

# **Hyndburn Local Plan Core Strategy Review**

## **Growth Options and Spatial Options**

**February 2018: Consultation Paper 2 of 3**

# Executive Summary

The Council's Core Strategy was adopted in January 2012 and provides the overarching planning policy framework for guiding growth and development in the Borough up to 2026 in the most sustainable way.

This consultation paper is the first stage of consultation on the review of specific aspects of the Core Strategy. It seeks to stimulate discussion and input at the beginning of the process of determining how much growth to plan for in the period up to 2033 and where in the Borough it should go. These two factors are set out in the paper that follows as a series of **Growth Options** and a series of **Spatial Options**.

The **Growth Options** present four options for housing growth which range from 1,200 to 6,340 new dwellings over the period 2013 to 2033. These equate to between 60 and 317 new dwellings a year and are all based on different assumptions about future growth. Each option is presented with some key points about positive and negative impacts. Three growth options are presented for employment growth amounting to between 4.4 and 62.0 hectares of new employment land over the same period. All of the growth options are underpinned by evidence the Council has gathered to inform the plan making process.

Five **Spatial Options** are presented which set out how the housing and employment growth might be distributed throughout the Borough based on different underlying principles. These include: continuation of a pattern set in the Core Strategy; concentrating more growth in Huncoat in line with the Housing Zone designation; focussing development on existing transport corridors; directing growth to higher value market areas; and directing development to areas where land is known to be available.

Each spatial option is described in terms of its key points and the proportion of housing and employment that would be directed to it. More detail is then provided of the illustrative amount of housing and employment for that spatial distribution according to the overall amount of housing and employment land in each of the growth options. At this stage, no specific sites are being identified for development; this will come at a later stage in the plan making process.

No decisions have been made about how much growth will be appropriate or where it should be accommodated. This consultation is a key way in which views on these matters will be gathered so the Council is very keen to receive feedback at this early stage to feed into the plan making process.

Whilst this paper identifies what are considered to be "reasonable options", others may be appropriate. Following consultation, sustainability appraisal, and completion of further evidence base work, it may well arise that a 'blended' approach (i.e. a combination of aspects of the options presented here) is taken forward in a final strategy.

Please use the Council's Response Form to respond to this consultation.

**Note:** This paper forms the second of three consultation papers that the Council is seeking views on at this stage. The other papers include the Core Strategy Policies Scoping Assessment (Paper 1) and the Site Allocations Scoping and Site Assessment Methodology (Paper 3)

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# 1. Planning for the future

- 1.1 Hyndburn Borough Council is preparing a new statutory Local Plan for the area. Once complete, the Local Plan will guide the growth and development of buildings, services and infrastructure across the Borough to 2033.
- 1.2 Parts of the new Local Plan are already in place<sup>1</sup>, however the Council is now commencing work on two key parts of the plan:
- A review of elements of the Core Strategy adopted in 2012 – due to a number of significant changes in the national planning policy picture, and the passage of time since adoption, certain elements are now considered to be out of date; and
  - A Site Allocations DPD which will formally allocate sites for development, and designate sites for protection from development
- 1.3 This consultation paper is the first stage of consultation on the review of specific aspects of the Core Strategy. Separate consultation documents are available relating to the scope of the review of the Core Strategy ('Core Strategy Review – Scoping Assessment') and the Site Allocations DPD (detailing a draft Site Assessment Methodology at this stage only).
- 1.4 This consultation paper is therefore the beginning of the process of determining how much growth the Council should be planning for in Hyndburn, and where it should go. In particular:
- It highlights a number of potential '**Growth Options**' for both housing and employment land, setting out potential numbers of new homes and area of employment land to plan for in the Borough up to 2033; and
  - It explores five potential '**Spatial Options**' for accommodating the selected levels of growth.
- 1.5 This paper is designed to stimulate debate and discussion on these two key matters. Each will play a vital role in steering the future development of Hyndburn. It does not identify specific sites for development at this stage. The specific sites to meet the required number of new homes and jobs will be considered at a later consultation stage (in 2019), once a preferred 'Growth Option' and 'Spatial Option' emerges.

Note: The options presented in this document are considered genuine options to consider for the Borough, however others may be appropriate. Following consultation, sustainability appraisal, and completion of further evidence base work, it may well arise that a 'blended' approach (i.e. a combination of aspects of the options presented here) is taken forward in a final strategy.

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<sup>1</sup> Core Strategy adopted in 2012, Accrington Area Action Plan adopted in 2012, Development Management DPD adopted in 2018

## 2. Planning for growth in Hyndburn

### 2.1 New homes

- 2.1.1 To meet the demographic and economic needs of the Borough the Council's latest evidence base<sup>2</sup> indicates a need for between 3,500 and 6,340 new dwellings over the full plan period<sup>3</sup> (2013 – 2033). This equates to between 175 and 317 dwellings per annum (dpa), and in terms of land to between 100 and 180 hectares (equivalent to around 70 – 130 football pitches).
- 2.1.2 During the preparation of this consultation paper however, the Government has consulted on measures to help boost the supply of housing in Britain<sup>4</sup>. This includes a proposed standard methodology for calculating local authorities' housing need. In Hyndburn's case, the methodology as proposed would give rise to a need for just 60 dwellings per year, equivalent to 1,200 in total over the full plan period.
- 2.1.3 Whilst the methodology can be given little weight at present, these figures are included as a potential Growth Option in this paper, applied to the plan period as an expression of current Government thinking. The effect is to increase the overall range of housing being consulted on (see Section 3) to between 1,200 and 6,340 dwellings between 2013 and 2033, equivalent to between 60 and 317 dwellings per annum.
- 2.1.4 The Council will be seeking to allocate land in the Site Allocations DPD to meet an appropriate level of need within this range. It will take into account completions that have already taken place since 2013, and planning permissions that have already been granted. This consultation paper starts the discussion around the most appropriate overall level of housing to plan for to meet all types of need in the Borough (e.g. family housing provision for the elderly etc.). The specific mix and types of housing will be determined at a later stage in the plan process.

### 2.2 New jobs/employment

- 2.2.1 The Council will be seeking to ensure that, where possible, balanced housing and employment growth takes place over the plan period<sup>5</sup>. Labour supply and demand modelling undertaken in the Council's latest evidence base<sup>6</sup> indicates a need to plan for growth of between 1,100 and 3,800 new jobs over the full plan period (2013 – 2033). Some of these jobs will be in employment sectors such as manufacturing, industrial and warehousing where there are requirements for new land, others will be in public services, health and social care which do not.

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<sup>2</sup> The Strategic Housing Market Assessment (SHMA) completed in 2015

<sup>3</sup> For the avoidance of doubt, these figures relate to need arising in Hyndburn Borough only so do not include any element of need arising in neighbouring boroughs.

<sup>4</sup> [Planning for the right homes in the right places](#), CLG September 2017

<sup>5</sup> As set out in the Pennine Lancashire Housing Strategy 2009-2029, the Market Progression Model (MPM)

<sup>6</sup> The Hyndburn Employment Land Study (ELS) completed in 2016

- 2.2.2 The Council's latest Employment Land Study estimates a land requirement of up to 19 hectares (equivalent to around 10 football pitches) based on a labour supply and demand approach. An alternative approach, based on past take-up rates of land only, could equate to a much larger land requirement of up to 62ha.
- 2.2.3 As with housing, the Council will be seeking to allocate land in the Site Allocations DPD to meet an appropriate level of need within this range. It will take into account completions that have already taken place since 2013, and planning permissions that have already been granted. This consultation paper starts the discussion around the most appropriate overall level of employment land to plan for. Where necessary, any specific mix of employment on sites will be determined at a later stage in the plan process.

## 2.3 **New retail**

- 2.3.1 Research on the patterns of retail spending of Hyndburn residents highlights some key patterns. Firstly, that there is excellent provision of supermarkets around the Borough (referred to as 'convenience' goods shopping) demonstrated by around 90% of spending of this type by residents currently being retained within the Borough. Secondly, provision of other forms of retail (referred to as 'comparison' goods shopping) is not meeting the current needs of residents. Over 60% of spending of this type by residents is currently spent outside of the Borough.
- 2.3.2 The Council's latest evidence base on retail matters<sup>7</sup> therefore indicates a potential requirement for between 2,300sqm and 5,800sqm of new retailing floorspace depending upon the housing growth option employed. Additional levels of new retail floorspace over and above these amounts could serve to claw back expenditure currently leaking outside of the Borough.
- 2.3.3 Where necessary, the Council will be seeking to allocate land in the Site Allocations DPD to meet the appropriate level of retail need. It will take into account completions that have already taken place since 2013, and planning permissions that have already been granted.

## 2.4 **New infrastructure**

- 2.4.1 To ensure sustainable growth in the Borough the provision of appropriate infrastructure to support new housing and employment growth will be essential. The plan making process will need to consider impacts of new development on the primary and secondary schools in the Borough taking account of the increase in school age children arising from new households. It will also take account of the highway and traffic impacts of new development and any impacts on the provision of utilities and health/community infrastructure. Growth will also need to be

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<sup>7</sup> The Hyndburn Retail Study (RS) completed in 2016

accommodated in a way such that Hyndburn’s rich natural and built environment (including the green infrastructure network) is adequately protected.

- 2.4.2 The Council will produce an Infrastructure Delivery Plan (IDP) alongside the Core Strategy review and Site Allocations DPD. The IDP will highlight any infrastructure requirements arising directly as a result of the planned new growth, and how it will be provided for, or mitigated against.

