

# SCRUTINY COMMITTEE

Wednesday, 1st June, 2022  
6.30 pm





# SCRUTINY COMMITTEE

## ROOMS 2 & 3, BURNLEY TOWN HALL

Wednesday, 1st June, 2022 at 6.30 pm

This agenda gives notice of items to be considered in private as required by Regulations (4) and (5) of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

Members are reminded that if they have detailed questions on individual reports, they are advised to contact the report authors in advance of the meeting.

Members of the public may ask a question, make a statement, or present a petition relating to any agenda item or any matter falling within the remit of the committee.

Notice in writing of the subject matter must be given to the Head of Legal & Democracy by 5.00pm on the day before the meeting. . Forms can be obtained for this purpose from the reception desk at Burnley Town Hall, Manchester Road or at the Contact Centre, Parker Lane, Burnley or from the web at:

<http://burnley.moderngov.co.uk/ecCatDisplay.aspx?sch=doc&cat=13234> . You can also register to speak via the online agenda. Requests will be dealt with in the order in which they are received.

Due to Public Health guidance on social distancing there is a limited capacity for members of the public to attend meetings. You are advised to contact [democracy@burnley.gov.uk](mailto:democracy@burnley.gov.uk) in advance of the meeting.

## **AGENDA**

### **1) Apologies**

To receive any apologies for absence.

### **2) Minutes**

To approve as a correct record the minutes of the previous meeting.

7 - 10

### **3) Additional Items of Business**

To determine whether there are any additional items of business which, by reason of special circumstances, the Chair decides should be considered at the meeting as a matter of urgency.

### **4) Declarations of Interest**

To receive any declarations of interest from Members relating to any item

on the agenda, in accordance with the provisions of the Code of Conduct and/or indicate if S106 of the Local Government Finance Act 1992 applies to them.

**5) Exclusion of the Public**

To determine during which items, if any, the public are to be excluded from the meeting.

**6) Public Question Time**

To consider questions, statements or petitions from Members of the Public.

PUBLIC ITEMS

**7) Notice of Key Decisions and Private Meetings**

11 - 20

To consider the list of future Key Decisions.

**8) Scrutiny Procedure Rules for Noting**

21 - 28

To note the Scrutiny Procedure Rules (Part 4.5 of the constitution) which outlines how the Scrutiny Committee operates and fits into the Council's decision making process.

**9) Tennis Court Improvements and Management-to follow**

To consider a report on Tennis Court Improvements and Management-prior to it being considered by the 14 June Executive.

**10) Planning Authority Monitoring Report 2020-21**

29 - 174

To consider a summary report, and the detailed Planning Authority Monitoring Report (AMR) 2020-21 (attached) which was completed in December 2021 and is also available on the Council's website [Authority Monitoring Report and Statistics - burnley.gov.uk](https://burnley.gov.uk/authority-monitoring-report-and-statistics).

The detail of the link above is as follows on the Council's planning website;

<https://burnley.gov.uk/planning/planning-policies/burnleys-annual-monitoring-report/>

The detailed AMR sets out the Council's progress in plan-making and monitors the performance of policies in the Local Plan to see whether they are helping to deliver the vision and objectives of the Plan as set out and whether there is any need to formally update the Plan.

The AMR also sets out a wide range of contextual information to inform any future planning policy development and to inform other Council plans and strategies.

This report is an example of scrutiny oversight and is not a future decision making report either for Executive or Full Council (Policy Framework items).

- 11) Scrutiny Review Groups** 175 - 178
- To receive an update on Scrutiny Review Groups during 2021-22.
- To consider the Committee`s work priorities for 2022-23 and how best they can be addressed by the Committee, including any Scrutiny Review Groups to carry out work based on objectives agreed by the Committee. (please see attached proforma for Members to consider /outline any issues best suited to be looked at by an SRG, such as evidence based task and finish work ).
- 12) Work Programme 2022/23** 179 - 184
- To identify any items for the Work Programme for 2022/23, taking into account previous year items carried forward, annual items based on the Policy Framework (Full Council), annual items and others of interest to Scrutiny, any Scrutiny Review Groups, and any Executive reports during the year to be scrutinised before those meetings.
- Please see attached a summary of the completed Work Programme for 2021-22 for reference, and an outline of the 2022-23 Work Programme to be updated.
- 13) Exclusion of the Public**
- To consider the exclusion of the public from the meeting before discussion takes place on the following items of business, on the grounds that in view of the nature of the items for consideration, there would be disclosure to them of exempt information within the meaning of Paragraph 3 of Schedule 12a of the Local Government Act 1972.
- PRIVATE ITEMS
- 14) Charter Walk Progress 2022-23 and Proposals** 185 - 188
- To consider a report on Charter Walk Progress 2022-23 and Proposals - prior to it being considered by the 14 June Executive.
- Information relating to the financial or business affairs of any particular person (including the authority holding that information)
- 15) Enforcement and Cash Collection Contract** 189 - 192
- To consider a report on Enforcement and Cash Collection Contract - prior to it being considered by the 14 June Executive.
- Information relating to the financial or business affairs of any particular person (including the authority holding that information)
- 16) Sale of Residential Properties** 193 - 198
- To consider a report on the Sale of Residential Properties- prior to it being considered by the 14 June Executive.
- Information relating to the financial or business affairs of any particular

person (including the authority holding that information)

## **MEMBERSHIP OF COMMITTEE**

Councillor Howard Baker (Chair)  
Councillor Ann Royle (Vice-Chair)  
Councillor Gordon Birtwistle  
Councillor Alan Hosker  
Councillor Martyn Hurt  
Councillor Mohammed Ishtiaq  
Councillor Lubna Khan  
Councillor Gordon Lishman  
Councillor Sehrish Lone

Councillor Gail Barton  
Councillor Sarah Hall  
Councillor Jack Launer  
Councillor Alun Lewis  
Councillor Jamie McGowan  
Councillor Emma Payne  
Councillor Christine Sollis  
Councillor Don Whitaker

**PUBLISHED**

Tuesday, 24 May 2022

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## SCRUTINY COMMITTEE

BURNLEY TOWN HALL

Wednesday, 9th March, 2022 at 6.30 pm

### PRESENT

### MEMBERS

Councillors H Baker (Chair), G Birtwistle, C Briggs, S Chaudhary, S Cunliffe, D Ferrier, A Hosker, M Ishtiaq, A Khan, S Lone and C Towneley

### OFFICERS

Gerard Vinton	– Chief Executive, Burnley Leisure
Richard Brown	– Community Safety Officer
Alison McEwan	– Democracy Officer

### IN ATTENDANCE

Cllr A Anwar – Leader of the Council

#### 99. Apologies

Apologies were received from Councillors Hurt, L Khan and Royle.

#### 100. Minutes

The minutes of the last meeting were approved as a correct record and signed by the Chair.

#### 101. Notice of Key Decisions and Private Meetings

Members were informed that the latest iteration of the NKDPM had been published and members should notify the Chair if they considered any of the items should be brought to the Committee.

#### 102. Community Safety Annual Report

Richard Brown introduced the report which was noted by Members.

## 103. Leisure Trust Annual Report

Gerard Vinton gave a presentation to members based on the Leisure Trust Annual Report. The presentation highlighted the particular challenges the Trust had faced, and the work done to ensure the Trust was recovering, and working to build a sustainable future.

Members raised the following:

- Did the Trust have a resilience strategy, which would help if similar circumstances were to arise in future? There were ongoing partnership meetings with the Council to develop resilience for example, looking at Reserves.
- The report mentions ongoing concerns – what are your thoughts on this? On the whole it's a very positive situation. Customers are coming back to use the facilities, memberships are at their highest levels to date. Costs are increasing, but the Trust is looking at how best they can contribute and manage these rises.
- Is there any co-operation with other 'gym' brands? Brands tend to find their own space in the market. Burnley Leisure looks to the middle ground, with good facilities and plenty of classes but mid-priced whereas there are brands with better facilities at a higher price point as well as budget gyms, with less in terms of facility and class offer at a cheaper price.
- Could partnership working support the recovery? Yes and over the past two years there had been significant developments in partnership working – BFCiTC, Calico, other Leisure Trusts. Part of the work involved looking at where there were gaps in provision both within Burnley and elsewhere that the Trust could fill. Also working to deliver programmes which brought in funding such as health based activities.
- Seems to be a lack of hospitality venues. Trust has increased hospitality offer, although currently looking at how to attract sufficient staff to expand further – investigating opportunities to offer catering and hospitality apprenticeships which would support the Trust and benefit local people. The increased hospitality is one of the ways that the £ per seat subsidy required by the Mechanics Theatre.
- Was there a flexi-membership where people could pick & choose which elements of the leisure facilities to include? There is an option for a swim only membership or a whole facility membership. There is a 'pay and play' facility though to enable less frequent usage.
- Leisure Trust offer in Padiham could be improved – The Leisure Centre is the main asset in Padiham, but the Trust also delivers the Active Streets and HAF programme at sites in the town. Work is ongoing to source funding for further provision, and to improve facilities such as the football pitches.
- Issues around Prairie Driving Range – floodlights not going off at night, balls going over netting and into gardens. The lights are supposed to go off at 10pm when the driving range closes. This will be investigated. With regards to escaping balls, the Trust is looking at the possibility of increasing netting height where needed. There is also a 3 strikes policy where 'user error' is causing the balls to go over the netting. After this people are banned from the facility. Staff can check CCTV to see the circumstances surrounding incidents.
- There is an opportunity to increase hire of facilities by providing either halal catering or by allowing outside caterers to use facilities. Previously hadn't been an option due to the catering partnership in operation. This had changed and the Trust would look at how this could be achieved going forwards.

Members thanked Gerard for the presentation.



#### **104. Scrutiny Review Groups**

The Vice-Chair would be requested to give an update at the next meeting.

#### **105. Workplan 2022/23**

It was RESOLVED that the Head of Finance and Property be requested to provide or commission a briefing on Pension Fund arrangements in the new municipal year and that this be added to the work plan.

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## **BURNLEY BOROUGH COUNCIL**

### **NOTICE OF KEY DECISIONS AND PRIVATE MEETINGS**

This Notice contains:

- a) A list of Key Decisions to be taken by the Executive (unless otherwise stated) mainly during the months of June 2022 and onwards, published by 6<sup>th</sup> May 2022. Due to circumstances, these decisions could also be taken by Officers using urgency powers.
- b) Details of dates of meetings of the Executive during the same period at which decisions may be taken in private or partly in private

A Key Decision is an Executive decision that is likely:

- (i) to result in the local authority incurring expenditure which is, or the making of savings which are significant, having regard to the local authority's budget for the service or function to which a decision relates. The Council has said that Capital or Revenue spending over £100,000 will be a Key Decision; or
- (ii) to be significant in terms of its effects on communities living or working in an area comprising two or more wards in the Borough;

A private meeting is a meeting or part of a meeting of the Executive during which the public must be excluded whenever:

- a) it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present during that item, confidential information would be disclosed to them in breach of the obligation of confidence;
- b) the Executive passes a resolution to exclude the public during that item where it is likely, in view of the nature of the item of business, that if members of the public were present during that item, exempt information would be disclosed to them; or

c) a lawful power is used to exclude a member or members of the public in order to maintain orderly conduct or prevent misbehaviour at a meeting.

