manufacturing town. Many of them however, have now been redeveloped as the manufacturing base has declined and some are various alternative uses (e.g. around “Factory Bottoms”). Due to the central location of this area accessibility by all modes of transport is generally high and this has been enhanced in recent years with improvements to the rail station and the development of a new bus station.

10.10 The parish church of St James, built in 1763 prior to the industrial revolution and thought to have replaced a former chapel on the site, was an early focal point in the town. It now sits within the town centre conservation area. The town centre developed rapidly in the industrial era and has a legacy of Victorian buildings, some of which are included in the town centre conservation area. Notable buildings include the Carnegie Library, the Town Hall, the Market Hall and the Victorian Arcade.

10.11 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
despite its name, is located in the Central Area. This 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 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)**

10.14 In identifying future sites for development, where possible, sites will be identified within the existing urban boundary of Accrington (Central) to meet the delivery of up to 950 homes. Where there are not sufficient suitable, available and achievable sites within the urban boundary, the Council will consider sites in the Countryside Area to the east of Accrington.

10.15 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. This will 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.

10.16 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 Council will seek to locate new development in locations that can best serve to protect and enhance the vitality and viability of the town centre over the plan period. The Accrington Area Action Plan provides more detailed Local Plan policies for the town centre area itself.
1) The Council will seek to identify land for delivery of up to 140 homes in Baxenden over the plan period 2016-2036.

2) Baxenden 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 to be replaced | None |

10.17 Baxenden lies to the south-east of the Borough, rising to a height of over 200metres 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 motorways network giving access to the wider area.

10.18 The name is thought to be derived from an old English name likely to mean “valley of the bakestones”. Originally a farming community, the development of the area primarily took place during the industrial revolution. The development of coal mining, quarrying, mills and print works in this era saw a considerable increase in population and associated urban development, focussed along and adjacent to Manchester Road. At this time the “village” retained some degree of separation and was well served by a number of shops and community facilities which grew with the associated growth in population and industry. The current road through the area was the last road built by Blind Jack Metcalf o’ Knaresborough and was completed in 1791 with the old road becoming what is now known as Back Lane and Hollins Lane. It was one of the most challenging roads he built and he made a loss of £40 on a contract worth £3500.

10.19 Baxenden expanded considerably in the post war period with the development of land to the east and west of Manchester Road, forming the Southwood Drive estate, the development of Whitecroft Farm, and areas around Newton Drive, Hollins Lane, Laund Clough, Haworth Avenue and Bamford Crescent. 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.

10.20 Baxenden is surrounded by open countryside to the east and west providing residents with significant accessible natural greenspace on their doorstep; 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. Today, Baxenden has a population of 4,072 residents who reside in 1,761 homes.

**The development strategy for Baxenden**

10.21 Whilst being the smallest of the Local Plan areas in both population and number of households, there are very limited services available locally to residents. Allocation of sites for the provision of up to 140 new homes over the plan period, together with planning decisions on other applications, will help to support the Neighbourhood Centre of Baxenden\(^\text{110}\) to maintain its function of providing essential needs to local residents, helping to reduce the need to travel.

**Policy CS26: Church**

1) The Council will seek to identify land for delivery of up to 200 homes in Church over the plan period 2016-2036.

2) Opportunities to regenerate the Church Oswaldtwistle Gateway area will be pursued in line with the adopted or revised Church Oswaldtwistle Gateway SPD.

3) 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 to be replaced | A4: The Leeds and Liverpool Canal in Church |

10.22 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. The settlement first developed in medieval times with sheep farming and home weaving prior to the growth of a mill based industrial economy in the 18\(^{th}\) century. Church played a major role in technological developments of calico printing, bleaching, dyeing and chemicals into the early 19\(^{th}\) century. The canal arrived at this time, followed by the turnpike road and railway, creating an important transport node.

10.23 The canal was then central to growth during the 19\(^{th}\) 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

\(^{110}\) to be identified in the Site Allocations DPD
for highway works at the Church Oswaldtwistle Gateway have resulted in vacancy and dereliction for some parts of Church.

10.24 Today some significant employers remain in the area taking advantage of the close proximity to the M65, including: Express Gifts, Emerson and Renwick; and Blythes Chemicals. The presence of Blythes 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 period of the Core Strategy, 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**

10.25 The Council will seek to allocate sites to deliver up to 200 new homes over the plan period within the Church Local Plan area, regenerating locations adjacent to the Leeds Liverpool Canal where possible.

10.26 Options for the potential expansion of the strategic employment hub located at Junction 7 of the M65 will be considered. Whilst existing employment locations lie north of the M65\(^{111}\), land put forward both north and south of the M65 will be considered as part of any expansion. If a southern extension is progressed this may border Church and further details will be provided under this area policy at the Publication Regulation 19 consultation.

### Policy CS27: Clayton-le-Moors and Altham

1) The Council will seek to identify land for delivery of up to 350 homes in Clayton-le-Moors (incl. Altham) over the plan period 2016-2036.