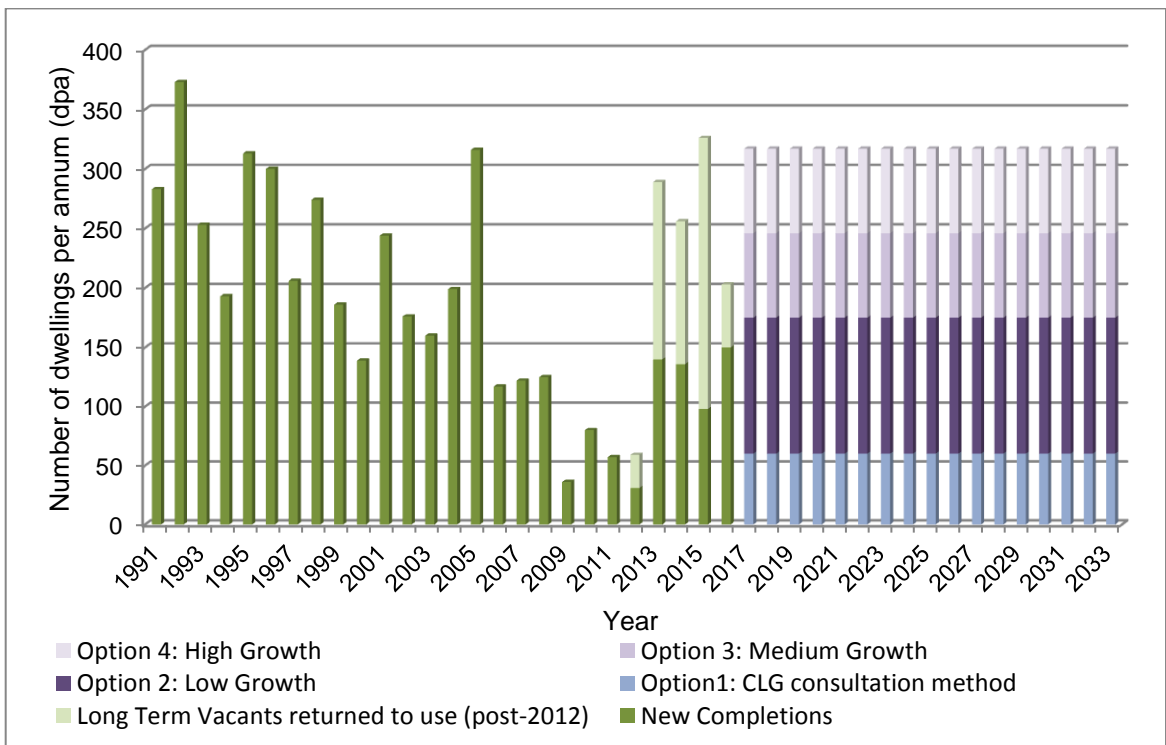
### 3. Housing Growth Options

3.1 In the context of the issues set out in Section 2.1, the Council is presenting four potential Housing Growth Options for consultation. These are:





- **Housing Growth Option 1 – CLG Consultation method** (to allocate land for 1,200 homes or 60 dpa)
- **Housing Growth Option 2 – Low Housing Growth** (to allocate land for 3,500 homes, or 175dpa)
- **Housing Growth Option 3 – Medium Housing Growth** (to allocate land for 4,920 homes, or 246dpa)
- **Housing Growth Option 4 – High Housing Growth** (to allocate land for 6,340 homes, or 317dpa)

3.2 Figure 1 and Table 1 below show the Housing Growth Options in the context of past delivery rates, key impacts, and justification for their inclusion linked to the Council’s evidence base. The accompanying Sustainability Appraisal report into the Growth Options and Spatial Options provides much greater detail on the likely significant effects of each option.

**Figure 1 –Housing Growth Options (2013-33) and net completions since 1991**



**Table 1: Summary of Housing Growth Options (2013-2033)**

Housing Growth Option	1. CLG consultation method	2. Low housing growth	3. Medium housing growth	4. High housing growth
<b>Approx. level of growth</b>	 ~1,200 dwellings (60dpa)	 ~3,500 dwellings (175dpa)	 ~4,920 dwellings (246dpa)	 ~6,340 dwellings (317dpa)
<b>Impact on population of Hyndburn</b>	<ul style="list-style-type: none"> <li>• Projections which show a likely decrease in population of around 1,600 by 2033<sup>8</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Projected population growth of around 3,000 by 2033</li> </ul>	<ul style="list-style-type: none"> <li>• Projected population growth of around 7,500 by 2033</li> </ul>	<ul style="list-style-type: none"> <li>• Projected population growth of around 9,000 by 2033</li> </ul>
<b>Positives (+) Negatives (-)</b>	<ul style="list-style-type: none"> <li>+ Growth could be met within existing commitments</li> <li>+ No further significant land releases sought</li> <li>- Minimum level of provision</li> <li>- Only allows for recent trends to continue</li> <li>- Net out migration continues</li> <li>- Virtually no opportunity for economic growth</li> <li>- Virtually no opportunity to re-balance housing stock</li> </ul>	<ul style="list-style-type: none"> <li>+ Growth could largely be contained within the urban area (minimal Green Belt implications)</li> <li>- Net migration continues (i.e. population growth is 'natural change' only)</li> <li>- Low levels of affordable housing provision</li> <li>- Opportunity to re-balance the housing stock is limited</li> </ul>	<ul style="list-style-type: none"> <li>+ Net migration into the Borough</li> <li>+ Opportunity to re-balance the housing stock within the Borough</li> <li>- Some sites outside of the urban area (including Green Belt) are likely to be required</li> </ul>	<ul style="list-style-type: none"> <li>+ Significant net migration into Hyndburn;</li> <li>+ Greater levels of affordable housing to be provided</li> <li>+ Opportunity for transformational growth</li> <li>- Potential significant impact on some parts of the Green Belt</li> <li>- Impacts on infrastructure (highways / schools) to be mitigated</li> </ul>
<b>SHMA Scenario<sup>9</sup></b>	<ul style="list-style-type: none"> <li>• Not considered in SHMA</li> </ul>	<ul style="list-style-type: none"> <li>• Scenario G (Constant Jobs)</li> </ul>	<ul style="list-style-type: none"> <li>• Scenario E (Baseline Experian Jobs Growth)</li> </ul>	<ul style="list-style-type: none"> <li>• Scenario F (Adjusted Experian Jobs Growth)</li> </ul>

<sup>8</sup> Based on ONS SNPP forecast of decline of 800 between 2014-2024

<sup>9</sup> The SHMA modelled a number of different scenarios of housing growth for Hyndburn. For more detailed information refer to the relevant scenario in the latest SHMA report. The CLG consultation method is not considered in the SHMA as it was issued after the publication of the SHMA.

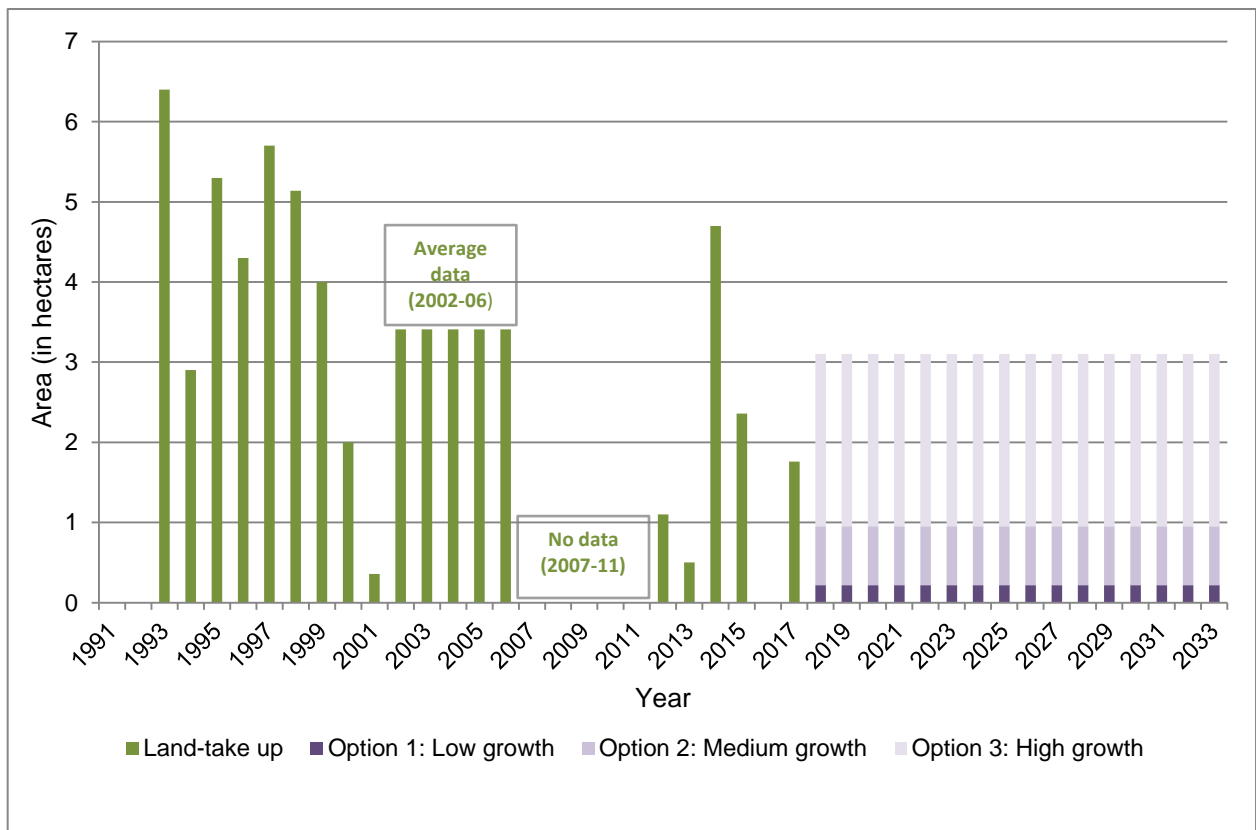
## 4. Employment Growth Options

4.1 In the context of the issues set out in Section 2.2, the Council is presenting three potential Employment Growth Options for consultation. These are:




- **Employment Growth Option 1 – Low Growth** (to allocate around 4.4ha of land, around 0.2ha per annum)
- **Employment Growth Option 2 – Medium Growth** (to allocate around 19.1ha of land, around 1.0ha per annum)
- **Employment Growth Option 3 – High Growth** (to allocate up to 62ha of land, around 3.1ha per annum)

4.2 Figure 2 and Table 2 below show the Employment Growth Options in the context of past delivery rates, key impacts, and justification for their inclusion linked to the Council’s evidence base. The accompanying Sustainability Appraisal report into the Growth Options and Spatial Options provides much greater detail on the likely significant effects of each option.

**Figure 2 –Employment Growth Options (2013-33) and net completions since 1991**



**Table 2: Summary of Employment Growth Options (2013-2033)**

Employment Growth Option	1. Low growth	2. Medium Growth	3. High Growth
<b>Approx. level of growth<sup>10</sup>:</b>	 ~4.4 hectares (ha) of land (~0.2ha per annum)	 ~19.1 hectares of land (~1.0ha per annum)	 up to 62.0 hectares of land (~3.1ha per annum)
<b>Impact on jobs:</b>	<ul style="list-style-type: none"> <li>No/low job growth – stabilising job losses;</li> </ul>	<ul style="list-style-type: none"> <li>Considerable job growth;</li> </ul>	<ul style="list-style-type: none"> <li>Significant job growth</li> </ul>
<b>Positives (+) Negatives (-)</b>	<ul style="list-style-type: none"> <li>+ Growth could be contained within the urban area</li> <li>- Zero net jobs growth anticipated</li> <li>- No new inward investment on employment land</li> </ul>	<ul style="list-style-type: none"> <li>+ Considerable job growth</li> <li>+ Increased opportunities for inward investment and supporting expansion of existing businesses</li> <li>- Sites outside of the urban area may be required</li> </ul>	<ul style="list-style-type: none"> <li>+ Significant job growth likely with greater opportunity for transformational growth</li> <li>+ Full support for existing businesses (expansion) <u>and</u> inward investment</li> <li>- Sites outside of the urban area would be required (including Green Belt)</li> </ul>
<b>ELS Scenario<sup>11</sup></b>	<ul style="list-style-type: none"> <li>'Labour Supply' scenario</li> </ul>	<ul style="list-style-type: none"> <li>'Labour Demand (adjusted)' scenario</li> </ul>	<ul style="list-style-type: none"> <li>'Past take-up'<sup>12</sup></li> </ul>

<sup>10</sup> Levels of employment growth are net land requirements in hectares (ha). Figures are based on the modelling undertaken in the ELS 2016, specifically Tables 7.21 and 7.23 (allowing for losses and choice and flexibility).