<b>Matter for Decision</b>	<b>Purpose</b>	<b>Key Decision – Yes or No</b>	<b>Anticipated date of decision</b>	<b>Public or Private report. If Private give reasons</b>	<b>List of documents to be submitted including any background papers</b>	<b>Contact person &amp; Executive Portfolio</b>
Planning for Health SPD	To consider a report to seek Members' approval of a draft of the Planning for Health SPD to be issued for formal public consultation	Yes	June 2022	Public	Report setting out the key issues.	Elizabeth Murphy Economy and Growth Planning Policy Manager  Executive Member for Economy and Growth
Residential Extensions SPD	To consider a report to seek Members' approval of a draft of the Residential Extensions SPD to be issued for formal public consultation	Yes	June 2022	Public	Report setting out the key issues.	Sarah Waddington Economy and Growth Senior Planner  Executive Member for Economy and Growth

<b>Matter for Decision</b>	<b>Purpose</b>	<b>Key Decision – Yes or No</b>	<b>Anticipated date of decision</b>	<b>Public or Private report. If Private give reasons</b>	<b>List of documents to be submitted including any background papers</b>	<b>Contact person &amp; Executive Portfolio</b>
Play Strategy Review	To review progress with implementing the Play Strategy	Yes	June 2022	Public	Report setting out key issues and appendix	Simon Goff, Head of Green spaces & Amenities  Executive Member for Health and Wellbeing
Tennis Court Improvements and management	To approve a programme of improvements funded through the Lawn Tennis Association and proposals to manage court access	Yes	June 2022	Public	Report setting out key issues and appendix	Simon Goff, Head of Green spaces & Amenities  Executive Member for Health and Wellbeing
Charter Walk Progress and 2022/23 proposals	To consider a progress report and proposals for 2022/23 regarding Charter Walk.	Yes	June 2022	Private – The report contains exempt information and is therefore NOT FOR PUBLICATION by virtue of Local Government Act 1972 schedule 12A, Part 1, Paragraph 3.  Information relating to the financial or business affairs of any particular person	Report setting out key issues	Howard Hamilton-Smith Head of Finance & Property  Executive Member for Resources and Performance

Matter for Decision	Purpose	Key Decision – Yes or No	Anticipated date of decision	Public or Private report. If Private give reasons	List of documents to be submitted including any background papers	Contact person & Executive Portfolio
				(including the authority holding that information).		
Enforcement and Cash Collection Contract	To approve an Enforcement and Cash Collection Contract	Yes	June 2022	<p>Private – The report contains exempt information and is therefore NOT FOR PUBLICATION by virtue of Local Government Act 1972 schedule 12A, Part 1, Paragraph 3.</p> <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information).</p>	Report setting out key issues	<p>Joanne Swift, Head of Streetscene</p> <p>Executive Member for Community and Environmental Services</p>

Matter for Decision	Purpose	Key Decision – Yes or No	Anticipated date of decision	Public or Private report. If Private give reasons	List of documents to be submitted including any background papers	Contact person & Executive Portfolio
Sale of residential properties	To consider a report to seek Members' approval to sell a portfolio of residential properties in Council ownership	Yes	June 2022	<p>Private – The report contains exempt information and is therefore NOT FOR PUBLICATION by virtue of Local Government Act 1972 schedule 12A, Part 1, Paragraph 3.</p> <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information).</p>	Report setting out key issues	<p>Paul Gatrell Head of Housing and Development Control</p> <p>Executive Member for Housing and Development Control</p>
Rough Sleeping Accommodation Programme	To consider a report updating Members on the Rough Sleeping Accommodation Programme	Yes	June 2022	Public	Report setting out key issues	<p>Paul Gatrell Head of Housing and Development Control</p> <p>Executive Member for Housing and Development Control</p>

Matter for Decision	Purpose	Key Decision – Yes or No	Anticipated date of decision	Public or Private report. If Private give reasons	List of documents to be submitted including any background papers	Contact person & Executive Portfolio
Levelling Up Fund	To enable delivery of the Levelling Up Fund Newtown Mill project	Yes	May/June – Urgent by Chief Executive Officer, or Executive - tbc	<p>Private – The report contains exempt information and is therefore NOT FOR PUBLICATION by virtue of Local Government Act 1972 schedule 12A, Part 1, Paragraph 3.</p> <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information).</p>	Report setting out key issues	<p>Kate Ingram, Strategic Head of Economy and Growth</p> <p>Executive Member for Economy and Growth</p>
Youth Investment Fund Application	To consider a report on a Youth Investment Fund Application	Yes	June 2022	<p>Private – The report contains exempt information and is therefore NOT FOR PUBLICATION by virtue of Local Government Act 1972 schedule 12A, Part 1, Paragraph 3.</p> <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information).</p> <p>(Public version also)</p>	Report setting out key issues	<p>Lukman Patel Chief Operating Officer</p> <p>Leader</p>



Matter for Decision	Purpose	Key Decision – Yes or No	Anticipated date of decision	Public or Private report. If Private give reasons	List of documents to be submitted including any background papers	Contact person & Executive Portfolio
Weavers Triangle JV Phase Drawdown - Newtown Mill,	To agree the phase plan and other decisions required to progress the next phase on Newtown Mill.	Key	July 2022	Private – The report contains exempt information and is therefore NOT FOR PUBLICATION by virtue of Local Government Act 1972 schedule 12A, Part 1, Paragraph 3.  Information relating to the financial or business affairs of any particular person (including the authority holding that information).	Report setting out key issues	Kate Ingram, Strategic Head of Economy and Growth  Executive Member for Economy and Growth

Meetings of the Executive will be held on the following dates: 8<sup>th</sup> June, 13<sup>th</sup> July, and 17<sup>th</sup> August 2022. Meetings normally start at 6.30pm but times can change so please check the council website nearer the date of the meeting. All meetings are usually held at the Town Hall.

This Notice will be further updated by the following dates: 14<sup>th</sup> June, 19<sup>th</sup> July, and 22<sup>nd</sup> August 2022.

A further Notice will be given 5 clear days before each meeting listed above if the meeting or part of the meeting is to be held in private. If you wish to make any representations about why any meeting or part of a meeting proposed to be held in private should be open to the public please send them to: Catherine Waudby, Head of Legal and Democratic Services, Town Hall, Manchester Road, Burnley BB11 9SA.

E-mail: [HYPERLINK "mailto:cwardby@burnley.gov.uk"](mailto:cwardby@burnley.gov.uk)  
"mailto:"[HYPERLINK "mailto:cwardby@burnley.gov.uk"](mailto:cwardby@burnley.gov.uk)

Published: By 6th May 2022 [HYPERLINK](#)

## **Burnley Borough Council**

### **Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012**

#### **Key Decisions**

#### **Notice to Scrutiny Committee Chair under Regulation 10 (1) (a) and 11**

Under these Regulations the Council is required to give 28 days notice if it intends to make an Executive decision in private or partly in private. This is done on occasions where there is a report which contains confidential information. If the Council is not able to give the required notice it must obtain the agreement of the Chair of the Scrutiny Committee that the making of the decision is urgent and cannot reasonably be deferred, and publish a copy of that notice.

The Council is also required to give 28 days' notice if it intends to make a key decision, and is required to give at least 5 days notice if it intends to make an urgent key decision in public. If the Council is not able to give the required notice it must obtain the agreement of the Chair of the Scrutiny Committee or other relevant person for the decision to be made as a case of special urgency, and then give notice of the reasons why the making of the decision is urgent and cannot reasonably be deferred.

Set out below is a notice given in line with these requirements – the decision is urgent and cannot reasonably be deferred for the reason stated.

The Chair of the Scrutiny Committee has agreed to the urgency of this public decision as a public report on 4<sup>th</sup> May 2022. There is no request for the Chair of the Scrutiny Committee to waive call-in due to the urgency of the decision. Please note that the Chief Executive intends to consider the following key decision report on the 6<sup>th</sup> May 2022.

It has not been possible to give the required 5 days' notice for the reason set out below:

<b>Key Decision</b>	<b>Reason why 5 day notice could not be given</b>
Household Support Fund	The reason for urgency is because the funding must be committed by 30 <sup>th</sup> September 2022, and to allow as much time as possible to design a scheme that will be easy to access for older people.

Catherine Waudby

Head of Legal and Democratic Services

Town Hall, Manchester Road

Burnley BB11 9SA

E-mail [cwaudby@burnley.gov.uk](mailto:cwaudby@burnley.gov.uk)

6<sup>th</sup> May 2022

## **Scrutiny Procedure Rules**

### **1. What will be the number and arrangements for scrutiny committees?**

- 1.1 The Council will have 1 scrutiny committee and will appoint to it as it considers appropriate from time to time. The committee may appoint sub-committees/working groups. .
- 1.2 The Scrutiny Committee will comprise 17 Members unless otherwise agreed by the Council.

### **1.3 Co-ordination of the work of the Scrutiny Committee**

A Panel comprising the Chairs and Vice Chairs of each Scrutiny Committee no longer exists, which was established with the following terms of reference:

- (a) Where matters fall within the remit of more than one scrutiny committee, to discuss and advise which of them will assume responsibility for any particular issue, and to advise on any issues of dispute between scrutiny committees unless they can be resolved by the relevant Chairs.
- (b) To consider requests from the Executive and/or the full Council for reports from scrutiny committees and to advise on their allocation, if appropriate, to one or more scrutiny committees if those requests do not clearly fall within the terms of reference of a Scrutiny Committee.
- (c) Where it is not possible to agree the allocation of tasks between Scrutiny Committees despite the intervention of the Co-ordinating Panel, the Chief Executive will determine the issue.
- (d) The panel may with the agreement of the members of the panel from time to time be joined by up to 3 Members of the Executive to facilitate joint working or joint planning. Relevant Executive Members attend Scrutiny Committees to present the Forward Plan (now Notice of Key Decisions and Private Part of Meeting) and to facilitate joint working between the Executive and Scrutiny.

## **Scrutiny Procedure Rules**

### **2. Who may sit on the scrutiny committee?**

Any Member of the Council who is not a Member of the Executive may be a member of the scrutiny committee. However, no Member may be involved in scrutinising a decision which he/she has been directly involved with.

### **3. Co-optees**

The scrutiny committee shall be entitled to recommend to Council the appointment of a number of people as non-voting co-optees.

The Scrutiny Committee, in its capacity as the designated Crime and Disorder Overview and Scrutiny Committee only, may co-opt additional members from a responsible authority or co-operating body to serve on the Committee and this may be limited to a particular matter.

It shall not allow a person co-opted to vote on any particular matter, unless the Committee so determines.

### **4. Meetings of the scrutiny committees**

There shall be at least 5 ordinary meetings of the scrutiny committee in each year. In addition, extraordinary meetings may be called from time to time as and when appropriate. An extraordinary meeting of a scrutiny committee may be called by the chair of the scrutiny committee.

### **5. Quorum**

The quorum for the scrutiny committee shall be one third as set out for committees in the Council Procedure Rules in Part 4 of this Constitution.

### **6. Who chairs the scrutiny committee meetings?**

The Chair of the scrutiny committee will be appointed by the Council and be drawn from among the Members sitting on the committee. The Chair and Vice Chair will remain in office for the Municipal Year in which they are appointed unless the Council revokes that appointment, they resign from that office or are disqualified from the office of Councillor.

### **7. Work programme**

The scrutiny committee will be responsible for setting its own work programme and in doing so they shall take into account wishes of all Members on that committee (The Co-ordinating Panel (see 1.3) no longer exists).

### **8. Agenda items**

Any member of a scrutiny committees shall be entitled to give notice to the Head of Legal and Democratic Services that he/she wishes an item relevant to the functions of the committee to be included on the agenda for the next available meeting of the committee. On receipt of such a request the Head of Legal and Democratic Services will ensure that it is included on the next available agenda. The scrutiny committee shall also respond, as soon as its work programme permits, to requests from the Council, and, if it considers it appropriate the executive, to review particular areas of Council activity.

## **Scrutiny Procedure Rules**

Where they do so, the scrutiny committee shall report its findings and any recommendations back to the Executive and/or Council. The Council and/or the Executive shall consider the report of the scrutiny committee in the case of the Council, within two months, and for the Executive, within one month of receiving it.

### **9. Policy review and development**

- (a) The role of the scrutiny committee in relation to the development of the Council's budget and policy framework is set out in detail in the Budget and Policy Framework Procedure Rules.
- (b) In relation to the development of the Council's approach to other matters not forming part of its policy and budget framework, the scrutiny committee may make proposals to the Executive for developments in so far as they relate to matters within their terms of reference.
- (c) The Scrutiny committee may within the limits of any budget provided hold inquiries and investigate the available options for future direction in policy development and may appoint advisers and assessors to assist them in this process. It may undertake this role and engage with 3<sup>rd</sup> parties and the public in any way they feel necessary

### **10. Reports from the scrutiny committee**

- (a) Once it has formed recommendations on proposals for development, the scrutiny committee will prepare a formal report and submit it to the Head of Legal and Democratic Services for consideration by the Executive (if the proposals are consistent with the existing budgetary and policy framework), and to the Council as appropriate.
- (b) The Executive shall consider the report of the scrutiny committee within 1 month of it being submitted to the Head of Legal and Democratic Services

## **Scrutiny Procedure Rules**

### **11. Making sure that scrutiny reports are considered by the executive**

- (a) Scrutiny Committee reports will be included on the Executive agendas within one month of submission to the Head of Legal and Democratic Services
- (b) The Scrutiny committee will in any event have access to the Executive's Notice of Key Decisions and Private Part of Meeting. Even where an item is not the subject of detailed proposals from a scrutiny committee following a consideration of possible policy/service developments, the committee will at least be able to respond in the course of the Executive's consultation process in relation to any key decision.

### **12. Rights of scrutiny committees members to documents**

- (a) In addition to their rights as Members, Members of the scrutiny committees have the additional right to documents to enable them to carry out their statutory functions.
- (b) Nothing in this paragraph prevents more detailed liaison between the Executive and the scrutiny committee as appropriate depending on the particular matter under consideration.

### **13. Members and officers giving account**

- (a) The scrutiny committee may scrutinise and review decisions made or actions taken in connection with the discharge of any Council functions. As well as reviewing documentation, in fulfilling the scrutiny role, it may require any member of the Executive, the head of paid service and anyone on Chief Officer conditions of service (i.e. Head of Service and above) to attend before it to explain in relation to matters within their remit:
  - i) any particular decision or series of decisions;
  - ii) actions taken by them to implement Council policy; and/or
  - iii) their performance.

and it is the duty of those persons to attend if so required.