2) The Council may support the expansion of the strategic employment hubs at Altham Business Park and Junction 7 Business Park as strategic employment allocations – to be confirmed at Regulation 19 consultation stage.

3) Clayton-le-Moors Local Centre will be supported to continue its function providing basic, essential needs to local residents over the plan period.

**Policy Context:**

\(^{111}\) Junction 7 and Petre Road Business Parks
Core Strategy Policies to be replaced

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</table>

10.27 Clayton-le-Moors lies just 2 miles north of Accrington centre. Altham lies to the north east, Church to the south east, Rishton to the west and Great Harwood to the north-west. Clayton-Le-Moors and Altham together have a population of approximately 10,200 residents who live in around 4,400 homes. 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.

10.28 The first reference to Clayton-le-Moors was in 1243 when the area was known as Clayton derived from the Old English words 'clasy' and 'ton' meaning a settlement on clay soil. By 1284 it had become Clayton super Moras, meaning 'high tract of barren land' referring to the high ground between Accrington and Great Harwood.

10.29 Like many townships in the North West, Clayton-le-Moors experienced a large growth period in the 1800’s thanks to the textile industry. Calico printing dominated Clayton-le-Moors’ early industry, but soap was also made locally, principally the famous Dr Lovelace’s floating soap. Mercer House, located in Mercer Park, is the former home of John Mercer who invented a process used to strengthen cotton thread known as “mercerisation” that is still used today. The area has a strong industrial heritage and this is reflected by the large number of former mills and the presence of a conservation area in the centre of Clayton-le-Moors.

10.30 The largest industrial site is the former GEC works that is located on Blackburn Road in close proximity to J7 of the M65 motorway, referred to as Junction 7 Business Park. Together with the adjacent Petre Road Business Park, this area represents a significant strategic employment hub in Hyndburn.

10.31 The majority of residential properties within the neighbourhood are pre 1919 terraced. There are also several new housing developments together with mixed business units. The ‘top’ end of Clayton was known as Henfield or Enfield where mining was one of the main industries. The ‘lower’ part towards Great Harwood was known as ‘Oakenshaw’ and there were a number of Mills developed along the bottom of the valley.

10.32 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.

112 including the Wilsons Playing Fields, Mercer Park, and the Leeds and Liverpool Canal
and managed. Further details will be available following further transport evidence base work to be undertaken prior to the Publication stage of the plan at Regulation 19.

10.33 The M65 crosses the Neighbourhood Plan area in an east-west direction providing ready access to Burnley and Pendle to the east and Blackburn/Preston/M6 corridor to the west. Where Whalley Road crosses the M65 is often referred to as the Hare and Hounds Junction, and remains a particular congestion hotspot in the Borough despite some junction improvements works recently in relation to the Pennine Reach scheme.

10.34 Altham lies to the east of Clayton, bordering with both Ribble Valley and Burnley. Whilst originally a small village, and still home to a very small resident population, it is now home to a very successful business park the largest single employment location in the Borough. Development at Altham first began in the 1980s, and it continues to expand today. 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).

10.35 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 Core Strategy Reviews as a clearer timeframe for use of the site materialises.

The development strategy for Clayton-Le-Moors and Altham

10.36 The Council will seek to allocate land to deliver up to 350 new homes over the plan period within the Clayton-le-Moors (incl. 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.

10.37 Expansion of the strategic employment hubs around Junction 7 of the M65 and at Altham Business Park will be explored further prior to the Publication stage of the plan. Sites both north and south of Junction 7 have been put forward to be considered for employment development, with land to the south of Altham Business

113 major employers include Coach House Antiques, Senator International, Simon Jersey, What More
Park being put forward as well. Further details will be set out in the Site Allocations DPD of the specific sites being considered and information on initial site assessment work that has been undertaken to date.

**Policy CS28: Great Harwood**

1) The Council will seek to identify land for delivery of up to 460 homes in Great Harwood over the plan period 2016-2036.

2) New development will be focused within the existing urban boundary. An ‘Area of Change’ identified to the east of the town centre will accommodate a significant part of the planned housing growth, alongside other supporting uses.

3) Great Harwood Town Centre will continue to function as a historic market town providing key local services and specialist/local shopping facilities for the northern part of the Borough.

**Policy Context:**

<table>
<thead>
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<th>Core Strategy Policies to be replaced</th>
<th>GH1: Housing in Great Harwood</th>
<th>GH2: Great Harwood Town Centre</th>
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10.38 Great Harwood is located at the northern edge of the district of Hyndburn, bordering the Ribble Valley and set within the beautiful and dynamic scenery of the Pennine Moors. Great Harwood is a historic market town which stands in open countryside, 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. The town has an industrial heritage and in many respects the growth of its industry closely parallels that of other areas of Hyndburn, particularly that of Oswaldtwistle. Cotton weaving underpinned the town’s growth and the decline of that industry in the 20th century meant that there was a need to find new industries. At one time, the town had 22 mills producing a variety of cotton based products and it was thought that there were more looms in the town than residents.