<sup>11</sup> The ELS modelled a number of different scenarios of employment growth for Hyndburn. For more detailed information refer to Chapter 7 of the ELS 2016

<sup>12</sup> Paragraph 9.11 of the ELS 2016 suggests there is a strong case for Hyndburn to plan for either past take-up, or a blended policy approach. This option broadly equates to a level of growth planned for in the adopted Core Strategy.

## 5. National policy context

- 5.1 The National Planning Policy Framework (NPPF) is of key importance to how the Council is required to develop and bring forward its Local Plan. The NPPF currently states that:
- The starting point for Local Plans is to meet the full objectively assessed needs for market and affordable housing in an area (paragraphs 47 and 156);
  - An objective assessment of housing need should deliver housing to meet the needs of both population and household growth, address the need for all types of housing, and cater for housing demand (paragraph 159);
  - A planned level of housing must respond positively to wider opportunities for growth and should take account of market signals, including affordability (paragraph 17);
  - Where a Local Authority chooses a housing requirement that does not meet the objectively assessed development needs of the area, it must be evidenced that the adverse impacts of meeting such needs would significantly and demonstrably outweigh the benefits (paragraph 14); and
  - Where a Local Authority is unable to meet its OAN, or it is not considered to be the most appropriate strategy to do so, it must be demonstrated (under the duty-to-cooperate) that the unmet need is to be met in another LA area to fully meet development requirements across the housing market area (paragraphs 179 and 182).
- 5.2 The Government's Housing White Paper<sup>13</sup> in 2017 provided a very clear statement of intent to fix the 'broken' housing market. The Government is clear that the market is broken due to a lack of building enough homes over too long a period. The White Paper proposed a list of reforms to help plan for the right homes in the right places, build homes faster, diversify the market and to help people now.
- 5.3 More recently the Government has consulted on specific measures intended to facilitate the delivery of more homes<sup>14</sup>. This included a draft methodology for calculating the minimum level of housing appropriate for each local authority area. Housing Growth Option 1 represents the outcome of the draft methodology for Hyndburn. The Government is currently considering responses to the consultation on the draft methodology and is expected to confirm its final approach to assessing housing need in spring 2018.
- 5.4 Further to the consultation paper, the Government has also indicated in the Budget 2017 the promise of more consultation on planning reforms to help meet the ambition of fixing the broken housing market. The National Planning Policy Framework (NPPF) is also expected to be updated as a result of proposals set out in the White Paper and the more recent consultation. All relevant Government proposals and consultations will be taken into account when the Council considers its preferred option for growth later in 2018.

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<sup>13</sup> Fixing our broken housing market, DCLG (February 2017)

<sup>14</sup> Planning for the right homes in the right places, CLG (September 2017)

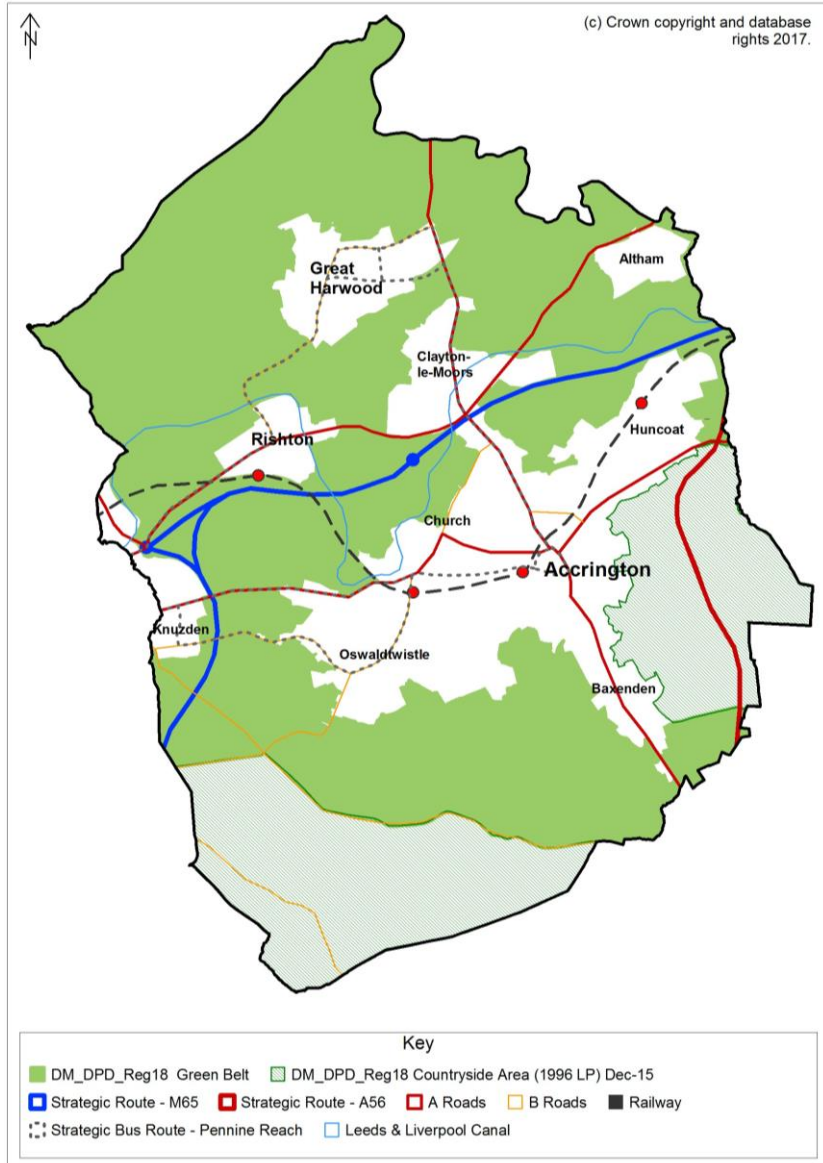
## 6. Selecting a Growth Option for Hyndburn

- 6.1 The current levels of growth in the Borough are determined through the Core Strategy which seeks to deliver 3,200 new homes and approximately 58 hectares of employment land in the plan period 2011 to 2026 (equivalent to 213 dpa and about 3.9ha land per annum respectively). These figures were based on evidence and strategic planning undertaken under the old regional planning framework (Regional Spatial Strategy for the North West).
- 6.2 As the current planning system requires individual authorities to plan their own growth requirements, in considering suitable new Growth Options for Hyndburn, several important factors need to be taken into account. These include:
- The fact that Hyndburn has a **shared Housing Market Area** with Blackburn with Darwen. Blackburn has allocated land over and above its objectively assessed need (OAN) identified in the Blackburn and Hyndburn joint 2014 SHMA;
  - Since publication of the 2014 SHMA, further **household projections** from the Office of National Statistics have been published. These point to a general downward pressure on housing requirements identified in the SHMA, though detailed modelling has not taken place;
  - The potential **economic uncertainties** in the UK at present which were not evident at the time of economic modelling for both the SHMA and ELS; and
  - Whether the proposed Growth Options for both housing and employment are **realistic, deliverable and viable?**
- 6.3 In addition, in coming to a recommendation on a preferred Growth Option in the Core Strategy review in 2019, the Council will take into account:
- Any responses received to this consultation document;
  - The findings of the accompanying Sustainability Appraisal report;
  - Any relevant evidence base updates (the Council plans to refresh evidence on housing and employment needs in the Summer of 2018); and
  - Any relevant changes to national policy (as set out in Section 5 above).

## 7. Spatial Options

- 7.1 To ensure that the future growth option selected for both housing and employment in the Borough is accommodated in the most appropriate way, the Council is also considering a number of potential Spatial Options (distribution of growth) as part of this consultation exercise. The selected Spatial Option will be a key influence on the locations of development sites sought in the Site Allocations DPD.
- 7.2 The Council has identified five potential Spatial Options in all, each of which has the potential to guide the distribution and location of growth to 2033 in a different way. These are:
1. Spatial Option 1 - Core Strategy led growth  
Continue the growth strategy set in the adopted Core Strategy via Policy H1 and strategic allocations
  2. Spatial Option 2 - Garden Village led growth  
Concentration of more significant growth in the Huncoat area, taking full advantage of the recent designation of the area as a Housing Zone by the Government
  3. Spatial Option 3 - Transport Corridor led growth  
Focus the distribution of growth around key strategic transport routes such as the East Lancashire railway line, the M65, A56 and Pennine Reach (Quality Bus Route) transport corridors
  4. Spatial Option 4 - Market Focus led growth  
Focus development in the areas most desirable to developers and landowners (higher value market areas)
  5. Spatial Option 5 – Land Availability led growth  
Focus development in areas where land is already known to be available for housing and employment development.
- 7.3 The existing pattern of development in the Borough, along with key transport routes and the extent of the Green Belt are shown in Figure 3. Figure 4 highlights the Local Plan Areas that are used to demonstrate the distribution of growth across the Borough under each Spatial Option.