## Scrutiny Procedure Rules

- (b) Where any member or officer is required to attend the scrutiny committee under this provision, the chair of the committee will inform the Head of Legal and Democratic Services. The Head of Legal and Democratic Services shall inform the member or officer in writing giving at least 10 working days notice of the meeting at which he/she is required to attend. The notice will state the nature of the item on which he/she is required to attend to give account and whether any papers are required to be produced for the committee. Where the account to be given to the committee will require the production of a report, then the member or officer concerned will be given sufficient notice to allow for preparation of that documentation.
- (c) Where, in exceptional circumstances, the Member or Officer is unable to attend on the required date, then the scrutiny committee shall in consultation with the member or officer arrange an alternative date for attendance to take place within a maximum of 20 working days from the date of the original request.

### 14. Attendance by others

The scrutiny committee may invite people other than those people referred to in paragraph 14 above to address it, discuss issues of local concern and/or answer questions. It may for example wish to hear from residents, stakeholders and members and officers in other parts of the public sector and may invite those people to attend.

### 15. Call-in

Call-in should only be used in exceptional circumstances. These are where non Executive members have evidence which suggests that the Executive did not take the decision in accordance with the principles set out in Article 13 (Decision Making), e.g. inadequate consultation with stakeholders; insufficient supporting evidence, outside the terms of reference of the executive.

- (a) When a decision is made by the Executive, an individual member of the Executive or a committee of the Executive, or a key decision is made by an officer with delegated authority from the Executive, the decision shall be published, including distribution to all Members and where possible by electronic means, and shall be available at the Town Hall normally within 3 working days of being made.
- (b) That notice will bear the date on which it is published and will specify that the decision will come into force, and may then be implemented, on the expiry of 5 working days after the publication of the decision, unless it is called in.
- (c) During that period, the Head of Legal and Democratic Services shall call-in a decision for scrutiny by the committee if so requested by any 5 Non Executive Members of the Council,

## **Scrutiny Procedure Rules**

and shall then notify the decision-taker of the call-in. He/she shall call a meeting of the scrutiny committee on such date as he/she may determine, where possible after consultation with the Chair of the committee, and in any case within 7 working days of the decision to call-in.

- (d) If, having considered the decision, the scrutiny committee is still concerned about it, then it may refer it back to the decision making person or body for reconsideration, setting out in writing the nature of its concerns. If referred to the decision maker they shall then reconsider within a further 15 working days, amending the decision or not, before adopting a final decision.
- (e) If following an objection to the decision, the scrutiny committee does not meet in the period set out above, or does meet but does not refer the matter back to the decision making person or body, the decision shall take effect on the date of the Scrutiny meeting, or the expiry of that further 5 working day period referred to in 16(b), whichever is the earlier.
- (f) Decisions may only be called in once.

### **CALL-IN AND URGENCY**

- (g) The call-in procedure set out above shall not apply where the decision being taken by the Executive is urgent. A decision will be urgent if any delay likely to be caused by the call-in process would for example seriously prejudice the Council's or the public interest. The record

## Scrutiny Procedure Rules

of the decision, and notice by which it is made public shall state whether in the opinion of the decision making person or body, the decision is an urgent one, and therefore not subject to call-in. The Chair of the Scrutiny committee must agree both that the decision proposed is reasonable in all the circumstances and to it being treated as a matter of urgency. In the absence of the Chair, the Vice Chair's consent shall be required. In the absence of both, the head of paid service or his/her nominee's consent shall be required. Decisions taken as a matter of urgency must be reported to the next available meeting of the Council, together with the reasons for urgency.

### 16. The party whip

In this context the party whip means:

*"Any instruction given by or on behalf of a political group to any councillor who is a member of that group as to how that councillor shall speak or vote on any matter before the Council or any committee or sub-committee, or the application or threat to apply any sanction by the group in respect of that councillor should he/she speak or vote in any particular manner."*

- (a) When considering any matter in respect of which a member of a scrutiny committee is subject to a party whip the member must declare the existence of the whip, and the nature of it before the start of the committee's deliberations on the matter. The declaration, and the detail of the whipping arrangements, shall be recorded in the minutes of the meeting.


### 17. Procedure at scrutiny committees meetings

- (a) scrutiny committees and sub-committees shall consider the following business:
  - i) minutes of the last meeting;
  - ii) declarations of interest (including whipping declarations);
  - iii) questions from the public;
  - iv) consideration of any matter referred to the committee for a decision in relation to call in of a decision;
  - v) responses of the executive to reports of the scrutiny committees; and
  - vi) the business otherwise set out on the agenda for the meeting.

## Scrutiny Procedure Rules

- (b) Where the scrutiny committee conducts investigations (e.g. with a view to policy development), the committee may also ask people to attend to give evidence at committee meetings which are to be conducted in accordance with the following principles:
    - i) that the investigation be conducted fairly and all members of the committee be given the opportunity to ask questions of attendees, and to contribute and speak;
    - ii) that those assisting the committee by giving evidence be treated with respect and courtesy; and
    - iii) that the investigation be conducted so as to maximise the efficiency of the investigation or analysis.
  - (c) Following any investigation or review, the committee shall prepare a report, for submission to the executive and/or Council as appropriate and shall make its report and findings public subject to the usual provisions relating to exempt or confidential information.
18. **Matters within the remit of more than one scrutiny committees** - only one scrutiny committee now exists
19. **Designated Crime and Disorder Scrutiny Committee**
- The Scrutiny Committee shall be the Council's designated crime and disorder scrutiny committee:
- (a) to review or scrutinise decisions made, or other action taken in connection with the discharge by the responsible authorities of their crime and disorder functions;
  - (b) to make reports or recommendations to Council with respect to the discharge of those functions;
  - (c) to have a frequency of meetings as the Committee considers appropriate but no less than once in every twelve month period dedicated to scrutinising crime and disorder matters;
  - (d) may co-opt additional members from a responsible authority or co-operating body to serve on the Committee and this may be limited to a particular matter: and
  - (e) shall not allow a person co-opted to vote on any particular matter, unless the Committee so determines."

## REPORT TO SCRUTINY COMMITTEE

 <b>Burnley</b> .gov.uk	<b>DATE</b>	1 June 2022
	<b>PORTFOLIO</b>	Economy and Growth
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## Authority Monitoring Report (AMR)

### PURPOSE

1. This report presents the 2020/21 planning Authority Monitoring Report (AMR).

### RECOMMENDATION

2. That Scrutiny Committee notes content of the report and AMR.

### REASONS FOR RECOMMENDATION

3. To scrutinise the 2020/21 planning Authority Monitoring Report (AMR).

### SUMMARY OF KEY POINTS

#### The Role and Purpose of the AMR

4. The Authority Monitoring Report (AMR) (formerly known as and still generally referred to as, the Annual Monitoring Report) sets out the Council's progress in plan-making and monitors the performance of policies in the Local Plan to see whether they are helping to deliver the vision and objectives of the Plan as set out and whether there is any need to formally update the Plan. The AMR also sets out a wide range of contextual information to inform any future planning policy development and to inform other Council plans and strategies.

5. Legislation requires local authorities to publish information regarding the progress of their Local Development Scheme (LDS) and the implementation of their Local Plan policies; at least annually. Whilst the choice of indicators and scope of the monitoring report is generally for individual Councils to determine, the Town and Country Planning (Local Planning) (England) Regulations 2012 require the report to contain as a minimum:

- details of progress on each individual document proposed within the authority's LDS;
- details of any local plan policies not being implemented;

- details of net additional dwellings/net additional affordable dwellings both in the monitoring period and since adoption of the plan;
- details of any neighbourhood development orders or neighbourhood development plans;
- details of the implementation of the Community Infrastructure Levy, if appropriate; and
- details of activity relating to the duty to co-operate with other relevant authorities.

## **Reviewing the Local Plan**

6. In 2017 the government introduced a legal requirement for a ‘review’ every five years to determine whether a Local Plan requires updating. This would be required by 31 July 2023. Monitoring information is a key factor in establishing whether an update of the Local Plan is necessary; and also its scope. Whilst this matter is informally assessed each year through the AMR, the five yearly ‘review’ would be made through a more formal statement via the appropriate member channels. Any decision to update the Local Plan in part or in whole would be made by the Council’s Executive through an update of the Local Development Scheme.

## **Local Plan Monitoring**

7. Burnley’s Local Plan was adopted on 31 July 2018 and a monitoring framework is set out in its Section 6.2. Where resources allow, additional monitoring indicators are added each year e.g., where particular issues or trends locally or nationally suggest they would be useful.

8. We are still in the early days of monitoring the effectiveness of the Plan, it having only been adopted part way through the 2018/19 monitoring year; but even at this early stage it is possible to start to assess the performance of its policies.

9. Among the key plan monitoring ‘output’ indicators are those on progress towards meeting the housing and employment land requirements set out in Policies SP2 (pages 43-44) and SP3 (page 70), and progress on the Plan’s allocated Sites HS1, EMP1 and TC4 (pages 48-51, 72-73 and 77) as well as those showing housing delivery by location, type and tenure (tables 33, 34, 42). Key ‘contextual’ monitoring indicators include population and household statistics, town centre vacancies and empty homes, house prices, wages and unemployment statistics.

## **SPD Monitoring**

10. The AMR is also used to monitor adopted SPDs. Future AMRs will for example include information on HMOs.

## **The latest AMR**

11. The 2020/21 AMR was completed in December 2021 and is available on the Council’s website [Authority Monitoring Report and Statistics - burnley.gov.uk](https://www.burnley.gov.uk/authority-monitoring-report-and-statistics). Work is currently underway on the 2021/22 AMR.

12. Pending the AMR’s completion each year, the Council issues a ‘Housing Statistics Release’ setting out the headline housing development statistics. The Release for

2021/22 will be available on the Council's website shortly. In October each year an updated 5-year housing land availability assessment is also published. Maintaining a 5-year housing land supply is important in ensuring that the 'tilted balance' in favour of development set out in the National Planning Policy Framework (NPPF) is not engaged. [Housing Land Supply - burnley.gov.uk](http://burnley.gov.uk)

13. At the present time the Council is on track to meet its overall housing requirement and has a housing land supply of 9.2 years. Housing and population growth is broadly in line with the Local Plan's population and household projections. (Tables 5 and 30). ONS estimates show the borough's population has had seven consecutive years of growth and is at its highest level since 2002. According to the latest 2020 ONS estimates, it is still below the 1991 level and just below the 2001 level.

**FINANCIAL IMPLICATIONS AND BUDGET PROVISION**

14. None arising directly from this report.

**POLICY IMPLICATIONS**

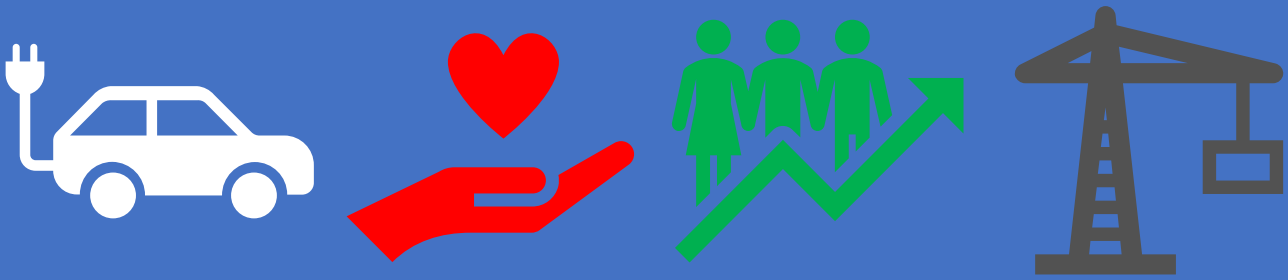
15. As set out in the report.

**DETAILS OF CONSULTATION**

16. None

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# Authority Monitoring Report 2020/21

December 2021

This report is prepared and published by:

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## **1. Introduction**

### **1.1 Background**

1.1.1 This Authority Monitoring Report (AMR) (formerly known as the Annual Monitoring Report) sets out the Council's progress in plan-making and monitors planning policy performance against a number of indicators set out in the Local Plan. It covers the monitoring year 2020/21.

### **1.2 Context**

1.2.1 The Planning and Compulsory Purchase Act 2004, as amended by the Localism Act 2011, requires local authorities to publish information regarding the progress of their Local Development Scheme (LDS) and the implementation of their Local Plan policies; at least annually. Whilst the choice of indicators and scope of the report is generally for individual Councils to determine, the Town and Country Planning (Local Planning) (England) Regulations 2012 require the report to contain as a minimum: details of progress on each individual document proposed within the authority's LDS; details of any local plan policies not being implemented; details of net additional dwellings/net additional affordable dwellings both in the monitoring period and since adoption of the plan; details of any neighbourhood development orders or neighbourhood development plans; details of the implementation of the Community Infrastructure Levy, if appropriate; and details of activity relating to the duty to co-operate with other relevant authorities.

1.2.2 Burnley's Local Plan was adopted on 31 July 2018 and establishes a monitoring framework which is set out in Section 6.2 of the Plan.

### **1.3 Types of Indicators**

#### **Contextual and Output Indicators**

1.3.1 Contextual and output indicators are used to inform and monitor the implementation of planning policies. Contextual indicators tend to inform plan development and review, whereas output indicators tend to be specific measures of performance against targets set in the plan and may identify the need for a plan to be updated.