10.39 Great Harwood town centre has a diverse range of shops and services including a library, Sure Start Centre and community and youth facilities with leisure facilities at Mercer Hall. 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, not in the town itself.

10.40 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 that connects Great Harwood with Rishton, Blackburn, Clayton-Le-Moors and Accrington. Pennine Reach 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.

10.41 The town has a population of around 11,800 and has a higher proportion of older people than other parts of the Borough. The east of the town also exhibits a higher proportion of people in the under 16 age bands which may be attributed to the above average Black and Minority Ethnic population who have a larger household size. There are just over 5,000 existing homes in Great Harwood and the town benefits from having a wide variety of housing types and areas, with a large proportion of both terraced and detached properties. Great Harwood also benefits from having some areas of 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.

10.42 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 B1 (Office) uses, lighter industrial development, starter units and small enterprises. Although the Town Hall was recently converted to office starter units, there are comparatively few good quality office developments in the town. 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

10.43 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.

10.44 Sites will be allocated to help deliver up to 460 new homes over the plan period to 2036, focused within the existing urban boundary of the town. A significant number of homes have already been granted planning permission at Lyndon Park (off Harwood Lane), which forms part of an ‘Area of Change’ for Great Harwood. Further sites will be identified through the Site Allocations DPD, alongside supporting uses such as small-scale employment and/or retail. The Council will seek to ensure that a development brief is prepared during the first five years of the Core Strategy to help avoid piecemeal development in the area.
10.45 The Town Centre is identified as a Tier 2 centre in the retail hierarchy and plays an important role in supporting the town’s residents 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.

Policy CS29: Huncoat

1) The Council will seek to identify land for delivery of between 1000 and 1500 homes in Huncoat over the plan period 2016-2036. The majority of new development will be focused within the Huncoat Garden Village area as set out in Policy CS2.

2) The Council will support improvements to service provision, through creation of a new Local Centre at Huncoat, and improvements to accessibility to the countryside, including to the Peel Park Local Nature Reserve.

Policy Context:

| Core Strategy Policies to be replaced | A7: Housing in Huncoat |
|                                      | A8: Strategic Employment Site at Huncoat |
|                                      | A9: Whinney Hill Link Road |
| Key DPD Policy links                 | CS2: Huncoat Garden Village |

10.46 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 (1,340ft). Although the ward is named after the village of Huncoat, there are several residential areas on the edge of the ward boundary that cannot be considered part of the village but are nonetheless within the area of the ward. These areas are in proximity to Peel and are close to Peel Park and along Burnley Road.

10.47 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. In medieval times Huncoat was the cross-roads for two packhorse trade routes but industrial revolution brought industry and jobs to the area which has seen steady growth since the start of the 19th Century.

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114 If the masterplan identifies more than 1,500 homes these would likely be delivered beyond the plan period of 2036
115 The Peel Park Local Nature Reserve is one of the largest in Lancashire and a green infrastructure asset of strategic significance to the Borough
10.48 The Leeds and Liverpool Canal reached Huncoat in 1801 and was completed in 1816. This was the longest canal in England and its completion heralded the development of new cotton mills and collieries along its length. Huncoat Colliery was opened in 1885 when the first shaft was sunk to a depth of 850 feet. Production at the colliery peaked in 1956 when 1,300 tons of coal were mined in one day. The colliery closed in 1968 and it is estimated that there was over 1 million tons of coal remaining to be worked.

10.49 Huncoat continued to grow into the 20th Century. Between the two world wars the corridor alongside the railway line was heavily industrialised with collieries, coke works and brick yards. Three collieries (Broadmeadows at Huncoat, Moorfield at Altham, and Whinney Hill), two coke works and Nori Brickworks were all linked together by a network of mineral lines connecting with the mainline railway both at Huncoat and Within Grove. A viaduct on eight piers spanned Clough Brook and the lane to Holker House.

10.50 Shortly after the Second World War the decision was taken to build a coal fired power station at Huncoat on land immediately south of the railway and east of the colliery. However, the power station ceased generating electricity in 1984 and in 1988 the cooling towers were demolished, most of the remaining buildings demolished two years later. The site of the former power station was allocated in the Hyndburn Local Plan 1996 for employment uses and remains part of the strategic employment site that is identified in the existing Core Strategy and is being considered further in the Huncoat Garden Village masterplan.

10.51 It is Huncoat’s location on major transportation routes that has shaped its past (Leeds and Liverpool Canal) and it is its location close to the M65 and A56(T) that remains so important today. It also benefits from having a railway station (with services on the line recently being improved through completion of the Todmorden Curve). 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.

10.52 The population of Huncoat is around 4,700. In 1777 there were approximately 200 people living in the settlement, a figure that had increased to 480 by the start of the 18th Century. The population steadily increased through the 19th Century, recorded as 980 in the 1881 census and 1500 in 1911. Huncoat has a high proportion of people in the 30 to 60 age bands and low levels of younger and older people. The Huncoat area has a high proportion of families with younger children households and a large number of people of working age in work.

10.53 Peel Park and the Coppice, one of Accrington’s most prominent and well known landmarks, are in the west of the ward.