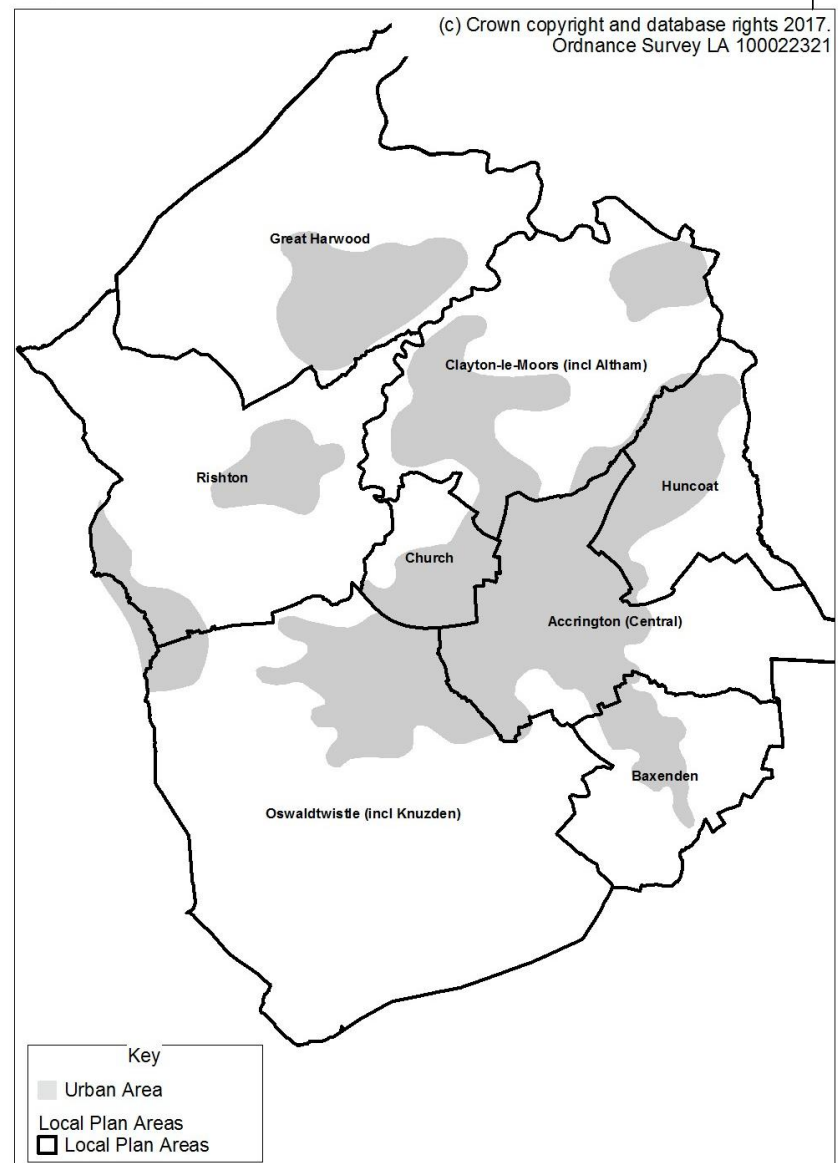
**Figure 3: Schematic Map of Hyndburn Borough**



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Scale: 1:55000

**Figure 4: Local Plan Areas**



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## The Local Plan Areas

- 7.4 The Local Plan Areas set out in Figure 4 are based on the main towns and townships of Hyndburn, aligned to ward boundaries. The Local Plan Areas of Baxenden, Church, Huncoat and Rishton are all single wards; Accrington (Central) is comprised of five wards in total (Barnfield, Central, Milnshaw, Peel and Spring Hill); Clayton-le-Moors is comprised of two wards (Clayton-le-Moors and Altham); Great Harwood is comprised of two wards (Netherton and Overton); and Oswaldtwistle is comprised of three wards (Immanuel, St. Andrews and St. Oswald's).
- 7.5 Knuzden is a distinct area, actually forming a functional suburb of Blackburn but lies within the administrative area of Hyndburn. Under the Local Plan Areas (as set out in Figure 4) it is combined with Oswaldtwistle. The smaller rural settlements such as Altham, Belthorn, Green Haworth and Tottleworth are not identified separately at this stage either and are included in the wider Local Plan areas which relate to the larger nearby settlements as follows:

**Table 3: Rural settlements and Local Plan Areas**

Rural settlement	Included in Local Plan Area
Altham	Clayton le Moors
Belthorn	Oswaldtwistle
Green Haworth	Oswaldtwistle
Tottleworth	Rishton

- 7.6 The five potential Spatial Options all lead to variable distributions of growth between different areas of the Borough, further details are set out in the following section.

## The Distribution of Growth

- 7.7 The Local Plan Areas set out in Figure 4 are used as the basis for demonstrating the distribution of growth for housing numbers. Table 4 shows the existing size of each Local Plan area in terms of the approximate number of dwellings.

**Table 4: Existing dwellings by Local Plan Area**

Area	Existing no. of dwellings	
Accrington	Central	10,700
	Baxenden	1,800
	Church	2,000
	Clayton le Moors	4,400
	Huncoat	1,900
	Oswaldtwistle	7,100
Great Harwood	5,000	
Rishton	3,100	

- 7.8 In relation to future employment land provision, the Local Plan Areas are also used as the basis for demonstrating the distribution of growth; however the key employment sites at Whitebirk and Altham are identified separately to clarify their role in any future growth.
- 7.9 Before looking at each Spatial Option in more detail, Tables 5 and 6 set out a summary of the proportion of growth anticipated in each area under each Spatial Option for comparative purposes.

**Note: these are indicative figures only and relate to the proportional allocations of land that the Council would seek to provide in each area in the Site Allocations DPD.** The actual number allocations (and quantum of land needed) in each area would depend upon the specific Housing Growth Option and Employment Growth Option selected.

**Table 5: HOUSING – Indicative distribution of housing growth (% of total planned growth) under each Spatial Option**

Local Plan Area		Spatial Option									
		1. Core Strategy	2. Garden Village	3. Transport Corridor	4. Market Focus	5. Land Availability					
Accrington	Central	75% of total	23%	79% of total	19%	73% of total	15%	70% of total	8%	82% of total	30%
	Baxenden		4%		3%		4%		10%		3%
	Church		4%		3%		18%		2%		8%
	Clayton le Moors		10%		8%		8%		5%		5%
	Huncoat		18%		33%		18%		20%		13%
	Oswaldtwistle		16%		13%		10%		25%		23%
Great Harwood		15%	13%	7%	20%	13%					
Rishton		10%	8%	20%	10%	5%					

**Table 6: EMPLOYMENT – Indicative distribution of employment growth (% of total planned growth) under each Spatial Option**

Local Plan Area		Spatial Option				
		1. Core Strategy	2. Garden Village	3. Transport Corridor	4. Market Focus	5. Land Availability <sup>15</sup>
Accrington	Central	4%	5%	-	-	-
	Baxenden	-	-	5%	-	-
	Church	5%	6%	5%	-	-
	Clayton le Moors	6%	7%	20%	12%	21%
	Huncoat	35%	20%	20%	12%	40%
	Oswaldtwistle	3%	4%	-	-	-
Great Harwood		6%	6%	-	6%	2%
Rishton		2%	2%	5%	-	-

<sup>15</sup> May not add up to exactly 100% under Spatial Option 5 due to rounding

Employment sites					
Whitebirk	30%	30%	30%	35%	31%
Altham	9%	20%	15%	35%	7%

7.10 Over the following pages each of the five Spatial Options are presented in more detail in terms of the likely distribution of growth for both housing and employment land. For each option we set out:

- A brief summary of the spatial approach, rationale and key implications by area;
- The key perceived strengths, opportunities, weaknesses and threats of the approach (in part a summary of the findings of the accompanying Sustainability Appraisal – for full details please refer to the Sustainability Appraisal report itself);
- Tables showing the potential range of housing and employment requirements that the spatial option would give rise to under each of the growth options considered in Sections 3 and 4; and
- Maps of the indicative distribution of growth to help visualise the implementation of the option in terms of future site allocations

7.11 In considering how best to present the Spatial Options in this consultation paper, the Council has paired both employment and housing growth options under matching Spatial Options. The reason for this is that, wherever possible, it is considered to be preferable (and indeed a key policy aim of the Pennine Lancs Housing Strategy 2009-2029) to balance both housing and employment growth in the Borough.

7.12 Nevertheless it is possible that any final strategy for Hyndburn could seek to progress a plan based on a different Spatial Option for each sector, e.g. Spatial Option 2 for housing growth (Garden Village led approach), and Spatial Option 4 for employment growth (Market led approach). The Sustainability Appraisal considers all possible combinations of Spatial Options and therefore the Council recommends consideration of the findings of the Sustainability Appraisal report before providing any consultation response.

## **Spatial Option 1**

Core Strategy led approach

## **Spatial Option 1 – Core Strategy led approach**

### **Overview**

The 'Core Strategy' led approach would continue the growth strategy set via Policy H1 and strategic allocations in the adopted Core Strategy

### **Housing – Rationale and key implications**

- Housing is distributed in accordance with the existing Strategic Housing allocation at Huncoat (equivalent to around 18% of total requirement), followed by the growth principle set out in Core Strategy Policy H1. % of total development across Accrington and townships (includes Huncoat) – distributed in proportion to existing population base;
- 15% Great Harwood; and
- 10% Rishton

Accrington (Central) to take the largest proportion of the total requirement (23%), with Baxenden and Church taking the least (4% each).

### **Employment – Rationale and key implications**

- New employment is distributed in accordance with the existing Strategic Employment Sites at Whitebirk and Huncoat, along with minor expansion at Altham.
- Remaining employment land requirement to be distributed in accordance with existing provision/land supply in the Borough (taken from Table 5.1 and Figure 5.3 of the Employment Land Study) and recent permissions granted.

### **Key Strengths / Opportunities**

- Growth is broadly proportionate to each existing settlement size
- Impacts on local infrastructure in any one location are minimised
- Potential for modest improvements to infrastructure in all main settlements through new development
- Efficient use of land and buildings in the Borough's towns

### **Key Weaknesses / Threats**

- Limited brownfield opportunities in some areas
- Some available land within the urban area of Accrington may not be utilised
- Pressure to release green open spaces or green belt in some areas
- Potential Impact on air quality at junction of A678/A680 Clayton-le-Moors

### **Key findings of the Sustainability Appraisal (key differences over other options)**

- Only minor positive effects on 'employment' and the 'economy' (as opposed to significant positive effects under other options) due to the main focus of provision on just two sites (Huncoat & Whitebirk).
- Significant positive effects (along with minor negative) anticipated on 'health', 'access to facilities', 'transport', 'centre vitality and viability' and 'climate change' compared to some of the other spatial options - this is due to a greater proportion of development being focused around the larger defined centres (Accrington Central, Great Harwood & Rishton).
- Section 6 of the Sustainability Appraisal report should be consulted for the full assessed implications of the Core Strategy led approach.