1.3.2 A number of these indicators were formerly nationally identified indicators and although there is no longer a requirement to report on many of these, the Council will continue to collect information on a number of these in order to maintain the data series that has been established both as evidence and to monitor the specific policies of the Local Plan.

1.3.3 Since the Local Plan was adopted in 2018, there have been major changes to permitted development rights and the use classes order which has made policy monitoring more challenging. Where the Local Plan policy target includes now defunct use classes, the team is monitoring both the old and new equivalent classes (and vice versa) to allow the analysis of longer term trends.

1.3.4 These indicators are set out in Section 3 of this AMR under themed categories rather than by indicator type. The summary table in Appendix 5 sets out the 2020/21 performance against the monitoring framework indicators set out in the Local Plan.

## Significant Effects Indicators

1.3.5 Significant Effects Indicators is the name given to indicators used to monitor the predicted effects and objectives established in the Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA called SA for ease of reference). These may be the same as some of the contextual or output plan indicators.

1.3.6 The SEA Regulations require that “the responsible authority shall monitor the significant environmental effects of the implementation of each plan or programme with the purpose of identifying unforeseen adverse effects at an early stage and being able to undertake appropriate remedial action” and that the environmental report should provide information on “a description of the measures envisaged concerning monitoring”. Monitoring proposals should be designed to provide information that can be used to highlight specific issues and significant effects, and which could help decision-making.

1.3.7 Monitoring should be focused on the significant sustainability effects that may give rise to irreversible damage (with a view to identifying trends before such damage is caused) and the significant effects where there is uncertainty in the SA and where monitoring would enable preventative or mitigation measures to be taken.

1.3.8 Appendix 4 of this AMR sets out the indicators established in the SA Report (the environmental report referred to above) to monitor the sustainability effects of implementing the Local Plan. These indicators align with the Local Plan’s monitoring framework indicators.

## 1.4 Data Sources

1.4.1 The data used for monitoring may be data collected by Burnley Council, but in many cases will be provided by outside bodies and government agencies. The availability and nature of these external data sources may change over time and where a stated source is no longer available every effort will be made to find an alternative meaningful source against which to monitor the Local Plan. This may mean amending previous years’ data set out in previous AMRs.





## **2. Progress on Plan-Making**

### **2.1 Introduction**

2.1.1 A key role of the Authority Monitoring Report is to track plan-making progress against the timetable for plan-making set out in the Local Development Scheme (LDS).

### **2.2 The Local Development Scheme (LDS)**

2.2.1 The current LDS was adopted by the Council's Executive on 17 February 2020. The LDS identifies the documents that will be prepared over the period 2020-2023.

### **2.3 Adopted documents**

2.3.1 The adopted planning policy documents are:

- Burnley's Local Plan 2012-2032 (Adopted 31 July 2018)
- Shopfront and Advertisement Design SPD (Adopted June 2019)
- Developer Contributions SPD (Adopted 8 December 2020)
- Air Quality Management: Protecting Health and Addressing Climate Change SPD (Adopted 8 December 2020)
- Statement of Community Involvement (version 2 - July 2015)
- Burnley Town Centre Public Realm Strategy SPD (September 2011)
- Weavers' Triangle Public Realm Strategy SPD (September 2011)

2.3.2 Further details of these are set out below.

### **2.4 Statement of Community Involvement (SCI)**

2.4.1 The first Statement of Community Involvement (SCI) was adopted in 2007 and needed to be updated to reflect the changes to the planning system subsequently introduced. A revised SCI was adopted in July 2015 which is now planned to be updated - see Section 5 of this AMR.

### **2.5 Development Plan Documents (DPDs)**

#### **Burnley's Local Plan DPD**

2.5.1 The LDS 2012–2015 first proposed the production of a single development plan document, 'Burnley's Local Plan'. Subsequent LDSs amended the production timetable for this Local Plan. The current LDS however, now also proposes a separate Gypsy and Traveller Site Allocations DPD.

2.5.2 Burnley's Local Plan sets out strategic and detailed development management policies and identifies site specific allocations - other than for any required for Gypsy and Traveller sites. Work on Burnley's Local Plan is complete and the plan was formally Adopted on 31 July 2018.

#### **Gypsy and Traveller Site Allocations DPD**

2.5.3 The Gypsy and Traveller Site Allocations DPD will identify any sites needed to provide pitches for Gypsy and Traveller use. The current timetable for the production of this DPD is set out in the LDS adopted in Feb 2020. Although initial preparatory/pre-production work had commenced,

work on the preparation of this DPD then slipped (due to a number of factors, including a further reduction in resources, an office move and changes to national policy and practice guidance requiring additional work on other tasks to be undertaken; and more recently as a result of the Coronavirus pandemic as staff in the planning policy team were temporarily assigned to other Coronavirus-related work). Work on this DPD is now paused awaiting an indication of the outcome of the government’s recent consultation on major planning reforms set out in its White Paper – ‘planning for the future’ (Aug 2020).<sup>1</sup>

2.5.4 The continued requirement for and ability to prepare the DPD, and a revised timetable if applicable, will be considered early in 2022 through an update of the LDS once the outcome of the white paper proposals becomes clearer.

## 2.6 Evidence Base

2.6.1 It is essential that DPD’s are based on a sound evidence base and this is vital in demonstrating the soundness of a plan at Examination. A list of studies which supported Burnley’s Local Plan is available in Appendix 2 of the Local Plan.

2.6.2 The table below sets out the key studies which require periodic or regular updating, together with an indication of the latest version and any currently planned updates.

2.6.3 Wherever possible, Burnley Council has sought to produce a joint evidence base with one or more neighbouring authorities.

**Table 1: Key Evidence Base Documents**

Study/Evidence	Date Published	Update currently planned?	Produced by
Draft Burnley Infrastructure Delivery Plan – Version 2	July 2017	Currently being Updated (by 2022)	Prepared by Burnley Borough Council Planning Policy Team
Local Plan Viability Assessment	March 2017	No	Prepared by HDH Planning & Development
Burnley and Pendle Strategic Housing Market Assessment	Dec 2013	No	Produced by Nathaniel Lichfield and Partners (NLP) for Burnley and Pendle Councils
Burnley Strategic Housing Market Assessment (update)	May 2016		Produced by Nathaniel Lichfield and Partners (NLP) for Burnley Borough Council
Burnley SHMA Addendum 2014-based SNHP Update	October 2017		Produced by Lichfields for Burnley Borough Council
Burnley Employment Land Demand Study (ELDS) (Update)	June 2016	No	Produced by Nathaniel Lichfield and Partners (NLP) for Burnley Borough Council
Retail, Leisure and Office Assessment of Burnley Centres	2013	No	Produced by (NLP) in February 2013

<sup>1</sup> [Planning for the future - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/planning-for-the-future)



Study/Evidence	Date Published	Update currently planned?	Produced by
Burnley and Pendle Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA)	2012	Yes (paused)	Completed by Salford Housing and Urban Studies Unit for Burnley and Pendle Councils in August 2012
Burnley Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) Addendum	2016		Prepared by Burnley Borough Council Planning Policy Team
Strategic Housing and Economic Land Availability Assessment (Update)	March 2017	No	Prepared by Burnley Borough Council Planning Policy Team
Burnley Green Belt Review	June 2016	No	Prepared by LUC for Burnley Borough Council
Flood Risk Mapping		Yes	Updated regularly by the Environment Agency
Strategic Flood Risk Assessment - Level 1	March 2017	No	Updated jointly by Burnley Council and JBA Consulting
Strategic Flood Risk Assessment - Level 2	March 2017	No	Updated jointly by Burnley Council and JBA Consulting
Local Transport Plan (LTP) 2011-2021	May 2011	Yes – LTP4 understood to be underway	Lancashire County Council
LTP: East Lancashire Highways and Transport Masterplan	February 2014	Likely to be updated following/as part of LPT4	Lancashire County Council & Blackburn with Darwen Borough Council
Burnley-Pendle Growth corridor (Stage 1: Data Collection and Problem Identification Report)	July 2014	No	Jacobs for Lancashire County Council
Green Spaces Strategy 2015	2015	No	Burnley Borough Council Green Spaces and Amenities
Pennine Lancashire Playing Pitch Strategy 2016-2026	2016	No	Prepared by KKP for Pennine Lancashire authorities
Indoor Sports Facilities Review	Feb 2015	No	Burnley Borough Council Planning Policy Team
Burnley Play Provision Strategy (updated)	July 2017	Yes	Burnley Borough Council Green Spaces and Amenities

## 2.7 Supplementary Planning Documents (SPDs)

2.7.1 Following legislative changes in 2009, only those Local Development Documents that are Development Plan Documents have to be included in the Local Development Scheme (LDS). However, although it is no longer a requirement to do so, the Council will normally set out all the new planning documents proposed in its LDS. Although SPDs are not subject to independent examination, they are produced through a formal procedure and in consultation.

2.7.2 The current 2020 LDS proposes six SPDs as set out in the table below. Work on a number of these has been delayed or postponed due to the Coronavirus pandemic as staff in the planning policy team have been assigned to other Coronavirus related duties and others are now paused awaiting an

indication of the outcome of the government’s recent consultation on major planning reforms set out in its White Paper – ‘planning for the future’ (Aug 2020).<sup>2</sup>

2.7.3 Good progress was however made in 2020/21 with the completion and adoption of the Developer Contributions SPD and the Air Quality Management: Protecting Health and Addressing Climate Change SPD. A consultation draft of the local list SPD was approved for statutory consultation by the Council’s Executive at its meeting on 25 October 2021.

2.7.4 Production of a further SPD on ‘Houses in Multiple Occupation (HMOS) and Small Flats’ was agreed and a consultation draft of this for statutory consultation was approved by the Council’s Executive at its meeting on 1 December 2021.

**Table 2: SPD Programme and Progress**

Document Title	Who to Produce?	LDS timetable and <i>updated information in italics</i> . Statutory Consultation (C) Adoption (A)
Developer Contributions SPD:	BBC Planning Policy Team	(C) Jan - Mar 2020 17 Jan to 13 March 2020  (A) Early summer 2020 <i>Adopted December 2020</i>
Air Quality Management: Protecting Health and Addressing Climate Change SPD	BBC Planning Policy Team supported by the Environmental Health Team and alongside other Lancashire Authorities (informed by the work of Lancaster City Council)	(C) Feb/Mar/April 2020 27 Feb 2020 to 30 June 2020  (A) Late Summer 2020 <i>Adopted December 2020</i>
Residential Extensions SPD	BBC Planning Policy and Development Control Teams	(C) Late 2020 <i>Expected early 2022</i>  (A) 2021 <i>Expected autumn 2022</i>
Planning for Health SPD	BBC to prepare in conjunction with Pennine Lancashire Councils via HPHF Project led by BwD Council	(C)* tbc <i>Expected early 2022</i>  (A) 2021 <i>Expected summer 2022</i>
Design Guide: Addressing Quality and Climate Change SPD	BBC Planning Policy Team/External Consultants	C) Autumn 2020  (A) Jan/Feb 2021  <i>Postponed – production and revised timetable to be reconsidered in early 2022</i>

<sup>2</sup> [Planning for the future - GOV.UK \(www.gov.uk\)](https://www.gov.uk/planning-for-the-future)

Local List SPD	BBC Planning Policy Team	C) Late 2020 <i>15 December 2021 to 2 Feb 2022</i>  (A) 2021 <i>Spring/Summer 2022</i>
Houses in Multiple Occupation (HMOS) and Small Flats SPD	BBC Planning Policy Team	C) 15 December 2021 to 2 Feb 2022  A) Spring/Summer 2022

## 2.8 Infrastructure Delivery Plan

2.8.1 The IDP identifies the new and improved infrastructure needed to support the policies and site allocations identified in the Local Plan and inform the likely planning contributions required.

2.8.2 A first version of the IDP was issued in March 2017. An updated version was issued in July 2017 to support the submission of the Local Plan. The IDP is a 'live' document and is currently being updated. An updated version was planned for 2021, however due to limited information being readily available from some infrastructure providers the publish date has been delayed until 2022.

## 2.9 Neighbourhood Planning

2.9.1 A Neighbourhood Development Plan may be prepared by a Parish Council or a neighbourhood forum to establish specific planning policies for the development and use of land in a neighbourhood. Neighbourhood planning was introduced through the Localism Act 2011 with the legislation coming into effect in April 2012.

2.9.2 There are currently no neighbourhood plans completed or in progress within the borough. However, a Neighbourhood Area was declared in Worsthorne with Hurstwood Parish on 31st March 2017.







### 3. Monitoring Information

#### 3.1 Population

3.1.1 Burnley borough is situated in the eastern part of Lancashire. It covers an area of 11,072 hectares (42 square miles) and it's a compact urban area, stretching along the two river valleys of the Brun and Calder, is surrounded by the moorland countryside of the South Pennines to the south and the Forest of Bowland AONB to the North. There are two main urban settlements, Burnley and Padiham, and a number of small villages and hamlets in the rural area.