The development strategy for Huncoat
10.54 Huncoat is the only part of the Borough containing sites within the existing urban area that provide opportunities for larger scale housing and/or employment development in an accessible location. Details of the proposed Huncoat Garden Village, a strategic priority for the Council, are set out in Policy CS2: Huncoat Garden Village. The Council will ensure that a new Local Centre, providing supporting services such as a new 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.

10.55 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.\textsuperscript{116}

10.56 Whilst the majority of new development will take place within the designated Housing Zone at Huncoat, the Huncoat Local Plan area covers a wider boundary, extending further south and west towards Accrington. Some additional development may therefore take place on sites outside of the currently designated Housing Zone. Sites to be allocated will be set out in the Site Allocations DPD.

### Policy CS30: Rishton

1) The Council will seek to identify land for delivery of up to 490 homes in Rishton over the plan period 2016-2036.

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 continue to function as a local service centre providing the key range of services for the weekly needs of the town and its immediate rural hinterland.

### Policy Context:

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\textsuperscript{116} such as the Leeds and Liverpool Canal and Hambledon Hill
10.57 Rishton is the largest ward in Hyndburn and its name means “village amid the rushes”. The ward comprises two main urban areas separated by a corridor of Green Belt - the town of Rishton and the built-up area of east Blackburn known as Whitebirk (see Policy CS32). The town of Rishton is located between Blackburn and Clayton-Le-Moors and stands in open countryside designated as Green Belt. The Green Belt has played an important role in maintaining the separation of the town from neighbouring towns, helping to maintain the identity of Rishton.

10.58 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.

10.59 In 1850 Rishton consisted of about thirty cottages grouped along an 18th Century turnpike road, and a number of scattered hamlets and farmhouses. At that time, industry was based on stone quarrying, coal mining and handloom weaving117. However, the town witnessed rapid growth in the later half of the 19th Century, fuelled by the development of the power loom.

10.60 The growth of the town was originally based on the development of the Lancashire textile industry and the presence of the Leeds and Liverpool Canal and railway. By 1860, the original houses of Rishton “town” had disappeared and had been replaced by terraced housing built on a grid system to plans laid down by the Lord of the Manor, Henry Petre. Rishton has continued to develop and now has a diverse range of housing types ranging from small terraced properties to larger, modern, family homes. The distinctive canalside environment with mills clustered together next to open rural areas is changing as demand for these traditional industrial uses and buildings declines. However, this change provides opportunities for new uses, particularly alongside the canal. Although there is likely to be a mix of housing and employment development, the balance is likely to shift towards housing with job opportunities in nearby major business parks at Whitebirk and Clayton-le-Moors.

10.61 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.

10.62 The ward has a population of just over seven thousand people (7,086) and just under three thousand households, the majority of which are in the town. The 1901 census indicated that 7,301 people lived in Rishton, the population remaining largely unchanged over the last 100 years. The ward has a reasonable split of age bands,

generally reflecting the pattern across the Borough. However, there are a higher proportion of people aged between 40 and 44 and approaching 60 years old, indicating that there will be a higher demand for accommodation for elderly people over the period of the Plan.

10.63 Although Rishton is comparatively small, there are three primary schools (St Peters and Pauls CE, St Charles RC and Rishton Methodist School) and one secondary school (Norden High School and Sports College). There are no secondary schools in Great Harwood or Clayton-Le-Moors and for this reason Norden High School attracts pupils from a comparatively wide catchment. The town also has a Cricket Club for which a number of well-known players have played, including Viv Richards and Duncan Fletcher.

**The development strategy for Rishton**

10.64 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.

10.65 The town is surrounded by countryside which is designated Green Belt. The Council will seek to allocate land to deliver up to 490 new homes over the plan period to 2036, through a combination of regenerating brownfield sites within the urban area (particularly along the canal corridor), and targeted Green Belt release where necessary and exceptional circumstances can be demonstrated. Specific sites to be allocated to meet the requirement will be identified in the Site Allocations DPD.

10.66 The scale of development set out for Rishton is proportionately higher than most other parts of the Borough. The total number of households in Rishton will grow by around 18% between 2016 and 2036\(^{118}\). 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. The findings of the Sustainability Appraisal will be used to help refine the strategy for the Publication stage of the plan.

\(^{118}\) compared to an increase in households of between 5% and 9% for all other Local Plan areas, except Huncoat which will see between a 50-100% increase depending upon the final growth figure selected
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.

Policy CS31: Oswaldtwistle

1) The Council will seek to identify land in Oswaldtwistle, combined with land in Knuzden (see Policy CS32: Knuzden & Whitebirk), for delivery of up to 550 homes over the plan period 2016-2036.

2) The Council will amend the Green Belt boundary to exclude previously developed land to the west of Brookside Business Centre for use for residential-led or suitable mixed use redevelopment where it can be comprehensively redeveloped. The Council will only support proposals that ensure re-development of the whole area being removed from Green Belt.

