



HYNDBURN

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**Local Development Scheme
(2025 – 2028)**

For the Hyndburn Local Plan

February 2025

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1. Introduction

- 1.1. The Planning and Compulsory Purchase Act 2004 (the 2004 Act) places a requirement on Local Authorities to publish a Local Development Scheme (LDS) in support of the Development Plan for their area. The primary purpose of an LDS is to set out the timetable for the production of documents within, and associated to, the Development Plan, otherwise referred to as the 'Local Plan'.
- 1.2. Hyndburn Borough Council ("the Council") are currently preparing a new Local Plan for the Borough, which will include new strategic policies and site allocations. Up to this point, the Council has undertaken five public consultations on the emerging Local Plan (including a separate consultation on Gypsy and Traveller policy and site options). This LDS replaces the 2024 version with a new, revised timetable of work to 2028, taking it beyond the estimated adoption date for the new Local Plan of 2027.
- 1.3. There has been some slippage in the timetable since the review of the Local Plan first started. The main reasons for this are:
 - Staff changes and resource issues;
 - The large number of responses/comments to previous consultations and the time taken to process and respond to these;
 - The need to undertake additional consultation on Gypsy and Traveller sites and a further Regulation 19 consultation;
 - Delays in the progression of the Huncoat Masterplan;
 - Proposed and actual changes to national planning policy, including major planning reforms;
 - Need for additional and updated evidence base reports.
- 1.4. The Local Plan for an area can comprise a single Development Plan Document (DPD), or a collection of DPDs, as appropriate to that area. The Local Plan for Hyndburn is concerned with providing a complete planning framework for the Borough including:
 1. A spatial vision, strategy and strategic objectives for the next 15 years;
 2. Planning policies (both strategic and non-strategic/local) for helping to facilitate the development needs identified for the area;
 3. Land allocations in support of planning policy, for example to meet the key housing and employment needs over the plan period;
 4. Land designations to protect areas from development where appropriate; and
 5. A monitoring and implementation framework for delivery of the local plan.
- 1.5. A local authority can also choose to produce Supplementary Planning Documents (SPDs) in support of delivering an effective planning service. SPDs provide additional guidance on planning policies and/or land allocations within a

DPD. An SPD does not, however, hold the same weight in decision making and in the determination of planning applications as a DPD, as it is not subject to the same rigorous procedures and examination process. An SPD also cannot introduce new or amended policy.

- 1.6. The Town and Country Planning (Local Planning) (England) Regulations 2012 (hereafter referred to as ‘the Regulations’) set out the discrete stages that both a DPD and SPD must go through prior to being adopted. These stages are summarised in Table 1 below and are discussed in more detail in [Section 7 \(Timetable\)](#) of this revised LDS.

Table 1: Key stages in the preparation of DPDs and SPDS

Development Plan Documents (DPDs)	Supplementary Planning Documents (SPDs)
Regulation 18 Preparation (incl. Public Participation)	Regulation 12 Public Participation
Regulation 19 Publication (incl. Public Participation)	
Regulation 20 Representations	Regulation 13 Representations on Supplementary Planning Documents
Regulation 22 Submission of documents and information to the Secretary of State	
Regulation 24 Independent examination	
Regulation 25 Publication of the recommendations of the appointed person	
Regulation 26 Adoption	Regulation 14 Adoption

- 1.7. The Regulations also set out the minimum requirements that local authorities must meet during consultation with relevant interested parties, and the specific documents that must be made available at each stage in the process. The Council will ensure that as Local Plan documents are progressed, these minimum requirements are fulfilled, along with any additional requirements set out in the Council’s published Statement of Community Involvement.

- 1.8. The Government requires, through regulation¹, that local authorities review Local Plans and their Statements of Community Involvement at least every five years from the date of their adoption. Local Authorities will need to carry out an

¹ The Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2017

assessment of whether a Local Plan or Statement of Community Involvement remains relevant and effectively addresses the needs of the local community, or whether policies need updating. Having carried out this assessment authorities must decide:

- That one or more policies do need updating, and update their Local Development Scheme to set out the timetable for updating their plan, and then update their plan; or
- That their policies do not need updating, and publish their reasons for this decision

1.9. This LDS seeks to summarise the current position with regards to the Hyndburn Local Plan, and how it is expected to be progressed over the coming few years.

1.10. Separate to the Local Plan making process, but integral to the future development of Hyndburn, is the masterplan exercise in Huncoat. This was a significant piece of work that was undertaken by external consultants, in conjunction with a variety of stakeholders.

1.11. The final Masterplan was approved in October 2021 and the site allocations for the area, along with the planning policy approach it sets out will be reflected in the Local Plan. Current intentions are also to adopt the Masterplan as an SPD².