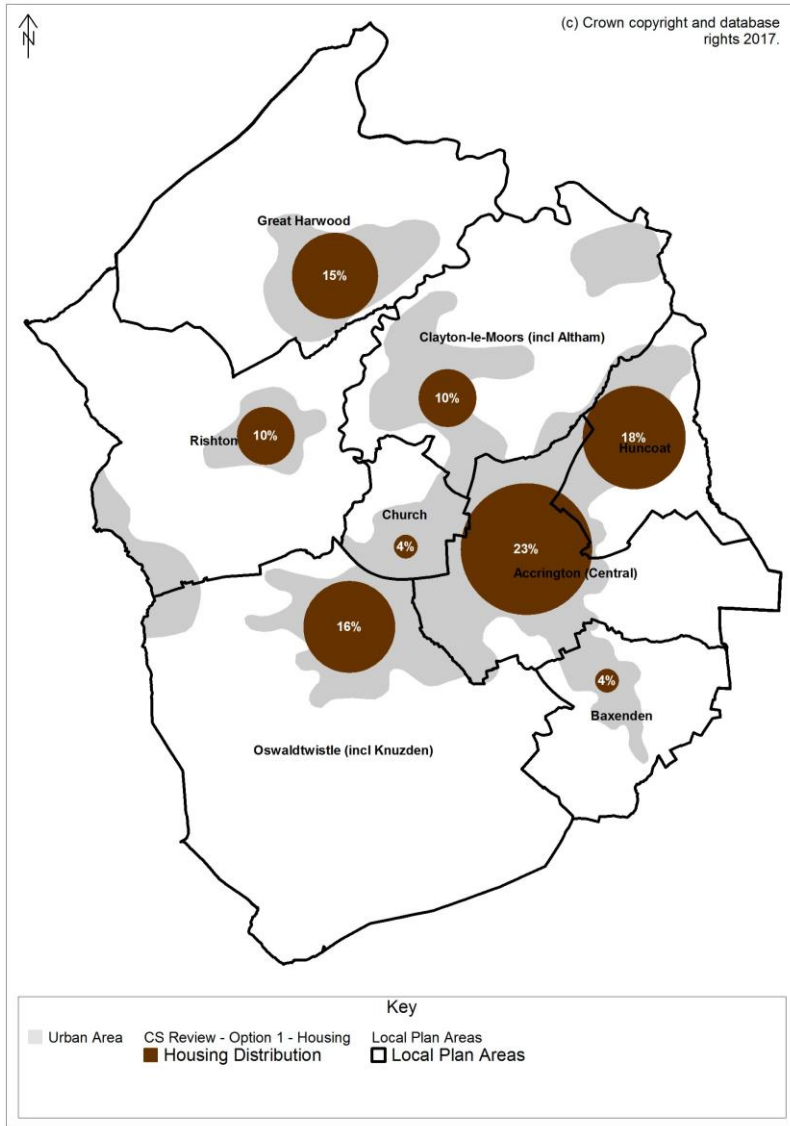
**Table 7 – Distribution of housing growth under Spatial Option 1 (Core Strategy led)**

Local Plan Area		% of total housing growth (see Table 5)	Housing Growth Options (see Section 3) Indicative no. of dwellings				
			CLG consultation method	Low housing growth	Medium housing growth	High housing growth	
Accrington	Central	75% total	23%	276	805	1132	1458
	Baxenden		4%	48	140	197	254
	Church		4%	48	140	197	254
	Clayton le Moors		10%	120	350	492	634
	Huncoat		18%	216	630	886	1141
	Oswaldtwistle		16%	192	560	787	1014
Great Harwood			15%	180	525	738	951
Rishton			10%	120	350	492	634
<b>Total</b>			<b>100%</b>	<b>1200</b>	<b>3500</b>	<b>4920</b>	<b>6340</b>

**Table 8 – Distribution of employment growth under Spatial Option 1 (Core Strategy led)**

Local Plan Area		% of total employment growth (see Table 6)	Employment Growth Options (see Section 4) Indicative land requirement (ha)		
			Low growth	High growth	Past take up
Accrington	Central	4%	0.18	0.76	2.48
	Baxenden	0%	0	0	0
	Church	5%	0.22	0.96	3.10
	Clayton le Moors	6%	0.26	1.15	3.72
	Huncoat	35%	1.54	6.69	21.70
	Oswaldtwistle	3%	0.13	0.57	1.86
Great Harwood		6%	0.26	1.15	3.72
Rishton		2%	0.09	0.38	1.24
<b>Major employment locations</b>					
Whitebirk Strategic Site		30%	1.32	5.73	18.60
Altham Business Park		9%	0.40	1.72	5.58
<b>Total</b>		<b>100%</b>	<b>4.4</b>	<b>19.10</b>	<b>62.00</b>

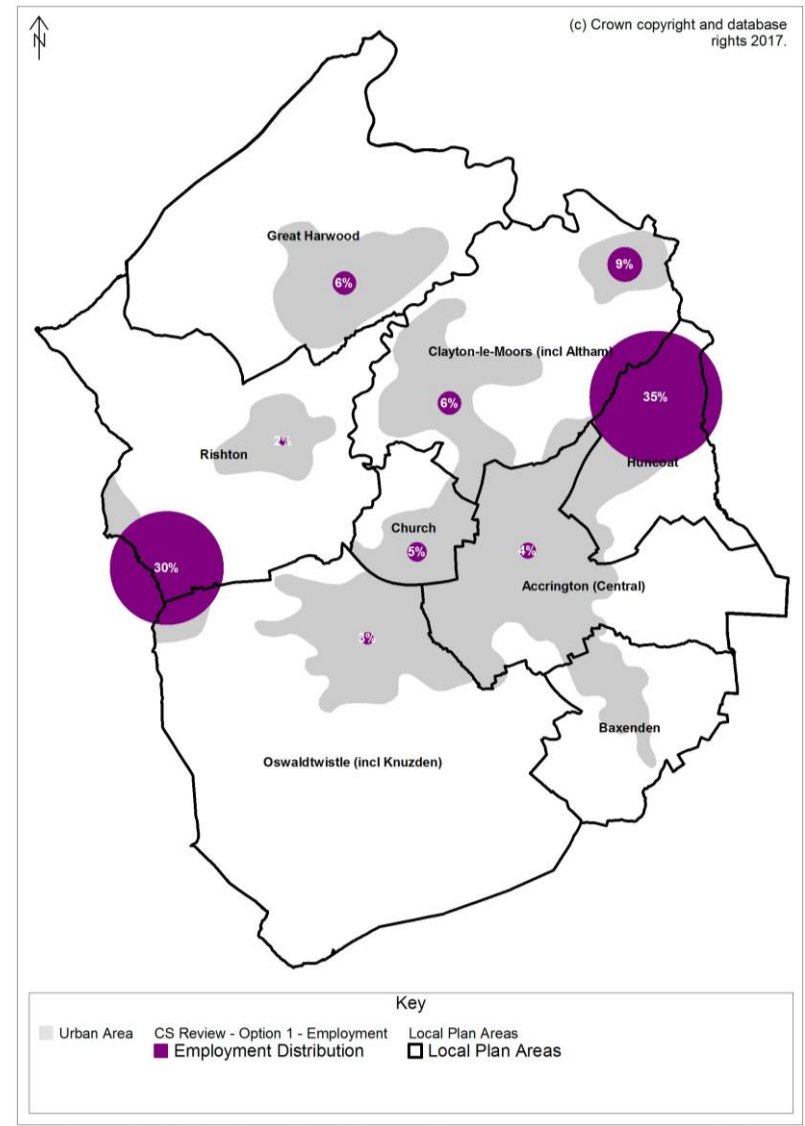
**Figure 5: Spatial Option 1 - Core Strategy led growth - Indicative housing distribution**



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**Figure 6: Spatial Option 1 - Core Strategy led growth - Indicative employment distribution**



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## **Spatial Option 2**

### Garden Village led approach

## **Spatial Option 2 – Garden Village led approach**

### **Overview**

The 'Garden Village' led approach would concentrate significant housing led development in the Huncoat area, taking full advantage of the recent designation of the area as a Housing Zone by the Government.

### **Housing – Rationale and key implications**

- Huncoat would be the primary focus for new housing in the Borough, with around a third of all new housing to be located in the area over the plan period (to 2033)
- The remaining housing requirements would be distributed amongst the other Accrington townships, Great Harwood and Rishton using the proportionate growth principle approach as under Option 1

### **Employment – Rationale and key Implications**

- Reduced employment provision at Huncoat compared to Option 1 due to the significant increased focus on housing provision at Huncoat.
- The Whitebirk strategic allocation would be retained and the remaining locations take the additional requirement on a proportional basis as per Option 1 (taking into account existing supply etc.).

### **Key Strengths / Opportunities**

- Critical mass of development at Huncoat will provide capacity to bring forward significant infrastructure improvements
- Ability to undertake comprehensive master planning of new community over piecemeal developments
- Opportunity to provide more employment land at Altham Business Park in support of market demand

### **Key Weaknesses / Threats**

- Lower levels of development elsewhere to Huncoat would limit ability to provide infrastructure improvements in those areas
- Risk of over-development and adverse impacts on local infrastructure

### **Key findings of the Sustainability Appraisal (key differences over other options)**

- The Sustainability Appraisal for Spatial Option 2 does not highlight any significant variances or unique effects when compared to the other spatial options.
- Section 6 of the Sustainability Appraisal report should be consulted for the full assessed implications of the Garden Village led approach.

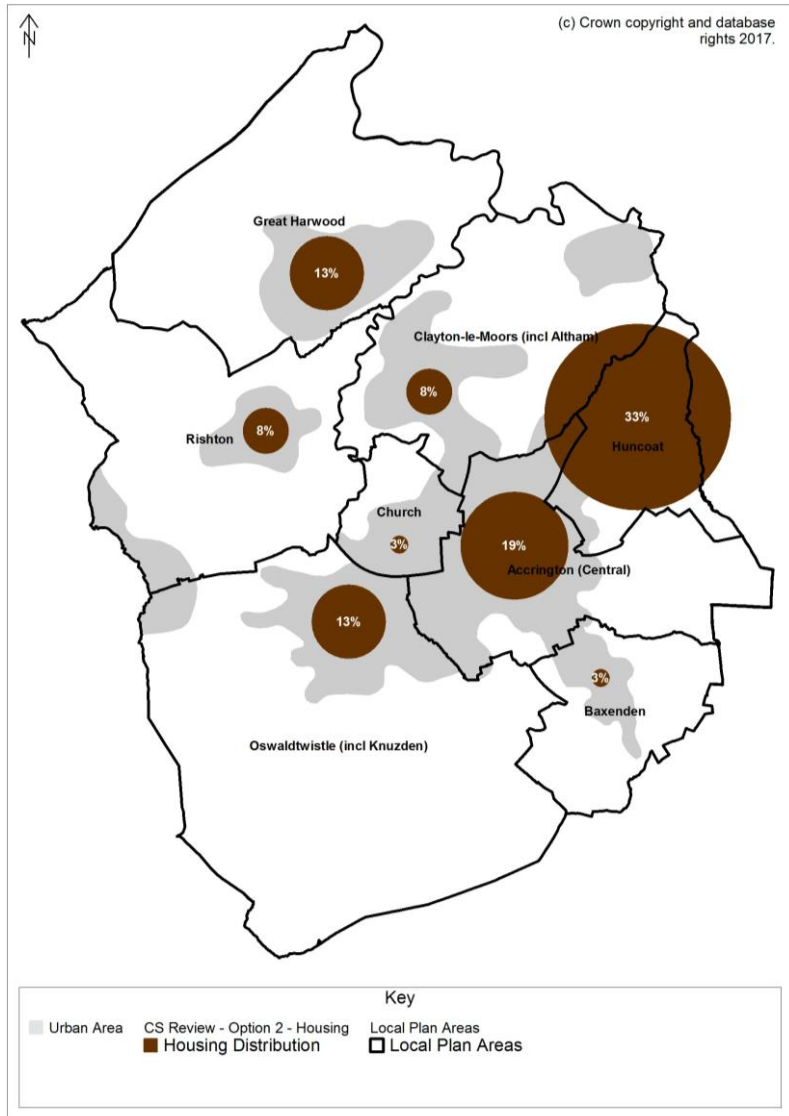
**Table 9 – Distribution of housing growth under Spatial Option 2 (Garden Village led)**