3) Oswaldtwistle Town Centre will continue to function as an important service centre for the residents of the town and the wider rural hinterland. The tourist attraction of Oswaldtwistle Mills will be supported where it can help to support the vitality and viability of the town centre.

Policy Context:

<table>
<thead>
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<th>Core Strategy Policies to be replaced</th>
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<tr>
<td></td>
<td>A5: Brookside Business Centre</td>
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</tbody>
</table>

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. In 2005 Lancashire County Council published the Historic Town Assessment Report for Oswaldtwistle and Church, a project that was supported by Hyndburn Borough Council and English Heritage. Much of the commentary on the history of Oswaldtwistle is taken from that document.

There is only one prehistoric site record for Church and Oswaldtwistle and no Romano-British, post Roman or early medieval sites within the area, however, the name Oswaldtwistle is derived from “Oswald” (a reference to King Oswald of Northumbria who once passed through the area) and “twistle,” an old English word
meaning where brooks meet. There is no evidence of any settlement existing before
the Norman invasion\footnote{Much of the history of Oswaldtwistle is taken from the Lancashire Historic Town Survey Programme and the Historic Town Assessment Report that was produced for Oswaldtwistle and Church in June 2005. This was a joint piece of work undertaken by Lancashire County Council and Egerton Lea Consultancy with the support of English Heritage and Hyndburn Borough Council.}.

10.70 Oswaldtwistle is first mentioned in archives around 1208 when Adam de Oswaldtwisal witnessed a grant of land by Adam de Rishton. Oswaldtwistle is thought to have been part of the forest or chase of Accrington, but was deforested in 1225 and in 1296 it was a neighbouring Chapelry of Church. By the early 14\textsuperscript{th} Century, Oswaldtwistle was considered to be a manor and settlement was significant by the late 14\textsuperscript{th} Century, the number of poll tax payers suggesting a population of around 50. By the 15\textsuperscript{th} Century there are thought to have been 37 houses in Oswaldtwistle, increasing to around 100 at the time of the hearth tax in 1666, suggesting a population between 400-500. The increase in population is likely to have been a result of an increase in farm/cottage weaving economy based on wool.

10.71 The textile industry continued to grow and the spinning and weaving of wool began to replace the sale of raw wool, a fulling mill developed in Oswaldtwistle by the 18\textsuperscript{th} Century. By the late 18\textsuperscript{th} Century, the production of woollen goods had largely given way to cotton and the invention of the Spinning Jenny by James Hargreaves around 1764 started mechanisation of the industry. Robert Peel of Knuzden was also developing new techniques and developed a carding machine and calico printing. By the late 18\textsuperscript{th} Century, Oswaldtwistle was still little more that a few scattered hamlets such as Ippings, Moorside and Stanhill stretched along the road to Blackburn.

10.72 It was the nineteenth century that witnessed the fastest growth. In 1801, Oswaldtwistle had a population of 2,710, increasing to 14,192 by the 1901. 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.

10.73 In 1841 there were over 1000 weavers in Oswaldtwistle, and the settlement pattern was still largely along Union Road with additional clusters of housing at Foxhill Bank, Moscow Mills, Hippings, New Lane and Stanhill. Ten years later new roads, such as Chapel Row and Mount Pleasant, had been built off the main road and by 1861 the area around Cross was being developed. The greatest expansion took place during the 1860s, which saw the building of George Street and Edward Street in the town centre and Railway Terrace, South Shore Street and Sadler Street to the south.
10.74 Oswaldtwistle town centre retains much of its original linear street pattern with a considerable proportion of the buildings dating to the nineteenth century still extant. The main thoroughfare presents as a single, linear, traditional shopping street with numerous individual local shops and with a number of infill sites that have been redeveloped during the twentieth century. Surrounding the main street, adjacent to the town centre, there are numerous different character areas dividing the town. These include a number of intact areas of nineteenth century terraced housing with others cleared for modern housing, industrial development or road construction. A modern industrial estate, Brookside Industrial Estate, has been developed on the site of Brookside Mill and several streets of terraced housing. Moscow Mill and adjacent sheds are now in use as a factory retail outlet, trading as Oswaldtwistle Mills. The site covers approximately two hectares of land which includes buildings used for retail space and car parking.

10.75 Considerable new residential development has occurred throughout the twentieth 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. Traditional nineteenth century industrial buildings are scattered throughout the defined survey area with the largest concentrations adjacent to the Leeds and Liverpool Canal between Cote Holme and Church Bank. A number of nineteenth century industrial buildings and cotton mills are still in industrial use with some mills divided into smaller units.

10.76 Modern day Oswaldtwistle is centred around comprises the central spine of Union Road, which remains the linear shopping centre. The residential areas of Stanhill and West End can be found to the west and northwest a significant area of green space around Foxhill Bank Local Nature Reserve and playing fields.

10.77 The Oswaldtwistle Local Plan area also includes the Main Village of Belthorn and the Small Village of Green Haworth, both inset settlements in the Green Belt.