1.12. In line with the latest advice from Government, this LDS has been kept as concise as possible. If further information is required on any of the content of this document then please contact planningpolicy@hyndburnbc.gov.uk or call 01254 380174.

1.13. Further information, including the most up to date published information in relation to the Local Plan can be found on the Council's Local Plan webpages: <https://www.hyndburnbc.gov.uk/localplan/>

² Subject to further work in line with the Regulations

2. The emerging Hyndburn Local Plan

2.1. The majority of the 1996 Hyndburn Local Plan and Proposals Map has been replaced by more recent Development Plan Documents. The new Local Plan will replace some parts of these but, for clarity, the following documents comprise the *current* statutory Development Plan for Hyndburn (as of March 2024):

1. Hyndburn Core Strategy (adopted 2012);
2. Accrington Area Action Plan (adopted 2012);
3. Hyndburn Development Management (DM) DPD (adopted 2018)
4. Saved policies from the Hyndburn Local Plan (1996) including the Proposals Map (statement of saved policies attached as Appendix 1);
5. Joint Lancashire Minerals and Waste Core Strategy (adopted 2009); and
6. Joint Lancashire Minerals and Waste Site Allocations and Development Management Policies (adopted 2013).

2.2. New documents to be produced are the Local Plan (Strategic Policies and Site Allocations) document and Policies Map, which will replace the 2012 Core Strategy.

New Strategic Policies

2.3. A review of the 2012 Core Strategy, which contained strategic policies³ for the Borough, is required for a number of reasons:

- a) The current Core Strategy was adopted pre-National Planning Policy Framework (NPPF) (which was first published in 2012 and has been subject to several revisions since then);
- b) NPPF now expects Plans to be reviewed every five years;
- c) Housing provision targets set out in the Core Strategy are out of date; the Government now expects housing requirements to be based on the standard methodology for calculating housing need or an up-to-date housing need assessment which the Council has in the form of the recently produced Housing and Economic Needs Assessment (HENA);
- d) Employment land requirements have also been updated following the publication and findings of the Employment Land Study and updated HENA.

2.4 The extent and nature of the strategic policies review has been considered through the five rounds of public consultation which has included the following:

³ NPPF paragraphs 17-23 make a distinction between “strategic” policies which should address the local authority’s priorities for development and use of land and “non-strategic” or local policies. Strategic policies are those which set out the overall strategy for the pattern, scale and design quality of places, including making provision for housing and employment development, infrastructure, community facilities and the natural environment. In Hyndburn, the new Local Plan will contain strategic policies, whilst non-strategic, detailed policies are contained in the adopted Development Management DPD.

- Regulation 18(1) 2018: this consultation set out a range of options for future housing and employment growth in the Borough, the distribution of that growth, and how the Council should assess specific sites to allocate;
- Regulation 18(2) 2019: consultation on a draft Core Strategy setting out proposed strategic planning policies, as well as a set of initial site assessments of 'reasonable alternative' site options for allocation;
- Regulation 18(3) 2019: consultation on a specific Gypsy and Traveller Policy and Site Options paper;
- Regulation 19(1) 2022: consultation on the Publication Local Plan (Strategic Policies and Site Allocations);
- Regulation 19(2) 2024: Consultation on Publication Local Plan (Strategic Policies and Site Allocations).

Site Allocations

2.5. The Site Allocations element of the Local Plan will allocate and designate land for the Borough in accordance with new strategic policy requirements and the Development Management DPD. This will include, for example, the need to meet the full housing and employment needs of the Borough and to identify the open space network.

2.6. As well as a 'Call for Sites' exercise which was open between 2015 and early 2020 and various evidence base work, the first two rounds of Regulation 18 consultation set out the Site Assessment Methodology being applied in preparing the Local Plan. The second consultation also set out the long list of potential sites being considered for allocation. The Regulation 19 Plan set out the Council's preferred choice of site allocations taking into account the consultation responses received at Regulation 18 stage.

Policies Map

2.7 Once the Strategic Policies and Site Allocations Local Plan is adopted, this will be accompanied by a new Policies map, which will fully replace the current Proposals Map (still dated 1996). The new map will include any adopted policy designations such as housing and employment allocations, areas of open space, heritage assets, habitat areas and so on. It will also reflect amendments to the urban boundary, countryside and Green Belt boundaries which have come about through the designation of new site allocations and other spatial changes.

Accrington Area Action Plan review

2.8 In line with the NPPF requirement to review plans at least every five years, the Council also undertook a review of the Accrington AAP in 2018. This review concluded that it was not considered necessary at that time to review any specific elements of the Accrington AAP (as set out in the published review document). However, it is recognised that town centres across the UK

are increasingly facing significant challenges and, in particular, the Council is working on a new strategy for Accrington Town Centre. In light of this, whilst the majority of the Accrington AAP will remain relevant and in accordance with up to date policy, it will be necessary to undertake a further review at some point in the future.