3.1.2 Burnley is a significant town in North West England and, along with Blackburn, Blackpool and Preston, it is one of the key centres in Lancashire. Burnley town centre with its combination of modern shopping facilities and fine civic buildings is an important retail, business and service centre for East Lancashire. Padiham's town centre is much smaller, reflecting its role as a traditional market town serving a wide rural hinterland.

3.1.3 The borough's population at the time of the 2011 Census was 87,059. Between 1991 and 2011, Burnley's population fell by 4.5% in stark contrast to a 12.7% rise in England as a whole. The most recent ONS 2020 mid-year population estimate (MYE) indicates Burnley's population has risen to 89,344 (89,300 rounded), the highest population since 2002, and the 7<sup>th</sup> consecutive year of growth.

**Table 3: Census Population Change East Lancashire 1991-2011**

Area	1991	2001	2011	% Change 1991 to 2011	
Burnley	91,130	89,542	87,059	-4.5	▼
Pendle	85,111	89,248	89,452	+5.1	▲
Ribble Valley	51,767	53,960	57,132	+10.4	▲
Hyndburn	78,390	81,496	80,734	+3.0	▲
Blackburn with Darwen	136,612	137,470	147,489	+8.0	▲
Rossendale	65,681	65,652	67,982	+3.5	▲
Lancashire	1,383,998	1,414,727	1,460,893	+5.6	▲
North West	6,726,860	6,729,764	7,052,177	+4.8	▲
England	47,055,204	49,138,831	53,012,456	+12.7	▲

Source: ONS Census via NOMIS (1991: L01:1 + L01:8 + L01:15 + L01:22)

**Table 4: ONS Mid-Year Population Estimates (MYE) (Rounded)**

Year	MYE	Change since previous year	Direction of change	% Change since previous year
2012	87,100	100	▲	0.11
2013	86,800	-300	▼	-0.34
2014	87,200	400	▲	0.46
2015	87,300	100	▲	0.11
2016	87,500	200	▲	0.23
2017	87,700	200	▲	0.23
2018	88,500	800	▲	0.91
2019	88,900	400	▲	0.45
2020	89,300	400	▲	0.45

Source: ONS MYE (June 2021)

## Population Projections

3.1.4 Whilst the current Local Plan uses the 2014-based population and household projections to inform its housing requirement (via the SHMA), the most recent are the 2018-based population and household projections which were released in March and June 2020.

3.1.5 National Policy in the National Planning Policy Framework (NPPF) states that the preparation and review of all policies should be underpinned by relevant and up-to-date evidence (para 31). However, National Planning Practice Guidance (NPPG) states that *“The 2014-based household projections are used within the standard method (to provide a minimum starting point) to provide stability for planning authorities and communities, ensure that historic under-delivery and declining affordability are reflected, and to be consistent with the Government’s objective of significantly boosting the supply of homes.”* The main reason for this stance is that the later 2016 and 2018-based projections give a lower overall figure nationally, but this is not the case in Burnley.

3.1.6 The 2014-based sub-national population projections (SNPPs) projected that in 2020 the Borough’s population would be 87,369 and the most recent MYE gives an actual 2020 population of 89,344. A continuation of this trend would point towards a much higher population in 2032 than the 2014-based SNPPs suggested.

3.1.7 The 2018-based SNPPs released in 2020 give a projected population at the end of the Local Plan period (2032) of 91,861, which would be a significant increase of over 3,334 people or 3.77% from their base in 2018 (88,527).

3.1.8 The following table compares the last 4 rounds of biennial population projections, the SHMA projection used for the Local Plan, and the latest MYE.

**Table 5: Comparison of Population Projections for Burnley Borough:**

	2012	2014	2016	2018	2020	2032	2012-2032	Average Annual Population Growth
2012-based SNPP	87,127	87,009	86,984	87,002	87,053	86,885	-242	-12
2014-based SNPP	(87,127)	87,291	87,250	87,286	87,369	87,303	+176	+9
2016-based SNPP	-	-	87,496	87,550	87,681	87,180		-20 (2016-2032)
2018-based SNPP	-	-	-	88,527	89,278	91,861		+238 (2018-2032)
MYE (ROUNDED)	87,100	87,200	87,500	88,500	89,300	-	-	+275 (2012-2020)
Burnley Local Plan Scenario Ei	87,127	87,291	87,522	87,894	88,545	92,460	5,333	+267

Source: ONS and Burnley Council

## Population Profile

3.1.9 It is important that demographic changes and projections continue to be monitored regularly and that attention is paid, not just to the headline figures, but to trends within specific age groups and to birth and migration rates. For example, a decrease in the proportion of working age people either through out-migration or natural change would be a specific issue in terms of supporting the economy of the borough and could affect the long-term sustainability of communities and infrastructure such as schools. These matters are assessed in the Strategic Housing Market Assessment (SHMA). The overall component of population change can be seen in Table 8.



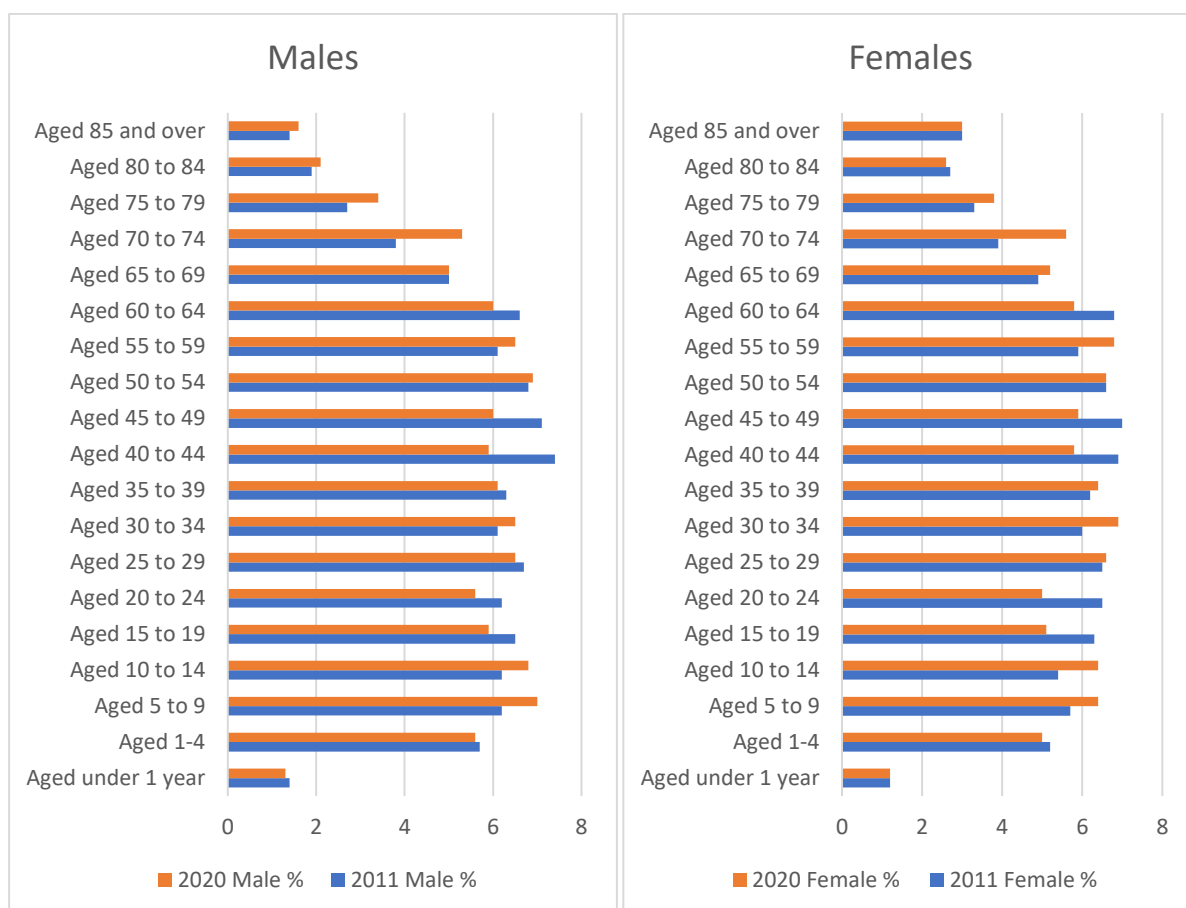
3.1.10 In general, the proportion of older people within the borough population is growing since 2018 the proportion of people aged 65+ has grown by 2.9% up from 16,422 in 2018 to 16,798 in 2020. The rate of growth is split evenly between males and females at 2.28% and 2.3% retrospectively. This is in line with the trend in England which saw a 2.8% growth in the 65+ age group between 2018 and 2020. In comparison, between 2018 and 2020 the proportion of people aged 0-15 in Burnley grew by 1.6% up from 18,548 in 2018 to 18,845 in 2020. The proportion of people aged 16-64 increased marginally by 0.3% up from 53,557 in 2018 to 53,701 in 2020.

**Table 6: Age Profile of Burnley's population, 2011**

Age Group	Burnley	North West	England
0-14	18.4%	17.5%	17.7%
15-29	19.4%	20.0%	20.0%
30-59	39.2%	39.6%	40.0%
60-75	15.4%	15.1%	14.6%
75+	7.5%	7.7%	7.7%

Source: 2011 Census reports (ONS)

**Table 7: Age Profile of Burnley's population, 2011 and 2020 Compared**



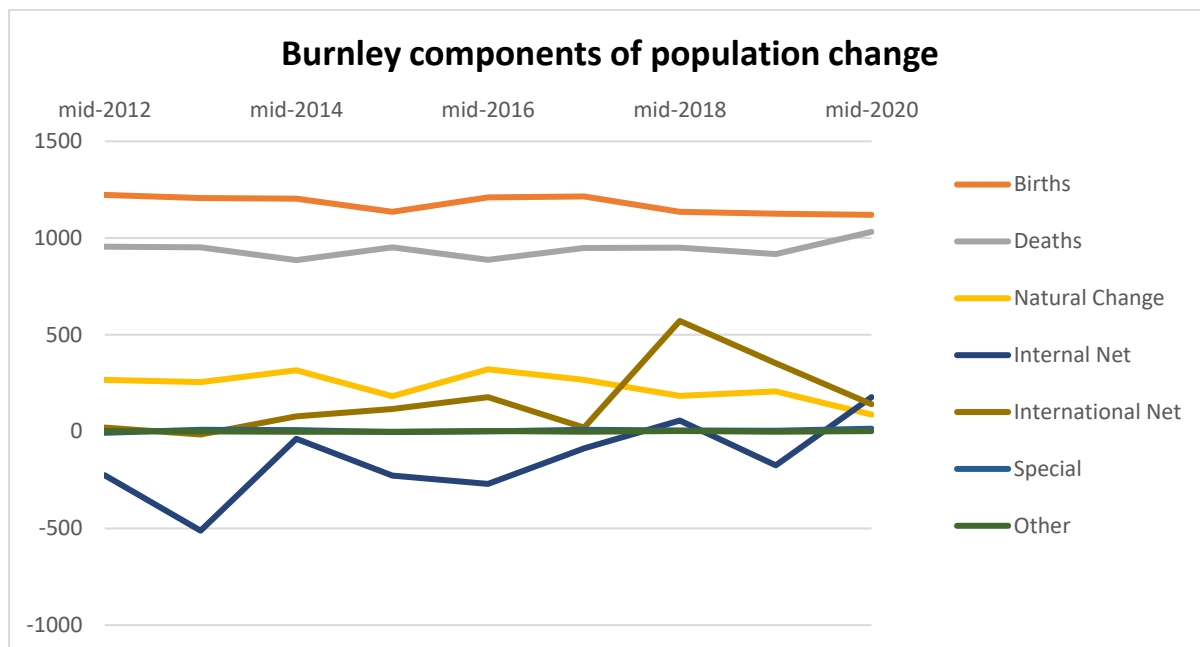
Source: ONS and BBC

3.1.11 The following Chart shows the different elements of population change from the start of the local plan period to date. The estimates provided cover the period up to 30 June 2020. The full effects of the Covid-19 pandemic will be seen in future years but the statistics sadly already reflect a large increase in deaths, from 917 in 2019 to 1032 in 2020. Birth registrations were suspended in the

early part of the pandemic and delays occurred to international passenger arrivals and this may have a small impact on Mid 2020 Figures

(<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/annualmidyearpopulationestimates/mid2020>).

**Table 8: Components of Population Change 2012-2020**



Source: ONS Analyses of Population Estimates Tool (25 June 2021) (©Crown Copyright – licenced under the Open Government Licence v.3.0)

3.1.12 The fertility rate in Burnley during 2020 was at (1.95) this is above average for Lancashire-12 (1.60) and England & Wales (1.58) children per woman. All these rates have decreased since 2019. Burnley is slightly below the so-called 'replacement level fertility' (2.1). The total fertility rate in England and Wales in 1964 was 2.93 at the peak of the twentieth century 'baby boom'. (ONS)

3.1.13 The borough's population is diverse with about 12.6% of its residents according to the 2011 Census being black or minority ethnic, an increase from 8.2% in 2001. Eight out of fifteen of the Borough's wards had 3% or fewer residents who are not white, while three wards have a black or minority ethnic population greater than 25% (Bank Hall 27%, Queensgate 29%, Daneshouse with Stoneyholme 82%) (Source: 2011 Census table KS210EW).