Local Plan Area		% of total housing growth (see Table 5)	Housing Growth Options (see Section 3) Indicative no. of dwellings				
			CLG consultation method	Low housing growth	Medium housing growth	High housing growth	
Accrington	Central	<b>79% total</b>	<b>19%</b>	228	665	935	1205
	Baxenden		<b>3%</b>	36	105	148	190
	Church		<b>3%</b>	36	105	148	190
	Clayton le Moors		<b>8%</b>	96	280	394	507
	Huncoat		<b>33%</b>	396	1155	1624	2092
	Oswaldtwistle		<b>13%</b>	156	455	640	824
Great Harwood			<b>13%</b>	156	455	640	824
Rishton			<b>8%</b>	96	280	394	507
<b>Total</b>			<b>100%</b>	<b>1200</b>	<b>3500</b>	<b>4920</b>	<b>6340</b>

**Table 10 – Distribution of employment growth under Spatial Option 2 (Garden Village led)**

Local Plan Area		% of total employment growth (see Table 6)	Employment Growth Options (see Section 4) Indicative land requirement (ha)		
			Low growth	High growth	Past take up
Accrington	Central	<b>5%</b>	0.22	0.96	3.1
	Baxenden	<b>0%</b>	0	0	0
	Church	<b>6%</b>	0.26	1.15	3.72
	Clayton le Moors	<b>7%</b>	0.31	1.34	4.34
	Huncoat	<b>20%</b>	0.88	3.82	12.4
	Oswaldtwistle	<b>4%</b>	0.18	0.76	2.48
Great Harwood		<b>6%</b>	0.26	1.15	3.72
Rishton		<b>2%</b>	0.09	0.38	1.24
<b>Major employment locations</b>					
Whitebirk Strategic Site		<b>30%</b>	1.32	5.73	18.6
Altham Business Park		<b>20%</b>	0.88	3.82	12.4
<b>Total</b>		<b>100%</b>	<b>4.4</b>	<b>19.10</b>	<b>62.00</b>

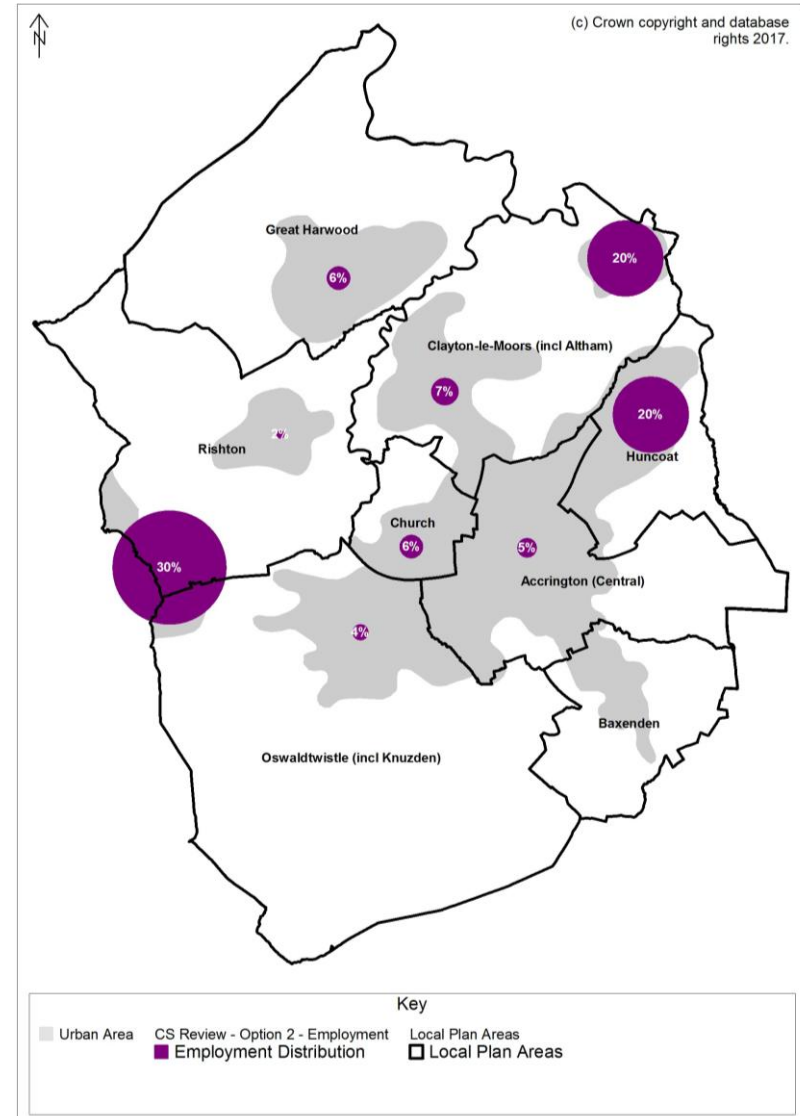
**Figure 7: Spatial Option 2 – Garden Village led growth - Indicative housing distribution**



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**Figure 8: Spatial Option 2 – Garden Village led growth - Indicative employment distribution**



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## **Spatial Option 3**

### Transport Corridor led approach

## **Spatial Option 3 – Transport Corridor led approach**

### **Overview**

The 'Transport Corridor' led approach would focus development around the key strategic transport routes. These include the East Lancashire railway line, the M65 and A56 road corridors, and the Pennine Reach quality bus route

### **Housing – Rationale and key implications**

- Housing is distributed in accordance with proximity and accessibility to key transport corridors (railway line & strategic road network (SRN) equal priority, then Pennine Reach). Distribution also based on existing population base.
- Huncoat, Rishton and Church have good access to both rail and the SRN and so see the highest proportions of new housing.
- Accrington (Central) and Oswaldtwistle have rail stations and Pennine Reach but not such immediate access to the SRN and so see relatively lower levels of new housing.
- Clayton and Baxenden have good access to the SRN only and so would see mid-low levels of new housing
- Great Harwood has relatively poor access to both rail and the SRN = the lowest levels of new housing relative to existing population

### **Employment – Rationale and key implications**

- Employment is distributed in accordance with proximity and accessibility to key transport corridors (the strategic road network (SRN) being first priority for businesses).
- Strategic allocations at Whitebirk and Huncoat (assumes completion of the link road) retain a significant proportion of the overall requirement.
- Clayton-le-Moors to take significantly more of the overall requirement (20%) than under any other of the options.
- Some areas, Accrington (Central) and Great Harwood, would see no specific allocations

### **Key Strengths / Opportunities**

- Concentrates development in areas closest to strategic transport links – sustainable (development generally focussed more centrally)

### **Key Weaknesses / Threats**

- Very low level of relative growth in Great Harwood
- Impact on air quality at junction of A678/A680 Clayton-le-Moors

### **Key findings of the Sustainability Appraisal (key differences over other options)**

- The Sustainability Appraisal for Spatial Option 3 does not highlight many significant variances or unique effects when compared to the other spatial options, only less minor negative effects around 'biodiversity and geodiversity' (though these are seen as very uncertain and will largely be influenced by the location, scale and form of development).
- Section 6 of the Sustainability Appraisal report should be consulted for the full assessed implications of the Transport Corridors led approach.

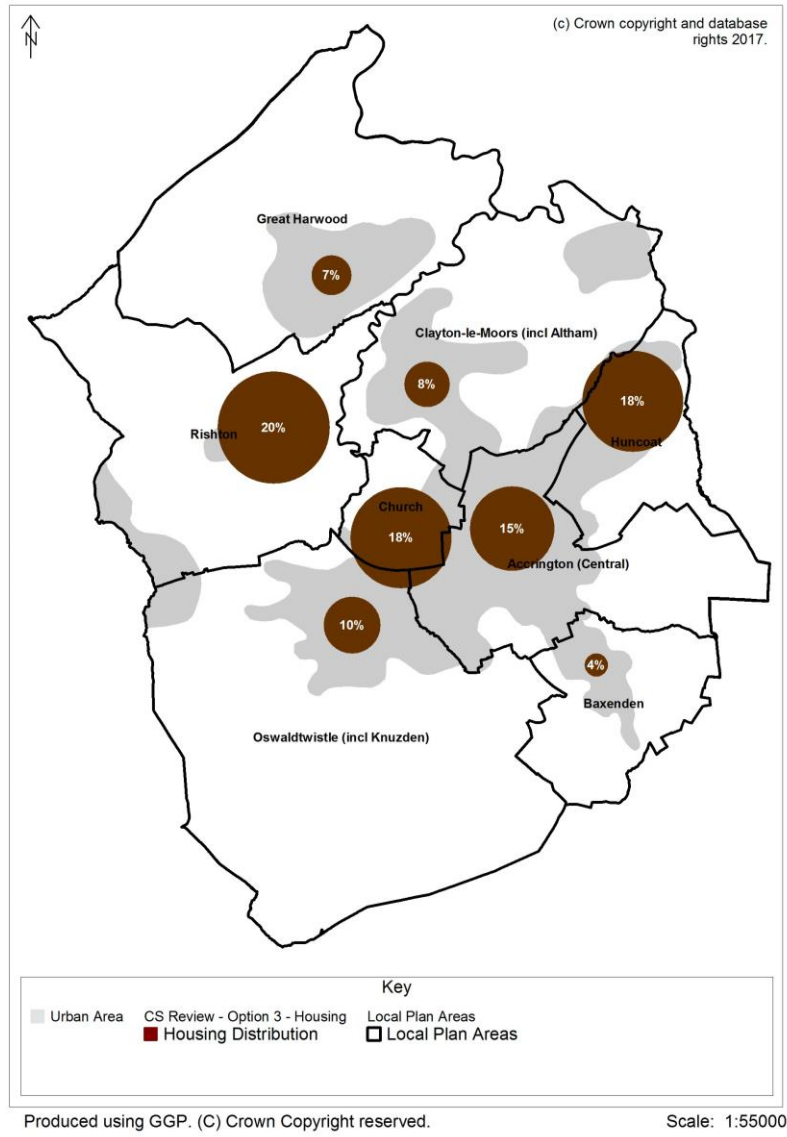
**Table 11 – Distribution of housing growth under Spatial Option 3 (Transport Corridor led)**