The emerging Local Plan

2.9 In summary, the emerging Local Plan and Development Plan will comprise the following documents:

Table 2: The emerging Hyndburn Local Plan

Document	Description	Geographical Area	Current Status
Local Plan: Strategic Policies and Site Allocations and Policies Map	Establishes the strategic policy framework for the development of Hyndburn and will allocate and designate land for the Borough in accordance with strategic policy requirements	Borough Wide	Submission to Secretary of State of Examination in Public (March 2024)
Accrington Area Action Plan	Sets out a strategic and local planning policy framework for Accrington town centre	Accrington town centre and environs	Adopted (January 2012)
Development Management DPD	Provides the more detailed local (non-strategic) policy framework to assist Officers in decision making and dealing with applications	Borough Wide	Adopted (Jan 2018)

3. Neighbourhood Plans

3.1. The Localism Act 2011 introduced powers for local communities and Parish/Town Councils to develop Neighbourhood Plans (NPs). These are required to be in conformity with the strategic aims and policies of the Local Plan.

3.2. NPs are subject to independent assessment, followed by a referendum within the area to which the plan applies. If the referendum results in over 50% of

those voting being in favour of the NP then the Council must adopt it as part of the statutory Development Plan for the Borough. Any NPs that are adopted will be highlighted in the Authority Monitoring Report (AMR). NPs will not however be programmed into this LDS as they are not the responsibility of the Council to programme and produce.

- 3.3. Where local communities have shown an interest in pursuing NPs, the Council will support this work. To date only one Neighbourhood Forum (NF) has been formally approved. This is the Clayton-le-Moors and Altham NF and the Council has worked with (and supported) local residents and consultants on this. The Neighbourhood Forum and Area were formally designated in March 2013. However, since designation, there has been no further progress and, as the designation of a Forum is only valid for five years, this has now expired.
- 3.4. A further group, based in Great Harwood, has shown interest in producing a NP, and an initial enquiry has also been received in relation to Church, but a valid application for 'Forum' and 'Area' status is yet to be received by the Council for either of these areas.
- 3.5. The Council will continue to support any future work on these or any other Neighbourhood Plans in the Borough.

4. Integrated Impact Assessment (and Sustainability Appraisal)

- 4.1 Sustainability Appraisal (SA) is a statutory requirement of the Planning and Compulsory Purchase Act 2004. It is designed to ensure that the plan preparation process maximises the contribution that a plan makes to sustainable development and minimises any potential adverse impacts. The SA process involves appraising the likely social, environmental and economic effects of the policies and proposals within a plan from the outset of its development. SA Reports should be read in conjunction with the Local Plan consultation documents.
- 4.2 SA reports have been prepared for the Council by consultants for each stage of the Regulation 18 and 19 consultations: starting with an appraisal of the Regulation 18(1) Growth Options and Spatial Options consultation (February 2018) and the Regulation 18(2) Core Strategy Review and Site Allocations DPD consultation (February 2019). For the Regulation 19 stage, the report was expanded to comprise an Integrated Impact Assessment, which incorporates Sustainability Appraisal (SA), Strategic Environmental Assessment, a Health Impact Assessment (HIA) and Equalities Impact Assessment (EqIA).

5. Habitats Regulations Assessment

- 5.1 The application of the Habitats Regulation Assessment (HRA) to land-use plans is a requirement of the Conservation of Habitats and Species Regulations

2010⁴. HRA applies to all Local Development Documents in England and Wales.

- 5.2 The HRA process assesses the potential effects of a land-use plan against the conservation objectives of any European sites designated for their importance to nature conservation. European sites provide valuable ecological infrastructure for the protection of rare, endangered or vulnerable natural habitats and species of exceptional importance within the EU. These sites form a system of internationally important sites throughout Europe and are known collectively as the 'Natura 2000 network'.
- 5.3 The purpose of HRA is to help ensure the protection of the Natura 2000 Network, including all the protected species and habitats associated with it. The suite of sites making up the network is comprised of Special Areas of Conservation (SAC) and Special Protection Areas (SPA).
- 5.4 An HRA has been undertaken for the emerging Local Plan and has been published alongside other documents during the Regulation 19 consultation.

6. Other Relevant Documents

Statement of Common Ground

- 6.1 A statement of common ground is a written record of the progress made by strategic policy-making authorities during the process of planning for strategic cross-boundary matters. It documents where effective co-operation is and is not happening throughout the plan-making process, and is a way of demonstrating at examination that plans are deliverable over the plan period and are based on effective joint working across local authority boundaries. In the case of local planning authorities, it also forms part of the evidence required to demonstrate that they have complied with the duty to cooperate. Statement of Common Ground will be produced in support of the emerging Local Plan, as part of this duty.