### 3.2 Deprivation

3.2.1 Within some of the inner urban neighbourhoods, there are significant pockets of deprivation including high levels of crime, deep-rooted health problems and inequalities, poor quality housing and fuel poverty. This is in stark contrast to the greater affluence of some suburbs and villages.

#### Deprivation according to the Census

3.2.2 The 2011 Census recorded deprivation based on four 'dimensions.' The dimensions of deprivation used to classify households are indicators based on the four selected household characteristics:

- Employment: any member of a household not a full-time student is either unemployed or long-term sick.
- Education: no person in the household has at least level 2 education, and no person aged 16-18 is a full-time student.
- Health and disability: any person in the household has general health 'bad or very bad' or has a long-term health problem.
- Housing: Household's accommodation is either overcrowded, with an occupancy rating -1 or less, or is in a shared dwelling, or has no central heating.

3.2.3 A household is classified as being deprived in none (i.e. not deprived) or one to four of these dimensions and is only classified to one of the five options. The definition of a household is one person living alone, or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area. It must contain someone whose place of usual residence is at the address. A group of short-term residents/visitors living together is not classified as a household.

3.2.4 Burnley is ranked in the 50 most deprived authorities in England and Wales for two dimensions or more.

**Table 9: Percentage of Households by Deprivation Category**

District	Not deprived	Deprived in one dimension	Deprived in two dimensions	Deprived in three dimensions	Deprived in four dimensions
Burnley	36.2	31.3	23.5	8.1	0.8
Chorley	48.1	30.2	17.1	4.2	0.3
Fylde	45.6	32.7	17.5	3.8	0.4
Hyndburn	37.9	31.6	22.7	7.2	0.7
Lancaster	44.0	31.8	18.6	5.1	0.5
Pendle	37.3	32.2	22.5	7.4	0.6
Preston	40.9	31.8	19.8	6.7	0.8
Ribble Valley	53.3	30.1	13.9	2.6	0.2
Rosendale	43.5	30.5	19.7	5.8	0.5
South Ribble	48.6	31.2	16.6	3.4	0.3
West Lancashire	43.1	32.6	19.6	4.4	0.3
Wyre	40.2	33.4	21.6	4.5	0.4
Lancashire (12 districts)	43.0	31.7	19.5	5.3	0.5
Blackburn with Darwen	35.9	32.1	22.8	8.3	0.8
Blackpool	31.6	32.2	25.6	9.3	1.4
Lancashire (14 authorities)	41.2	31.8	20.5	6.0	0.6
North West	40.5	31.7	20.8	6.4	0.6
England and Wales	42.3	32.6	19.3	5.2	0.5

Source: ONS 2011 Census

#### Deprivation according to the IMD

3.2.5 The Indices of Deprivation 2019 use a group of statistical indicators to rank 32,844 small geographical areas containing between 1,000 and 1,500 people in England (Lower Layer Super Output Areas 'LSOA's) in terms of aspects of their deprivation. There are 60 such areas in the

borough. 37 indicators are grouped into 7 'domains' and also combined to produce an overall Index of Multiple Deprivation (IMD). Scores are ranked to provide a table of relative deprivation levels. The 7 domains cover income, employment, health and disability, education, skills and training, barriers to housing and services, crime and the living environment.

3.2.6 Based on average overall scores, Burnley is ranked the 8th most deprived area out of 326 local authority areas in England (based on rank of average scores). In 2015 it was ranked 9th. The most prevalent form of deprivation in Burnley relates to health and disability.

### 3.3 Health

3.3.1 The health of people in Burnley is affected by the high levels of deprivation and worklessness. Life expectancy for both men and women remains lower than the Lancashire and England average.

**Table 10: Life Expectancy at Birth**

	Year	Burnley	Lancashire (12)	England
Males	2010-2012	75.6	78.0	79.1
	2011-2013	75.6	78.2	79.3
	2012-2014	76.1	78.4	79.4
	2013-2015	76.3	78.5	79.5
	2014-2016	76.7	78.7	79.5
	2015-2017	76.2	78.6	79.6
	2016-2018	76.2	78.5	79.6
	2017-2019	76.0	78.5	79.8
	2018-2020	75.7	78.3	79.4
Females	2010-2012	80.5	81.9	82.9
	2011-2013	80.1	81.9	83.0
	2012-2014	80.1	82.1	83.1
	2013-2015	80.0	82.1	83.1
	2014-2016	80.5	82.2	83.1
	2015-2017	80.9	82.2	83.1
	2016-2018	81.4	82.2	83.2
	2017-2019	80.8	82.3	83.4
	2018-2020	80.3	82.0	83.1

Source: Public Health England &ONS, Local Authority Health Profiles  
<https://fingertips.phe.org.uk/profile/health-profiles>

3.3.2 The following table shows that Burnley's rates of mortality from heart disease and stroke, and from cancer, are all significantly higher than the Lancashire and England averages. Rates had been steadily decreasing since 2010-2012 but the figures for 2017-2019 saw a slight rise on the previous year's figures, but this was still well below the 2010-12 figures. Modifiable risk factors, including tobacco use, alcohol consumption, poor diet, physical inactivity and being overweight or obese, contribute to the number of early deaths from these diseases and can be addressed through

public health interventions. Local planning policies can assist in promoting physical activity, healthier lifestyles and reducing/mitigating vehicle emissions.

**Table 11: Mortality Rates by Disease**

	Year	Burnley	Lancashire (12)	England
Mortality due to cardiovascular disease (inc. heart disease and stroke) per 100,000 population of those under 75	2010-2012	121.2	92.6	80.8
	2011-2013	113.9	89.8	77.8
	2012-2014	109.9	85.6	75.7
	2013-2015	106.0	85.0	74.6
	2014-2016	103.1	82.1	73.5
	2015-2017	102.4	81.1	72.5
	2016-2018	99.8	81.4	71.7
	2017-2019	101.4	83.7	70.4
Mortality due to cancer per 100,000 population of those under 75	2010-2012	205.1	156.6	146.5
	2011-2013	188.0	155.8	144.4
	2012-2014	183.7	149.8	141.5
	2013-2015	170.3	143.5	138.8
	2014-2016	168.6	138.5	136.8
	2015-2017	170.2	137.8	134.6
	2016-2018	163.1	138.3	132.3
	2017-2019	168.7	136.4	129.2

Source: Public Health England & ONS, Local Authority Health Profiles (As Above)

3.3.3 The table below shows that the infant mortality rate (rate per 1000 live births), remains higher than the Lancashire and England averages, but at its lowest rate since 2012-12.

**Table 12: Infant Mortality Rates**

Year	Burnley	Lancashire (12)	England
2010-2012	6.6	5.1	4.3
2011-2013	6.7	5.3	4.1
2012-2014	5.9	4.8	4.0
2013-2015	8.2	4.6	3.9
2014-2016	6.8	4.5	3.9
2015-2017	7.8	4.7	3.9
2016-2018	6.6	4.7	3.9
2017-2019	7.0	4.2	3.9
2018-2020	5.1	3.8	3.9

Source: Public Health England & ONS, Local Authority Health Profiles (As Above)

3.3.4 According to the Burnley Health Profile, in 2019/20 22.0% (250) Year 6 children (10-11 years old) were classified as obese; this is an increase from the rate in 2018/19 but below the earlier rate for 2017/18. The Lancashire 12 and England rates are gradually increasing.

**Table 13: Obesity in Children (Year 6: ages 10-11)**

Year	Burnley	Lancashire (12)	England
2012/13	19.1	17.9	18.9
2013/14	21.0	18.1	19.1
2014/15	21.7	18.4	19.1
2015/16	23.4	18.9	19.8
2016/17	21.2	18.9	20.0
2017/18	22.7	18.8	20.1
2018/19	20.0	19.9	20.2
2019/20	22.0	20.7	21.0

Source: Public Health England & ONS, Local Authority Health Profiles (As Above)

3.3.5 The following table below from the 2011 Census shows the number and percentage of people in Burnley whose day-to-day activities were limited by long term illness or disability.

**Table 14: Day-to-day activities limited by long term illness or disability (all ages) 2011 Census**

	Population	A lot	A lot %	Little	Little %	Not limited	Not limited %
Burnley	87,059	10,090	11.6	9,517	10.9	67,452	77.5

Source: ONS 2011 Census

#### Healthcare Facilities

3.3.6 In 2017, the East Lancashire Clinical Commissioning Group (CCG) estimated that the growth proposed in the then emerging Local Plan up to 2032 would require an additional requirement of four whole time equivalent GPs, with associated nursing and administrative staff. It is anticipated that this growth could be accommodated within existing practices and that it will not be required until later in the plan period. It was proposed to review the situation periodically with the CCG and wider NHS, to identify where pressures may exist and whether these require support through developer contributions.

3.3.7 A review of the Council's Infrastructure Delivery Plan (IDP) is underway and is anticipated to be published in 2022. This will set out updated information on infrastructure needed to support the Local Plan.

3.3.8 The Council has recently adopted a Developer Contributions SPD which supplements the policies of the Local Plan and in particular Policy IC4 which sets out the policy for seeking planning contributions. The SPD is intended to provide information on how this policy and other policies requiring affordable housing or specific infrastructure will be interpreted and applied.

#### Changes Places Toilet Facilities

3.3.9 Policy SP5 Development Quality and Sustainability, requires new developments, as appropriate to their nature and scale, to be inclusive and accessible to all. A monitoring indicator for this policy is the number of toilets built to 'Changing Places' standards. A Changing Places toilet is a fully accessible toilet with additional equipment to a standard accessible toilet and enough space for up to two carers. In the monitoring period 2018/19 one such facility, the Borough's first, was completed at St Peter's Leisure Centre. Four further facilities opened in Burnley in 2019/20. There

were no further facilities in 2020/21. All of these new facilities are all at existing large developments and demonstrate that these improved facilities can and should be provided by the public and private sector at any new larger scale amenities to enhance accessibility. In 2020 the Government committed to amending the building regulations in 2021 to ensure that changing place facilities are included in most new public venues with a capacity of 350 people or more such as shopping centres and retail parks or where there is a material change to an existing venue.<sup>3</sup>

**Table 15: Changes Places Toilet Facilities**

Year	Location	Facilities
2018/19	St Peters Leisure Centre	1
2019/20	Charter Walk Shopping Centre, Burnley	1
	Tesco Extra, Burnley	1
	Towneley Park	1
	Burnley Football Club	1
2020/21	N/A	0

Source: <http://changingplaces.uktoiletmap.org>, Burnley Council and Tesco plc, <https://www.innovacareconcepts.com/en/blog/news/burnley-fc-choose-an-innova-changing-place-to-improve-stadium-accessibility/>

### 3.4 Crime

3.4.1 According to Home office data for the year to 31 March 2021, there were 9,886 recorded crimes (excluding fraud) in Burnley borough giving a crime rate per 1,000 population (based on the 2020 MYE of 89,300) of 110.71. This represents a significant decrease on the previous year's figures in number and rate. The Burnley figures are supplied with a caveat that not all data has been recorded at this level in Lancashire. Using the same data source, the figure for Lancashire 14 (based on the 2019 MYE of 1,515,487) would be 79.04, a rise on the previous year's figures.