The development strategy for Oswaldtwistle

10.78 The town is surrounded by countryside which is designated Green Belt. The Council will seek to allocate land to deliver up to 550 homes over the plan period to 2036, through a combination of identifying sites within the existing urban boundary, and Green Belt release on previously developed land at Brookside where exceptional circumstances can be demonstrated. Specific sites to be allocated to meet the requirement will be identified in the Site Allocations DPD.

10.79 Land to the west of Brookside Business Centre has formerly been subject to proposals for re-development for a Sustainable Construction Centre under the adopted Core Strategy. This specific scheme has not come forward, nor will it now do so. The principle of Green Belt release at this location was agreed however, subject
to development of an exceptional scheme of sub-regional importance that included provision for the establishment of a country park. The Council will seek to ensure that redevelopment of this site is secured during the current plan period, retaining the ambition to establish a new community recreational facility in woodland adjoining the site.

10.80 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.

Policy CS32: Knuzden & Whitebirk

1) The Council will seek to identify land in Knuzden, combined with land in Oswaldtwistle (see Policy CS31: Oswaldtwistle), for delivery of up to 550 homes over the plan period 2016-2036.

2) The Council will support the development of Whitebirk (Frontier Park) as a strategic employment hub and will consider options for expanding to meet the need for new employment land identified in Policy CS3: Employment Provision.

3) The Council will support the Peel Centre (Whitebirk) as a predominantly bulky goods retailing destination in the Borough, to complement the role of Town Centres and Local Centres in Hyndburn and Blackburn with Darwen. Non-bulky retailing and/or supporting ancillary uses to the retail park and strategic employment hub will be permitted though these should not exceed 40% of the overall floorspace on the site.

Policy Context:

Core Strategy Policies to be replaced | KW1: Strategic Regional Employment Site at Whitebirk
---|---

10.81 Although located in Hyndburn Borough, Knuzden forms part of the eastern Blackburn urban area. Knuzden is also the smallest of the Local Plan areas, at only around 2,000 residents. Residents of Knuzden are more likely to utilise shops, services and infrastructure in the adjoining neighbourhoods of Intack and Shadsworth (and Blackburn) than they are in Oswaldtwistle or Accrington. Nevertheless it is still considered to form an important part of the Borough and, along with the commercial centre of Whitebirk, comprises its own Local Plan Area in the Core Strategy.

10.82 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). The M65 motorway serves as a significant visual barrier, further separating Knuzden from Oswaldtwistle and Accrington.

10.83 Whitebirk to the north 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 under construction) is the new employment site at Whitebirk. The site is now under construction having been allocated as a strategic employment site of sub-regional importance\(^\text{120}\) for many years. Whitebirk is also home to the Peel Centre (an out of centre Retail Park) and the Leeds and Liverpool Canal.

**The development strategy for Knuzden and Whitebirk**

10.84 The previous Core Strategy allocated land to the north of Blackburn Road at Whitebirk as a strategic regional employment site. This is now under construction and will be retained for such use. Options for the potential expansion of the strategic employment hub at Whitebirk (around Junction 6) will be considered further prior to the Publication version of the plan. This would involve the release of Green Belt land, and proposals for any further development at Whitebirk would be expected to contribute towards the improvement of the canal towpath between Whitebirk and Rishton.

10.85 Land for housing will be sought in combination with Oswaldtwistle to provide for up to 550 new homes. Land formerly safeguarded as an Area of Special Restraint south of Mount Saint James has the potential to contribute to this target and help reduce any requirement for Green Belt release in the area.

10.86 The Peel Centre will be supported to retain its status as a predominantly bulky goods retailing destination in the Borough. Whilst the Council will support some non-bulky goods retailing on the site (evidenced by the granting of various planning permissions in recent years) shoppers should be drawn to the site for different reasons than they would be drawn to town centres. Out of centre retail destinations should complement the Town Centres and Local Centres in both Boroughs of Hyndburn and Blackburn. To this end, no more than 40% of the total floorspace on the site should be for the sale of non-bulky retailing goods, or alternative non-retail ancillary supporting uses. This will ensure that the site complements (not competes with) the higher order centres of Accrington and Blackburn in particular.

\(^{120}\) Identified in the Strategic Economic Plan for Lancashire and other sub-regional economic strategies
11.0 Implementation and Monitoring

11.1 It is important that the Council is able to monitor the effectiveness of its Local Plan once adopted (in line with the plan-monitor-manage approach). The Core Strategy Review will therefore contain key indicators at the Publication stage of the plan. This will enable measurement of progress of the implementation of policies which will be reported on an annual basis through the Council’s Authority Monitoring Report.

11.2 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, 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: Glossary

The Council intends to publish a full Glossary in the Publication version of the Plan. By way of example, some of the terms currently being considered to be included are listed below.