Authority Monitoring Report (AMR)

- 6.2 The Council regularly publishes information that shows progress with local plan preparation, reports any activity relating to the duty to cooperate, any information collected which relates to indicators in the plan, and any policies which are not being implemented. The AMR can also be used to provide up-to-date information on the implementation of any neighbourhood plans that have been brought into force. The latest AMR can be found on the Council's website.

⁴ The UK's transposition of European Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora (the Habitats Directive).

Statement of Community Involvement (SCI)

- 6.3 The SCI sets out how communities and other interested parties can get involved in the planning process including the preparation of local planning policies and decisions on planning applications in the Borough. Local planning authorities must set out in their SCI how they will engage communities during the Local Plan preparation. The Council has a duty to produce an SCI but there is no formal requirement to consult on this. The latest SCI, dated March 2022, has been published on the Council's website here:
<https://www.hyndburnbc.gov.uk/download-package/statement-of-community-involvement/>

Community Infrastructure Levy (CIL) Charging Schedule

- 6.4 The CIL is a planning charge, introduced by the Planning Act 2008, as a tool for local authorities in England and Wales to help deliver infrastructure to support the development of their area. Where a CIL has been set in an area, development may be liable for a charge. Hyndburn Borough Council do not currently have a CIL charging structure in place but if this situation changes, the Council will provide further information.

7. Timetable for preparing the Hyndburn Local Plan

- 7.1. Table 1 of this LDS summarised the key stages in the preparation of a Local Plan, as prescribed by the Regulations. The anticipated delivery of the Hyndburn Local Plan over the next 3-year period is set out in Hyndburn Local Plan Timeline 2025-2028, as shown in Table 3.
- 7.2. There are a wide range of factors that can influence the timely delivery of Local Plans broadly falling within one or more of the following categories:
1. Effects of wider social and economic issues (such as those related to issues such as Covid-19 and Brexit);
 2. Unrealistic / overly ambitious expectations;
 3. Lack of sufficient resources (financial or skills related);
 4. External influences (policy/legislative changes or competing demands);
and
 5. Potential changes in political leadership – both locally and nationally.
- 7.3. As part of the annual monitoring process and review of this LDS, risks (and associated mitigation) will be carefully monitored to ensure that any impacts on delivery of the Hyndburn Local Plan are minimised.

Appendix 1: Local Plan Evidence Base

The following list shows the key pieces of evidence that have been produced that will inform the new Local Plan for Hyndburn (date order – most recent first):

Evidence	Undertaken by:	Date
Authority Monitoring Report	Hyndburn BC	Annual
5 Year Housing Land Supply Statement	Hyndburn BC	Annual
Heritage Impact Assessment	Growth Lancashire	2025
Highways Capacity Study	WSP	2023
Strategic Flood Risk Assessment (SFRA) Level 1	JBA Consulting	2023
Open Space Audit	KKP	2022
Playing Pitch Assessment and Strategy	Tetrattech	2022
Built Sports Facilities Assessment and Strategy	Tetrattech	2022
Landscape Assessment	Penny Bennett Landscape Architects	2022
Habitats Regulations Assessment – Screening Report	Graeme Skelcher Ecological Consultant	2022
Employment Land Study (refresh) 2019	Turley	2022
Housing and Economic Needs Assessment update	Iceni	2021
Economic Viability Study	HDH Planning	2021
Habitats Survey	Graeme Skelcher Ecological Consultant	Dec 2020
Gypsy and Traveller and Travelling Showperson Accommodation Assessment	Arc4	July 2019
Housing and Economic Needs Assessment	GL Hearn	Dec 2018
Green Belt Assessment	Arup	Apr 2018
Economic Viability Study	Keppie Massie	Oct 2016
Strategic Housing Land Availability Assessment	PBA	Oct 2016
Retail Thresholds Evidence Note	Hyndburn BC	Jul 2016
Retail Study	PBA	Jun 2016
Employment Land Study	Turley	Jan 2016
Housing Needs Assessment (2012-based household projections update)	NLP	Dec 2015

Evidence	Undertaken by:	Date
Gypsy & Traveller & Travelling Showpeople Accommodation Assessment	Opinion Research Services	Aug 2014
Strategic Housing Market Assessment (SHMA) & Housing Needs Study	NLP	Jun 2014
Landscape Guidance for Wind Turbines up to 60m high in the South and West Pennines	Julie Martin Associates	Jan 2013
Lancashire Sustainable Energy Study	SQW	Mar 2011
Strategic Flood Risk Assessment (SFRA) Level 1	Hyndburn BC	Feb 2010
Mapping the Cultural Sector in Pennine Lancashire	Jura Consultants	Jan 2009
Green Spaces Audit and Strategy	Hyndburn BC	2007
Open Space Assessment Report	Knight Cavanaugh Page	2006