3.4.2 Lancashire Constabulary moved to a new crime recording system in November 2018 with more crimes being recorded.

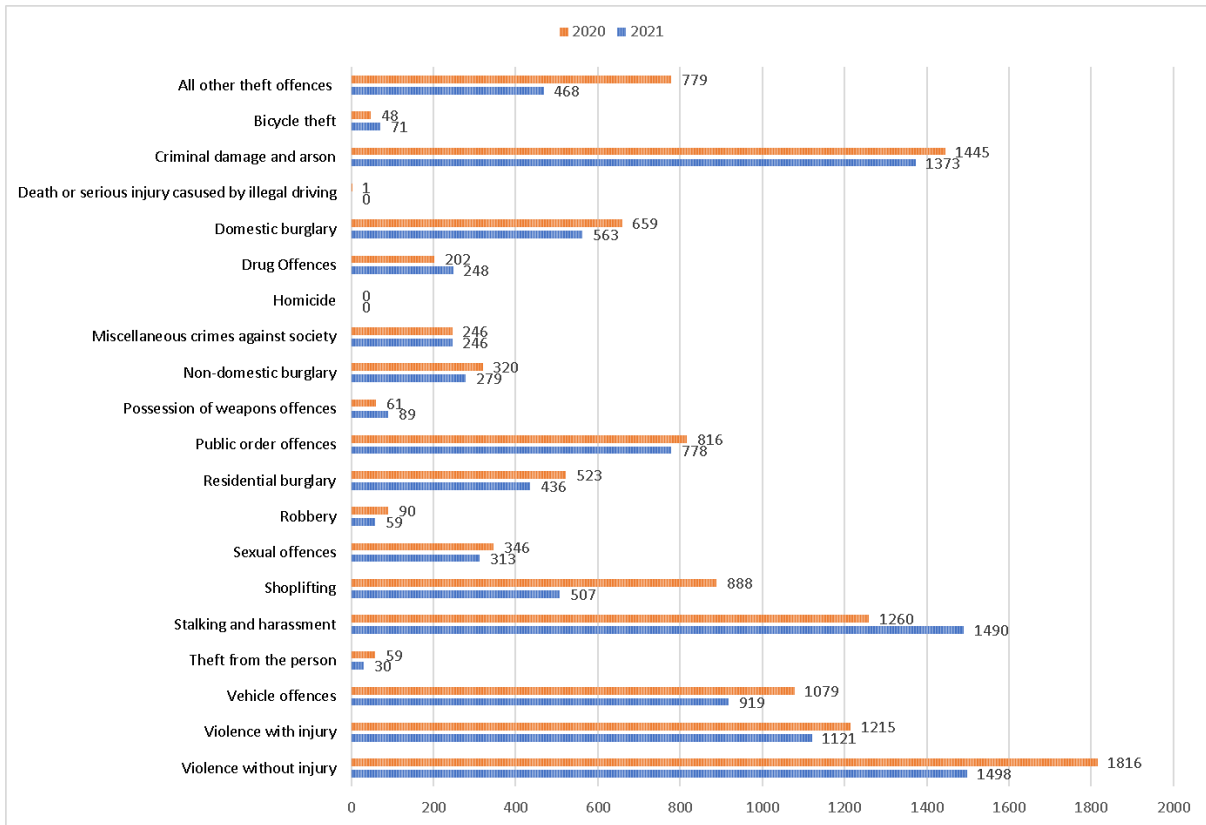
3.4.3 A breakdown of recorded crime in 2020 and 2021 by category can be seen in the table below. For further information on crime statistics please see:

- <https://www.gov.uk/government/collections/crime-statistics>
- <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datalist>
- or Lancashire County Council's analysis at: <https://www.lancashire.gov.uk/media/920131/crime-in-lancashire.pdf>

3.4.4 Monthly crime statistics data is available for specific neighbourhood areas e.g. Burnley Town Centre through <https://www.police.uk/pu/your-area/>

<sup>3</sup> <http://www.gov.uk> [Changing Places toilets for severely disabled people to be compulsory in new public buildings - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/changing-places-toilets-for-severely-disabled-people-to-be-compulsory-in-new-public-buildings)

**Table 16: Recorded Crime by category, Burnley 2020 and 2021 (31<sup>st</sup> March)**



Source: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/859538/prc-csp-mar16-sep2019-tables.ods](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/859538/prc-csp-mar16-sep2019-tables.ods)

Calculation used to Calculate Crime rate – (Number of Offences ÷ Population x 1000)



### 3.5 Housing

#### Type and Tenure

3.5.1 Burnley has a much higher proportion of terraced housing than England or the region as a whole. According to the 2011 Census, 50.1% of Burnley's housing stock consisted of terraced houses compared to the regional average of 30% and England average of 24.5%. Much of the terraced housing stock comprises pre-1919 two bedroomed houses and this constrains choice in the housing market.

**Table 17: Housing Type**

Type	Burnley 2001 Census		Burnley 2011 Census	
	Number	%	Number	%
Detached	4,952	12.4	5,203	13.0
Semi-detached	11,077	27.8	11,144	27.9
Terraced	20,654	51.9	20,009	50.1
Flat/maisonette	3,031	7.6	3,505	8.8
Caravan/mobile structure	88	0.2	103	0.3

Source: ONS 2011 Census, Table KS401EW, 2001 Census Table KS16

3.5.2 The 2016 SHMA identified the need to diversify the current housing stock away from terraced properties towards larger, more aspirational detached and semi-detached dwellings; and that in order to compete against wealthier housing markets nearby and stem the tide of out migration of more affluent residents, development of higher quality 3-4 bed detached properties is required. It also recognises, however, that a balance must be struck between the need to provide more aspirational property types, and the ability of residents to afford larger housing. Table 42 shows the types of new homes completed over the last 4 years.

3.5.3 Census data shows that between 2001 and 2011 there had been a significant decrease in the number of Burnley residents in owner occupation and an increase in the percentage in private rented accommodation. These changes most likely reflect the national recession from 2008 and its ongoing after-effects.

**Table 18: Burnley Housing Tenure 2001-2011**

Tenure	Census 2001				Census 2011			
	Burnley (number)	England (number)	Burnley %	England %	Burnley (number)	England (number)	Burnley %	England %
<b>Owner occupied</b>								
Owned outright	10,994	5,969,670	29.4	29.19	11,815	6,745,584	31.5	30.8
Owned with mortgage or loan	15,494	7,950,759	42.1	38.88	12,593	7,229,440	33.5	32.7
Shared: part owned and part rented	107	133,693	0.29	0.65	79	173,760	0.2	0.8
<b>Social rented</b>								
Rented from Council	2,593	2,702,482	7.05	13.21	1,418	2,079,778	3.8	9.4
Other social rented	2,930	1,238,246	7.96	6.05	3,863	1,823,772	10.3	8.2
<b>Private rented</b>								
Private landlord or letting agency	3,409	1,798,864	9.26	8.80	6,664	3,401,675	17.70	15.3
Other private rented	1,319	657,713	3.58	3.22	603	314,249	1.6	1.4
Rent free	n/a	n/a	n/a	n/a	515	295,110	1.4	1.4

Source: ONS Census 2011 Table KS402EW, 2001 Table KS18

3.5.4 In 2020, the proportion of dwellings in the private sector (owned and rented) was below the county average. The proportion of social housing (rented from a local authority or registered provider) was slightly higher than the 2011 census figure of 14.1%.

**Table 19: Housing Tenure April 2020**

	Local Authority		Private Registered Provider		Other public sector		Private sector		Total
	Number	%	Number	%	Number	%	Number	%	
Burnley	39	0.1	6,233	15.1	0	0.0	34,973	84.8	41,245
Pendle	2	0.0	4,659	11.5	0	0.0	35,911	88.5	40,572
Hyndburn	38	0.1	4,884	13.2	0	0.0	32,131	86.7	37,053
Ribble Valley	7	0.0	2,139	7.7	51	0.2	25,710	92.1	27,907
Rossendale	17	0.1	4,648	14.4	12	0.0	27,579	85.5	32,256
Lancashire 12	9,744	1.8	57,866	10.4	483	0.1	486,877	87.7	554,970
England	1,583,068	6.4	2,583,208	10.5	32,274	0.1	20,459,350	83.0	24,657,900

Source: <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>  
DCLG Live Table 100 Data is provisional. % are rounded, Note: Private Registered Provider here refers to registered providers of social housing (previously known as Housing Associations or Registered Social Landlords).

3.5.5 Analysis by council tax band shows that in 2021, 60.7% of dwellings in Burnley were in the lowest band 'A' compared to the average for England of 24.0%. There has been a small drop in the % of Band 'A' properties since the start of the Plan period. The highest tax bands of 'F' to 'H' accounted for 9.3% of properties in England but just 1.1% in Burnley.

**Table 20: Burnley Dwelling Stock by Council Tax band 2011 – 2021**

Year	Band A	%	Band B	%	Band C	%	Band D	%	Band E	%	Band F	%	Band G	%	Band H	%	Total
2012	24,947	61.7	4,951	12.2	6,079	15.0	2,719	6.7	1,263	3.1	326	0.8	134	0.3	21	0.1	40,440
2013	24,930	61.6	4,978	12.3	6,075	15.0	2,722	6.7	1,255	3.1	323	0.8	134	0.3	21	0.1	40,438
2014	24,939	61.5	5,094	12.6	6,083	15.0	2,733	6.7	1,255	3.1	321	0.8	133	0.3	21	0.1	40,579
2015	24,935	61.3	5,158	12.7	6,095	15.0	2,760	6.8	1,249	3.1	321	0.8	131	0.3	21	0.1	40,670
2016	24,960	61.0	5,313	12.9	6,115	14.9	2,760	6.7	1,258	3.1	320	0.8	134	0.3	21	0.1	40,881
2017	25,152	61.1	5,389	13.0	6,127	14.9	2,771	6.7	1,251	3.0	328	0.8	132	0.3	20	0.0	41,170
2018	25,293	61.0	5,451	13.2	6,162	14.9	2,793	6.7	1,258	3.0	329	0.8	133	0.3	20	0.0	41,439
2019	25,473	61.0	5,515	13.2	6,215	14.9	2,814	6.7	1,258	3.0	329	0.8	131	0.3	21	0.1	41,756
2020	25,491	60.9	5,561	13.3	6,248	14.9	2,842	6.8	1,263	3.0	330	0.8	133	0.3	21	0.1	41,889
2021	25,590	60.7	5,664	13.4	6,295	14.9	2,889	6.8	1,270	3.0	332	0.8	131	0.3	21	0.0	42,192

Source: Council Tax, Burnley Borough Council Figures are for 13 September 2021, taken from (Council Tax local authority level data 2021) [Council Taxbase 2021 in England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/council-tax-base-2021)

### Vacant Dwellings

3.5.6 At October 2021, there were 1,861 empty homes in the borough, 4.4% of the overall housing stock. The overall number of vacancies shows a reduction from the previous year, part of a significant downward trend; however, the rate remains higher than the average for England (2.9%). A vacancy rate of 3% is widely accepted as a normal rate to allow for 'market churn' which would mean

that the borough now has just under 595 excess vacancies (as opposed to over 2,075 in 2009). This demonstrates significant progress in addressing this issue, achieved by a combination of selective demolition, conversion to new uses and targeted action to bring homes back into use.

**Table 21: Trends in Vacant Dwellings in Burnley**

Year	Vacant Dwellings	Rate	Total No. of dwellings
2009 October	3,232	7.97%	40,564
2010 October	3,226	7.95%	40,576
2011 October	2,824	7.00%	40,340
2012 October	2,978	7.36%	40,440
2013 October	2,626	6.49%	40,438
2014 October	2,458	6.06%	40,579
2015 October	2,456	6.04%	40,670
2016 October	2,384	5.83%	40,881
2017 October	2,267	5.5%	41,170
2018 October	2,261	5.5%	41,439
2019 October	2,089	5.0%	41,756
2020 October	1,906	4.6%	41,889
2021 October	1,861	4.4%	42,192

Source: (Council Tax local authority level data 2021) [Council Taxbase 2021 in England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/council-tax-base-2021)

3.5.7 In 2020, 701 or 37.7% of the vacant properties had been empty for six months or more. This represents a decrease in the number from 2020 (780), and a decrease in percentage from 2020 (40.9%). These 'long term vacants' represent 1.7 % of all properties in the borough.

3.5.8 Tackling the problems associated with empty properties has been a priority for Burnley for many years. In 2004 following an announcement in April 2002, Burnley became part of the national Housing Market Renewal (HMR) Pathfinder Programme under the name 'Elevate East Lancashire' (now Growth Lancashire). The Council and its partners were able to access a level of resources that enabled a strategic approach to addressing low housing demand, high levels of empty properties and low property values; with a programme of selective clearance, new build and refurbishment; and long-term plans that attracted volume house builders.

3.5.9 Strong progress has been made in the three identified housing regeneration neighbourhoods. The programme in Burnley Wood is complete. Developer Keepmoat has completed over 240 new homes in conjunction with Accent who delivered 24 of these as 'affordable' homes. In South West Burnley, Keepmoat have also completed their programme of new build housing delivering 180 units by 31 March 2019. In Daneshouse, by 31 March 2021, developer Gleeson had completed 89 units with a further 102 planned, and at Stoneyholme had completed 50 units. Great Places Housing Group had completed 59 new homes, 53 of which were 'affordable' homes.

3.5.10 The Council introduced a Vacant Property Initiative in 2003 to bring long term problematic empty properties back into use.

3.5.11 Following the cessation of the Pathfinder Programme, the Council continues to deliver an empty homes programme which uses a range of options to bring empty homes back into use. This

includes an annual programme of compulsory purchase where owners are taking no steps to bring their long-term empty properties back into use. This allows the Council to carry out renovation work, re-sell on the open market or lease to Calico Homes Limited.

3.5.12 Incentives are an important part of the empty homes programme, supporting owners to return their empty homes back into use so that they make a positive contribution to the Borough’s housing market. These incentives include empty homes loans and council tax rebates.

3.5.13 These measures are helping to tackle the ongoing problems of empty homes, but resources are limited. Additional external funding would allow these initiatives to have a greater impact.

3.5.14 Policy SP2 of Burnley’s Local Plan 2012 – 2032 makes an allowance for empty homes brought back to use via these targeted initiatives for the period 2014-2019 of 228 (as opposed to those being brought back into use more generally by the market). The actual figure for the re-occupation of vacant homes via this initiative for 2014-19 was 282.