Affordable Housing
Brownfield land
Community infrastructure
Duty to Cooperate
Existing employment sites
Housing for the elderly
Housing trajectory
Huncoat Garden Village
Long term vacant properties
Masterplan
Policy map
Regeneration Areas
Rural Areas
Safeguarded land
Settlement Hierarchy
Strategic Employment Hubs
Urban boundary
Appendix B: Core Strategy (2012) & Core Strategy Review policy mapping

<table>
<thead>
<tr>
<th>Adopted Core Strategy policy 2012</th>
<th>Proposed policy replacement(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>BD1: The Balanced Development Strategy</td>
<td>Policy CS1: The Spatial Development Strategy</td>
</tr>
<tr>
<td>E1: Future Employment Provision</td>
<td>Policy CS3: Employment Provision</td>
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<tr>
<td>ED1: New and improved education</td>
<td>Policy CS1: The Spatial Development Strategy</td>
</tr>
<tr>
<td>H1: Housing Provision</td>
<td>Policy CS7: Provision of Community Facilities</td>
</tr>
<tr>
<td>H2: Affordable Housing</td>
<td>Policy CS9: Housing Provision (including affordable housing)</td>
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<tr>
<td>H3: Gypsy and Traveller Provision</td>
<td>Policy CS11: Gypsy and Traveller and Travelling Showpeople Provision</td>
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<tr>
<td>HC1: Green Space and facilities for Walking/Cycling</td>
<td>Policy CS6: Open Space and Local Green Space Provision</td>
</tr>
<tr>
<td>HC2: Leisure, Health and Culture</td>
<td>Policy CS7: Provision of Community Facilities</td>
</tr>
<tr>
<td>HC3: The Design of Residential Roads</td>
<td>Policy CS21: Sustainable and safe transport</td>
</tr>
<tr>
<td>HC4: Community Benefits/Planning Obligations</td>
<td>Policy CS8: Community Benefits/Planning Obligations</td>
</tr>
<tr>
<td>Env1: Green Infrastructure</td>
<td>Policy CS13: Green Infrastructure</td>
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<tr>
<td>Env2: Natural Environment Enhancement</td>
<td>Policy CS15: Natural Environment Enhancement</td>
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<td>Env3: Landscape Character</td>
<td>Policy CS14: Landscape Character</td>
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<td>Env4: Sustainable Development and Climate Change</td>
<td>Policy CS12: Sustainable Development and Climate Change</td>
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<tr>
<td>Env6: High Quality Design</td>
<td>Policy CS17: High Quality Design</td>
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<tr>
<td>Env7: Environmental Amenity</td>
<td>Policy CS18: Environmental Amenity</td>
</tr>
<tr>
<td>T1: Improving Connectivity</td>
<td>Policy CS20: Connectivity and improvements to transport networks</td>
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<tr>
<td>T2: Cycle and Footpath Networks</td>
<td>Policy CS22: Cycle and Footpath Networks</td>
</tr>
<tr>
<td>T3: Motorway and Trunk Road Improvements</td>
<td>Policy CS20: Connectivity and improvements to transport networks</td>
</tr>
<tr>
<td>A1: Amount and Distribution of Housing in</td>
<td>Policy CS24: Accrington (Central)</td>
</tr>
<tr>
<td>Adopted Core Strategy policy 2012</td>
<td>Proposed policy replacement(s)</td>
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<td>Accrington</td>
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</table>
| A2: Accrington Town Centre       | Policy CS5: Centre Hierarchy, Strategy and Retail Provision  
|                                  | Policy CS24: Accrington (Central) |
| A3: Development of Local Centres in Accrington | Policy CS5: Centre Hierarchy, Strategy and Retail Provision  
|                                  | Policy CS27: Clayton-le-Moors  
|                                  | Policy CS31: Oswaldtwistle |
| A4: The Leeds and Liverpool Canal in Church | Policy CS19: The Leeds and Liverpool Canal  
|                                  | Policy CS26: Church |
| A5: Brookside Business Centre    | Policy CS31: Oswaldtwistle |
|                                  | Policy CS27: Clayton-le-Moors |
| A7: Housing in Huncoat           | Policy CS2: Huncoaat Garden Village  
|                                  | Policy CS29: Huncoat |
| A8: Strategic Employment Site in Huncoat | Policy CS2: Huncoaat Garden Village  
|                                  | Policy CS29: Huncoat |
| A9: Whinney Hill Link Road       | Policy CS2: Huncoaat Garden Village  
|                                  | Policy CS29: Huncoat |
| GH1: Housing in Great Harwood    | Policy CS28: Great Harwood |
| GH2: Great Harwood Town Centre   | Policy CS5: Centre Hierarchy, Strategy and Retail Provision  
|                                  | Policy CS28: Great Harwood |
| R1: Housing in Rishton           | Policy CS30: Rishton |
| R2: Rishton Local Centre         | Policy CS5: Centre Hierarchy, Strategy and Retail Provision  
|                                  | Policy CS30: Rishton |
| R3: The Leeds and Liverpool Canal in Rishton | Policy CS19: The Leeds and Liverpool Canal  
|                                  | Policy CS30: Rishton |
| KW1: Strategic Regional Employment Site at Whitebirk | Policy CS32: Knuzden & Whitebirk |
| RA1: Amount and Distribution of Housing in Rural Areas | Policy CS23: Development in rural areas |
| RA2: Historic Character and Identity | Policy CS17: High Quality Design and Heritage |
## Appendix C: DM DPD and Core Strategy Review policy mapping