Local Plan Area		% of total housing growth (see Table 5)		Housing Growth Options (see Section 3) Indicative no. of dwellings			
				CLG consultation method	Low housing growth	Medium housing growth	High housing growth
Accrington	Central	73% total	15%	180	525	738	951
	Baxenden		4%	48	140	197	254
	Church		18%	216	630	886	1141
	Clayton le Moors		8%	96	280	394	507
	Huncoat		18%	216	630	886	1141
	Oswaldtwistle		10%	120	350	492	634
Great Harwood			7%	84	245	344	444
Rishton			20%	240	700	984	1268
<b>Total</b>			<b>100%</b>	<b>1200</b>	<b>3500</b>	<b>4920</b>	<b>6340</b>

**Table 12 – Distribution of employment growth under Spatial Option 3 (Transport Corridor led)**

Local Plan Area		% of total employment growth (see Table 6)		Employment Growth Options (see Section 4) Indicative land requirement (ha)		
				Low growth	High growth	Past take up
Accrington	Central		0%	0	0	0
	Baxenden		5%	0.22	0.96	3.1
	Church		5%	0.22	0.96	3.1
	Clayton le Moors		20%	0.88	3.82	12.4
	Huncoat		20%	0.88	3.82	12.4
	Oswaldtwistle		0%	0	0	0
Great Harwood			0%	0	0	0
Rishton			5%	0.22	0.96	3.1
<b>Major employment locations</b>						
Whitebirk Strategic Site			30%	1.32	5.73	18.6
Altham Business Park			15%	0.66	2.87	9.3
<b>Total</b>			<b>100%</b>	<b>4.4</b>	<b>19.1</b>	<b>62.0</b>

**Figure 9: Spatial Option 3 – Transport Corridor led growth - Indicative housing distribution**



**Figure 10: Spatial Option 3 – Transport Corridor led growth - Indicative employment distribution**



## **Spatial Option 4**

Market Focus led approach

## **Spatial Option 4 – Market Focus led approach**

### **Overview**

The 'Market Focus' led approach would seek to focus development in the areas most desirable to developers and landowners

### **Housing – Rationale and key implications**

- Housing is distributed based on three key factors: firstly, the findings of the Council's Economic Viability Study in terms of 'hot' market areas (Overton, Huncoat, Baxenden, Immanuel and St. Oswalds wards); secondly based on the information that the Council has received on land availability from the 'Call for Sites' process; and thirdly, considerations of the current population of each area.
- Great Harwood (20%), Oswaldtwistle (25%) and Baxenden (10%) all receive a much greater proportion of the total housing requirement than under any of the other Spatial Options.
- Accrington (Central) (8%), Church (2%) and Clayton-le-Moors (5%) all receive much less of the housing requirement than under any of the other Spatial Options.

### **Employment – Rationale and key Implications**

- The most attractive areas to the market are the focus for the distribution of new employment, as evidenced in the Council's Employment Land Study.
- Altham and Whitebirk take the highest proportions of the overall requirement.
- Huncoat and Clayton both receive around 12% of the overall requirement due to their proximity to the SRN. Great Harwood retains around 6%.
- Some areas, including Accrington (Central), Baxenden, Church, Oswaldtwistle and Rishton, would see no specific allocations.

### **Key Strength / Opportunities**

- Strongly based on the findings from the Council's evidence base
- Land provided in the most attractive areas to developers and therefore deliverable
- Greater number of larger properties likely to rebalance housing market

### **Key Weaknesses / Threats**

- Overall provision across Accrington is considerably lower than other options (negative impact on town centre)
- Likely to have the greatest impact of all options on Countryside Areas and Green Belt
- Potential impact on air quality at junction of A678/A680 Clayton-le-Moors

### **Key findings of the Sustainability Appraisal (key differences over other options)**

- Significant negative effects (along with minor positive) anticipated on 'health', 'access to facilities', 'transport', 'centre vitality and viability', 'climate change' and 'pollution' compared to some of the other spatial options - this is due to a greater proportion of development being focused away from the larger defined centres (Accrington Central, Great Harwood & Rishton) in more peripheral locations.
- Section 6 of the Sustainability Appraisal report should be consulted for the full assessed implications of the Market Focus led approach.

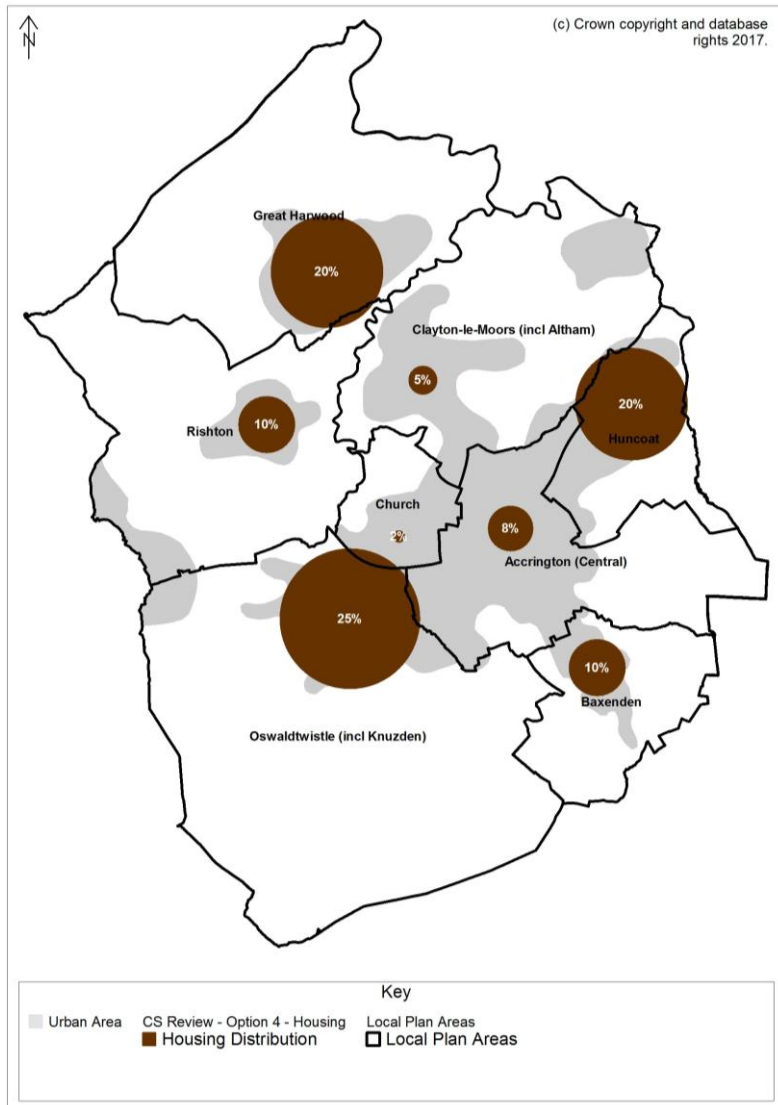
**Table 13 – Distribution of housing growth under Spatial Option 4 (Market Focus led)**

Local Plan Area		% of total housing growth (see Table 5)		Housing Growth Options (see Section 3) Indicative no. of dwellings			
				CLG consultation method	Low housing growth	Medium housing growth	High housing growth
Accrington	Central	70% Total	8%	96	280	394	507
	Baxenden		10%	120	350	492	634
	Church		2%	24	70	98	127
	Clayton le Moors		5%	60	175	246	317
	Huncoat		20%	240	700	984	1268
	Oswaldtwistle		25%	300	875	1230	1585
Great Harwood			20%	240	700	984	1268
Rishton			10%	120	350	492	634
<b>Total</b>			<b>100%</b>	<b>1200</b>	<b>3500</b>	<b>4920</b>	<b>6340</b>

**Table 14 – Distribution of employment growth under Spatial Option 4 (Market Focus led)**

Local Plan Area		% of total employment growth (see Table 6)		Employment Growth Options (see Section 4) Indicative land requirement (ha)		
				Low growth	High growth	Past take up
Accrington	Central		0%	0	0	0
	Baxenden		0%	0	0	0
	Church		0%	0	0	0
	Clayton le Moors		12%	0.53	2.29	7.44
	Huncoat		12%	0.53	2.29	7.44
	Oswaldtwistle		0%	0	0	0
Great Harwood			6%	0.26	1.15	3.72
Rishton			0%	0	0	0
<b>Major employment locations</b>						
Whitebirk Strategic Site			35%	1.54	6.69	21.7
Altham Business Park			35%	1.54	6.69	21.7
<b>Total</b>			<b>100%</b>	<b>4.4</b>	<b>19.10</b>	<b>62.00</b>

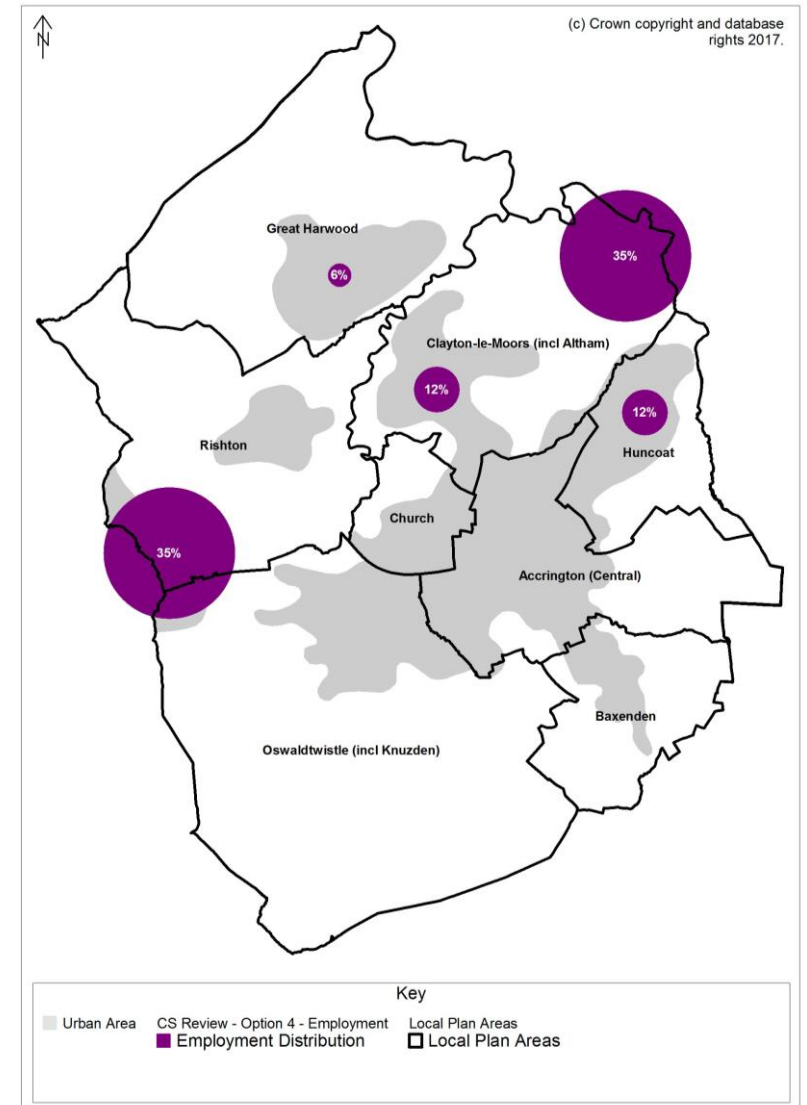
**Figure 11: Spatial Option 4 – Market Focus led growth - Indicative housing distribution**



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**Figure 12: Spatial Option 4 – Market Focus led growth - Indicative employment distribution**



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## **Spatial Option 5**

### Land Availability led approach

## **Spatial Option 5 – Land Availability led approach**

### **Overview**

The 'Land Availability' led approach would seek to focus development in areas where there is already the land known to be available for development as set out in the Council's evidence base<sup>16</sup>. This strategy would ensure that all available land is used first, ensuring that the Council does not have to find additional land in other parts of the Borough if surplus land is still available elsewhere.