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<tr>
<th>Adopted DM DPD policy</th>
<th>Proposed strategic ‘parent’ policy</th>
</tr>
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<tbody>
<tr>
<td>GC1: Presumption in favour of sustainable development</td>
<td>Policy CS1: The Spatial Development Strategy</td>
</tr>
<tr>
<td>GC2: Infrastructure, Planning Obligations &amp; CIL</td>
<td>Policy CS1: The Spatial Development Strategy, Policy CS8: Community Benefits/Planning Obligations</td>
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<td>GC3: Planning Enforcement</td>
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<tr>
<td>DM2: Employment Strategies</td>
<td>N/A</td>
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<tr>
<td>DM3: Development of main town centre uses</td>
<td>Policy CS5: Centre Hierarchy, Strategy and Retail Provision</td>
</tr>
<tr>
<td>DM4: Retail Frontages</td>
<td>Policy CS5: Centre Hierarchy, Strategy and Retail Provision</td>
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<td>DM5: Hot Food Takeaways</td>
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<tr>
<td>DM6: Delivering Schools and Early Learning</td>
<td>Policy CS7: Provision of Community Facilities</td>
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<tr>
<td>DM7: Cultural and Community Facilities</td>
<td>Policy CS7: Provision of Community Facilities</td>
</tr>
<tr>
<td>DM8: Public Houses</td>
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<tr>
<td>DM9: Telecommunications</td>
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<tr>
<td>DM11: Open Space Provision in New Residential Development</td>
<td>Policy CS6: Open Space and Local Green Space Provision</td>
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<td>DM12: Affordable Housing</td>
<td>Policy CS9: Housing Provision (including affordable housing), Policy CS10: Suitable Range of Housing</td>
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<tr>
<td>DM13: Development of Housing within Residential Gardens</td>
<td>Policy CS9: Housing Provision (including affordable housing), Policy CS10: Suitable Range of Housing</td>
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<tr>
<td>DM14: Housing with Care for Older People and People with Disabilities</td>
<td>Policy CS10: Suitable Range of Housing</td>
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<tr>
<td>DM15: Gypsy and Traveller Sites</td>
<td>Policy CS11: Gypsy and Traveller and Travelling Showpeople Provision</td>
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<tr>
<td>DM16: Housing Standards</td>
<td>Policy CS10: Suitable Range of Housing</td>
</tr>
<tr>
<td>DM17: Trees, Woodland and Hedgerows</td>
<td>Policy CS15: Natural Environment Enhancement</td>
</tr>
<tr>
<td>Adopted DM DPD policy</td>
<td>Proposed strategic ‘parent’ policy</td>
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</table>
| DM18: Protection and Enhancement of the Natural Environment | Policy CS12: Sustainable Development and Climate Change  
Policy CS13: Green Infrastructure  
Policy CS14: Landscape Character  
Policy CS15: Natural Environment Enhancement                  |
| DM19: Protected Species                                    | Policy CS15: Natural Environment Enhancement                                                      |
| DM21: Protection of Open Spaces                            | Policy CS6: Open Space and Local Green Space Provision                                              |
| DM22: Heritage Assets                                      | Policy CS17: High Quality Design and Heritage                                                     |
| DM23: Demolition of Unlisted Buildings and Structures in   | Policy CS17: High Quality Design and Heritage                                                     |
| Conservation Areas                                         |                                                                                                  |
| DM24: Contaminated or Unstable land & storage of           | Policy CS12: Sustainable Development and Climate Change                                             |
| hazardous substances                                       |                                                                                                  |
| DM25: Pollution Control                                    | Policy CS12: Sustainable Development and Climate Change                                             |
| DM26: Design Quality and Materials                         | Policy CS12: Sustainable Development and Climate Change                                             |
|                                                            | Policy CS17: High Quality Design and Heritage                                                     |
| DM27: The Control of Advertisements                        | N/A                                                                                              |
| DM28: Shop Fronts and Security Shutters                    | N/A                                                                                              |
| DM29: Environmental Amenity                                | Policy CS18: Environmental Amenity and Air Quality                                                |
| DM31: Waste management in all new development             | Policy CS12: Sustainable Development and Climate Change                                             |
| DM32: Sustainable Transport, Traffic and Highway Safety    | Policy CS20: Connectivity and improvements to transport networks  
Policy CS21: Sustainable and safe transport                                                              |
| DM33: Sustainable Transport Infrastructure                 | Policy CS19: The Leeds and Liverpool Canal  
Policy CS20: Connectivity and improvements to transport networks  
Policy CS21: Sustainable and safe transport  
Policy CS22: Cycle and Footpath Networks                     |
| DM34: Development in the Green Belt and Countryside Area   | Policy CS1: The Spatial Development Strategy  
Policy CS23: Development in rural areas                                                               |
| DM35: Farm Diversification & Local Food Networks           | Policy CS23: Development in rural areas                                                             |
| DM36: Equestrian Development                               | Policy CS23: Development in rural areas                                                             |