### **Housing – Rationale and key implications**

- Accrington would accommodate the highest proportion of housing than under any other spatial option (82%). Central area and Oswaldtwistle would have significant proportions (30% and 23%). Huncoat would have the lowest proportion than under any other spatial option (13%). Baxenden (3%), Church (8%) and Clayton-le-Moors (5%) would also have low proportions.
- Rishton (5%) has the lowest proportion than under any other spatial option and Great Harwood has 13%

### **Employment – Rationale and key Implications**

- Under this option it is assumed that the strategic employment allocation at Huncoat is retained, and therefore Huncoat sees the largest proportion of development (40% of total requirement), the highest employment allocation for the area under any of the spatial options. Whitebirk provides 31% of the total requirement.
- The remaining employment land would be distributed in Clayton-le-Moors (21%), Altham (7%) and Great Harwood (2%).
- Some areas (Accrington Central, Baxenden, Church, Oswaldtwistle and Rishton) would see no specific allocations.

### **Key Strengths / Opportunities**

- Strongly based on the findings from the Council's evidence base
- Seeks to utilise known available land in the most efficient way
- Minimises pressure to release additional land

### **Key Weaknesses / Threats**

- The option does not recognise the potential of Huncoat as a Housing Zone (retaining the full strategic employment allocation in the Core Strategy)
- Limited potential for infrastructure improvements in some areas
- Primarily led by willing landowners as opposed to a specific Council led growth strategy

### **Key findings of the Sustainability Appraisal (key differences over other options)**

- Only minor positive effects on 'education' (as opposed to mixed positive and negative under other options) due to lower housing provision in Huncoat.
- Significant positive effects (along with minor negative) anticipated on 'health', 'access to facilities', 'transport', 'centre vitality and viability' and 'climate change' compared to some of the other spatial options - this is due to a greater proportion of development being

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<sup>16</sup> the Strategic Housing Land Availability Assessment (SHLAA) for housing, and the Employment Land Study (ELS) for employment sites.

focused around the larger defined centres (Accrington Central, Great Harwood & Rishton).

- Section 6 of the Sustainability Appraisal report should be consulted for the full assessed implications of the Land Availability led approach.

**Table 15 – Distribution of housing growth under Spatial Option 5 (Land Availability led)**

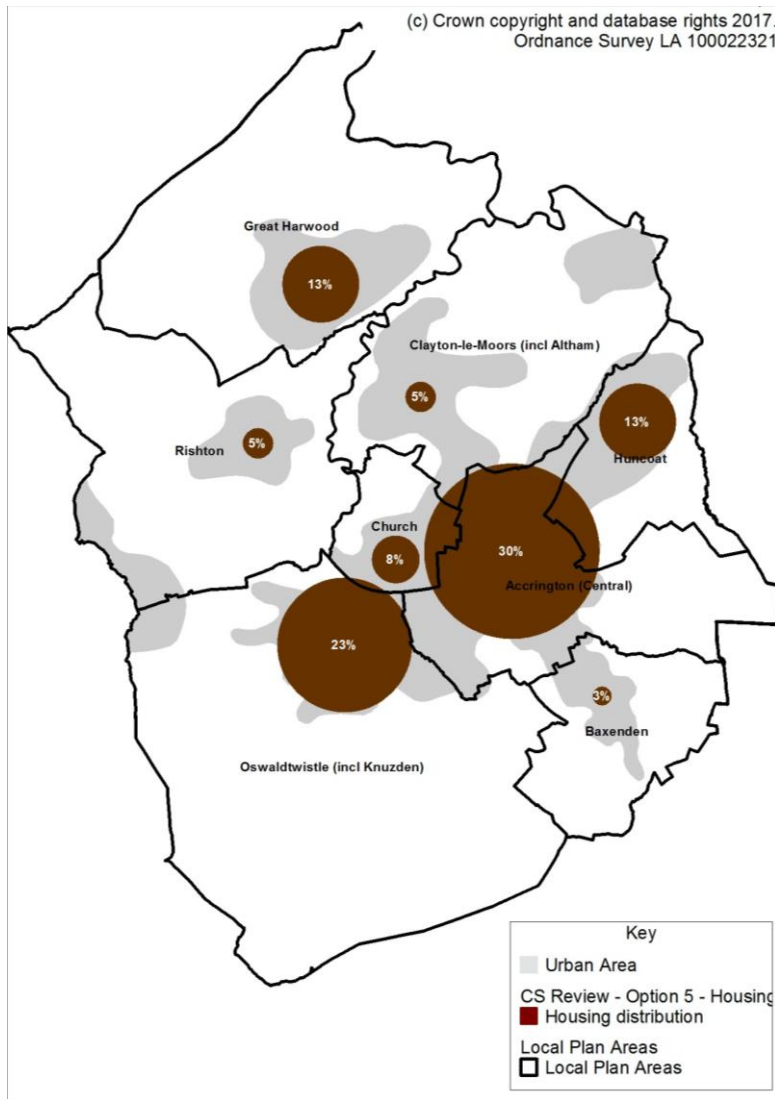
Local Plan Area		% of total housing growth (see Table 5)	Housing Growth Options (see Section 3) Indicative no. of dwellings				
			CLG consultation method	Low housing growth	Medium housing growth	High housing growth	
Accrington	Central	<b>82% total</b>	<b>30%</b>	360	1050	1476	1902
	Baxenden		<b>3%</b>	36	105	148	190
	Church		<b>8%</b>	96	280	394	507
	Clayton le Moors		<b>5%</b>	60	175	246	317
	Huncoat		<b>13%</b>	156	455	640	824
	Oswaldtwistle		<b>23%</b>	276	805	1132	1458
Great Harwood			<b>13%</b>	156	455	640	824
Rishton			<b>5%</b>	60	175	246	317
<b>Total</b>			<b>100%</b>	1200	3500	4920	6340

**Table 16 – Distribution of employment growth under Spatial Option 5 (Land Availability led)**

Local Plan Area		% of total employment growth (see Table 6) <sup>17</sup>	Employment Growth Options (see Section 4) Indicative land requirement (ha)		
			Low growth	High growth	Past take up
Accrington	Central	<b>0%</b>	0	0	0
	Baxenden	<b>0%</b>	0	0	0
	Church	<b>0%</b>	0	0	0
	Clayton le Moors	<b>21%</b>	0.91	3.93	12.77
	Huncoat	<b>40%</b>	1.74	7.54	24.49
	Oswaldtwistle	<b>0%</b>	0	0	0
Great Harwood		<b>2%</b>	0.09	0.4	1.30
Rishton		<b>0%</b>	0	0	0
<b>Major employment locations</b>					
Whitebirk Strategic Site		<b>31%</b>	1.34	5.83	18.91
Altham Business Park		<b>7%</b>	0.32	1.39	4.53
<b>Total</b>		<b>100%</b>	<b>4.4</b>	<b>19.10</b>	<b>62.00</b>

<sup>17</sup> Percentage distribution of growth figures under Spatial Option 5 may not add up to exactly 100% due to rounding

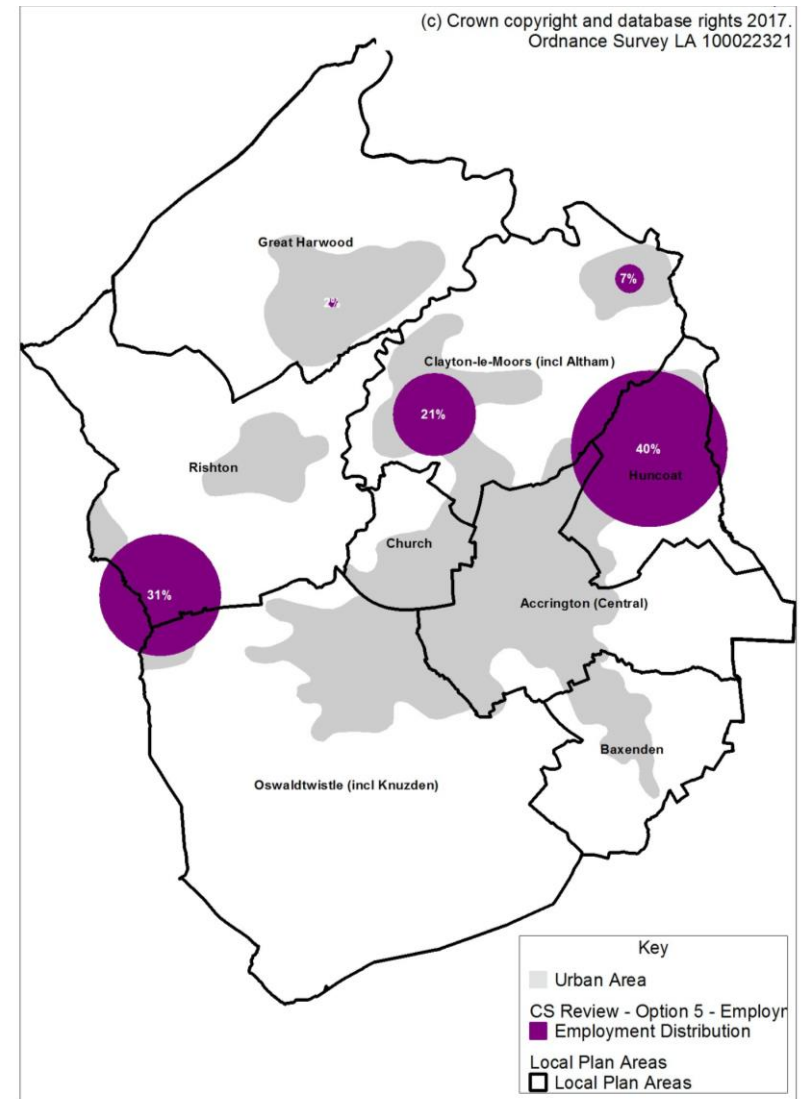
**Figure 13: Spatial Option 5 – Land Availability led growth - Indicative housing distribution**



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**Figure 14: Spatial Option 5 – Land Availability led growth - Indicative employment distribution**



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