**Table 22: Empty Homes Re-occupied through Council Intervention**

Year	No. of Empty Homes Re-occupied
2014/15	53
2015/16	47
2016/17	48
2017/18	50
2018/19	84
2019/20	94
2020/21	88

Source: Burnley Council Balanced Scorecard – Measure: No. of vacant properties brought back into use through Local Authority Intervention

## Condition

### Decency

3.5.15 When the last House Condition Survey was undertaken in 2009, 17,700 (43.6%) of houses in Burnley were classed as 'non-decent', compared to the England average of 36.7%. (Pennine Lancashire House Condition Survey 2009). Numbers had increased since the previous House Condition Survey carried out in 2004 in part because a new housing health and safety rating system had been introduced to replace the previous ‘unfitness’ standard. In the 2009 survey, ‘non decency’ was largely due to Category 1 hazards (58%) and poor thermal comfort (73.9%). Excess cold was the main Category 1 hazard and this overlapped heavily with poor thermal comfort. 13,100 dwellings (32%) failed the thermal comfort criterion of the decent homes definition compared to the England average of 16.7%.

3.5.16 In 2015 there were 10,160 homes in Burnley with Category 1 hazards, of which 9,757 were in the private sector. A further 22 private sector dwellings were made free of Category 1 hazards in 2019/20 as a direct result of Council intervention (Local Authority Housing Statistics, 2020). Improving conditions in the Private Rented Sector (PRS) is also a priority for the Council (Strategic Plan 2021).

3.5.17 The number of private rented properties in Burnley grew by 81% between 2001 and 2011 (Census records) - with many of the inner areas of the town having over 40% of properties in the PRS.

Whilst the PRS plays a valuable role in providing accommodation, some landlords do not take appropriate responsibility for the condition of their properties or for the way they manage the properties and tenancies.

3.5.18 In Burnley the distribution of non-decent dwellings by tenure reflects the England picture in that privately rented dwellings have the highest rate of non-decency at 46.3%, followed by owner occupied dwellings (45.5%) whilst the rate in RSL properties is above the national equivalent at 31.3% (Pennine Lancashire House Condition Survey 2009). To improve standards in the PRS the Council are currently implementing/or have implemented the following:

- The Good Landlord and Agent Scheme (GLAS): This is a voluntary scheme which operates Borough wide. Landlords who join the scheme commit to meeting a code of practice which was revised in 2016 to reflect best practices within the sector for property condition and tenancy management. In return the Council offers free training events, assistance and advice. There are currently 10 accredited managing agents and over 300 accredited landlords.
- Enforcement of Housing Conditions: The Council investigates and addresses approximately 300 complaints of disrepair from the tenants of private landlords every year. Officers proactively inspect properties where they believe that there could be existence of serious hazards.
- House in Multiple Occupation: The Council continues to assess licence applications for house in multiple occupation to ensure these high-risk properties are of good condition and managed in line with the statutory requirements.
- There are currently 7 'selective licensing' areas operating across the Borough:
  - The Burnley Wood with Healey Wood Selective Licensing area
  - The Leyland Road area Selective Licensing area
  - The Ingham and Lawrence Street area Selective Licensing area
  - The Trinity Selective Licensing area
  - The Queensgate Selective Licensing area
  - The Gannow Selective Licensing area
  - The Daneshouse and Stoneyholme Selective Licensing area

3.5.19 These selective licensing areas will help to address the problems associated with low demand by compelling those landlords that are not operating to minimum required standards to improve their management practices and the condition of their properties. This will improve the housing offer which in turn will help improve the unpopular perception that residents may have of these neighbourhoods.

3.5.20 As part of licensing and accreditation the Council delivers training courses to landlords and managing agents to ensure they know the standards they should be operating to. Each year the aim is to deliver this training to around 100 participants.

3.5.21 The Burnley Wood with Healey Wood and Leyland Road designations expired on 21 November 2021. The Council ran a consultation between the 9 August and 24 October 2021 with stakeholders on proposals to designate areas within the Burnley Wood with Healey Wood and Leyland Road area with a revised boundary as selective licensing areas running from 2022 to 2027.

## Energy Efficiency and Fuel Poverty

3.5.22 The definition of fuel poverty has undergone a series of revisions over the past decade.

3.5.23 Under a previously used definition, a household was considered to be in fuel poverty if it spent more than 10% of its income on fuel, but this measure could include both people in financial difficulties and those who could comfortably spend over 10% of their income heating larger properties that are at the higher end of the price range. It was therefore considered an indicator of limited value.

3.5.24 In June 2014, fuel poverty results for 2012 were published by the Department of Energy and Climate Change (Now the Department for Business, Energy & Industrial Strategy BEIS). These used a new definition of fuel poverty, the 'low income high costs' method of calculation. A household was then defined as 'fuel poor' if:

- A household has required fuel costs that are above the median level; and
- Where the household to spend that amount, they would be left with a residual income below the official poverty line.

3.5.25 Using this definition, in 2019, (the latest stats available) the number of households in fuel poverty in England was estimated at 3.20 million, representing approximately 13.4% of all English households. This proportion is a substantial increase from 10.2% in 2018.

3.5.26 The 2019 results indicated that in Lancashire, 71,822 households (13.7%) were in fuel poverty. Within Lancashire, Pendle (17.3%) had the 26th worst rate in the country, whilst Burnley at 16.4% had the 42 worst rate. Whilst Burnley had improved in the England ranking from the 20<sup>th</sup> worst overall, this still represents worse position than in 2018 when the number was 5,353 equating to 13.6% (BEIS/Lancashire Profile).

3.5.27 In 2019 within Burnley, one urban neighbourhood (LSOAs) had levels of fuel poverty above 30%, which was an improved position on 2018 when three urban neighbourhoods (LSOAs) had levels of fuel poverty above 30%. (BEIS - Lower Super Output Areas).

**Table 23: Households in fuel poverty in East Lancashire 2019**

Area	All households (estimated number)	Fuel-poor households (estimated number)	Fuel-poor households (%)	Rank out of 314 local authorities in England
Burnley	39,670	6,507	16.4	42
Blackburn with Darwen	60,504	9,922	16.4	43
Hyndburn	36,271	5,642	15.6	67
Pendle	39,460	6,818	17.3	26
Ribble Valley	25,463	2,978	11.7	196
Rosendale	30,654	4,549	14.8	90
Lancashire	524,303	71,822	13.7	-
North West	3,177,487	461,364	14.5	-
England	23,661,751	3,175,979	13.4	-

Source: Department for Business, Energy & Industrial Strategy (2019 sub-regional fuel poverty data, low income high cost measure) <https://www.lancashire.gov.uk/lancashire-insight/deprivation/fuel-poverty/>  
<https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-data-2021>

3.5.28 In February 2021 a new fuel poverty sustainable strategy was published [Sustainable warmth: protecting vulnerable households in England - GOV.UK \(www.gov.uk\)](#). A new fuel poverty metric 'Low Income Low Energy Efficiency' (LILEE) was set out in the strategy. The LILEE indicator considers a household to be fuel poor if:

- it is living in a property with an energy efficiency rating of band D, E, F or G as determined by the most up-to-date Fuel Poverty Energy Efficiency Rating (FPEER) Methodology; and
- it is disposable income (income after housing costs (AHC) and energy needs) would be below the poverty line.

## House Prices, Sales and Affordability

### House Prices

3.5.29 In 2020 with average (mean) house prices in Burnley was around 37% of the national average for England and Wales and 57% of the regional average - a slight narrowing of the relative gap from the previous year continuing the recent trend. There is a marked difference between house prices in the rural area and the more urban parts of the borough. Average house prices in the borough have risen well above their pre-recession peak of £97,883 set in June 2008.

**Table 24: Average House Prices (£) Compared**

		2012	2013	2014	2015	2016	2017	2018	2019	2020	% Change
Burnley	Mean	93,755	86,660	96,245	94,803	98,829	104,051	106,238	110,620	119,864	+8.36
	Median	77,500	73,000	85,000	78,000	86,000	91,000	90,000	94,000	99,225	+5.56
	Lower Quartile	45,000	40,000	48,000	46,000	50,000	54,995	54,995	57,500	62,500	+8.70
North West	Mean	155,787	159,028	166,134	173,103	180,043	189,342	194,145	199,799	212,000	+6.11
	Median	130,000	132,000	138,500	145,000	150,000	157,000	161,000	167,500	175,000	+4.48
	Lower Quartile	90,000	92,000	97,000	100,000	105,000	110,000	113,000	117,500	122,000	+3.83
England & Wales	Mean	238,201	247,191	260,758	271,995	282,696	292,952	297,492	301,771	323,856	+7.32
	Median	180,000	185,000	195,000	208,000	219,950	228,500	235,000	239,950	250,000	+4.19
	Lower Quartile	125,000	125,000	132,500	138,500	143,000	149,000	153,500	157,262	165,000	+4.92

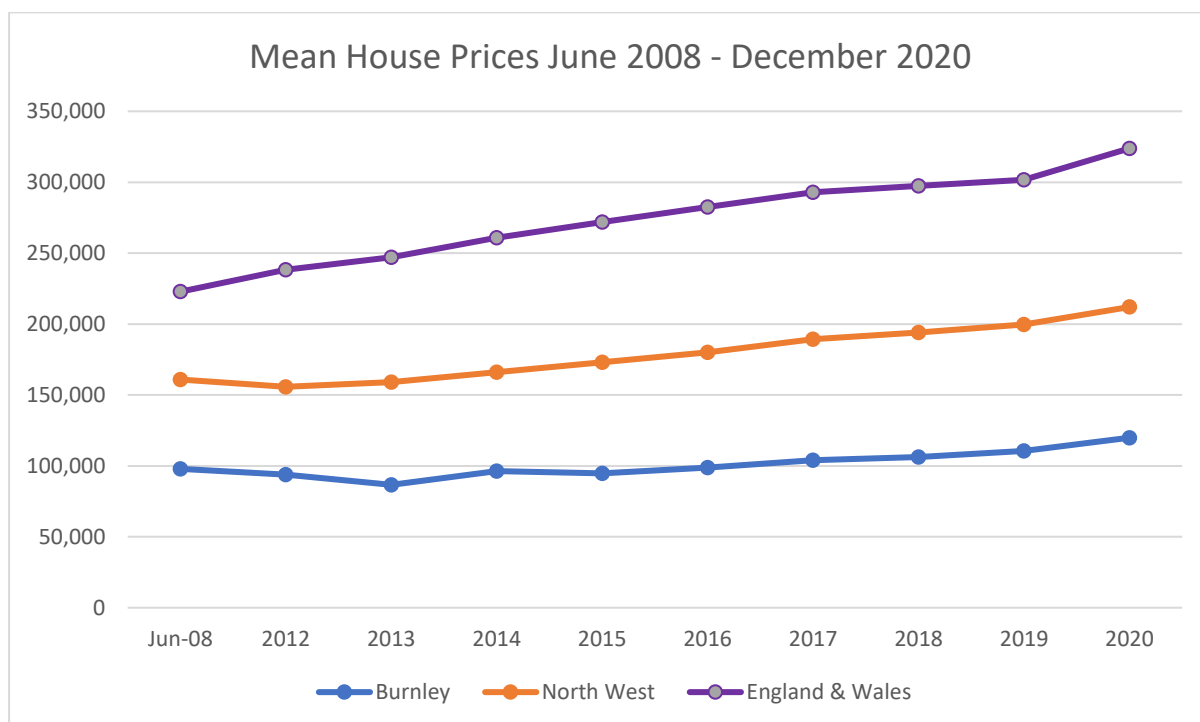
Source: Land Registry via Office for National Statistics (Tables 1a and 2a) Accessed June 2021. Percentage change is on the previous year.

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepricefornationalandsubnationalgeographiesquarterlyrollingyearhpsdataset12>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/lowerquartilehousepricefornationalandsubnationalgeographiesquarterlyrollingyearhpsdataset15>

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/medianhousepricefornationalandsubnationalgeographiesquarterlyrollingyearhpsdataset09>

**Table 25: Mean House Prices (£) Compared**



Source: BBC from Land Registry via Office for National Statistics - Accessed June 2021

3.5.30 The following table shows the house price variation within the borough’s wards, with the rural ward of Cliviger with Worsthorne having the highest prices and Daneshouse with Stoneyholme the lowest. The biggest annual increases to March 2021 were seen in Gawthorpe (up 30.34%), Brunshaw (up 16.83%) and Gannow (up 15.18%)

**Table 26: Average (Mean) House Prices by ward, year ending March (£)**

	Mar 2012	Mar 2013	Mar 2014	Mar 2015	Mar 2016	Mar 2017	Mar 2018	Mar 2019	Mar 2020	Mar 2021	% Change
Burnley	90,916	92,060	87,713	96,605	96,875	98,325	104,562	106,328	114,177	122,049	6.89
Bank Hall	52,970	43,227	52,370	51,612	57,890	54,855	50,062	58,131	68,737	68,689	-0.07
Briercliffe	128,111	131,111	117,345	129,766	128,251	128,051	129,866	134,361	133,683	132,779	-0.68
Brunshaw	74,303	74,421	88,105	96,776	89,177	95,903	98,824	101,651	95,941	112,087	+16.83
Cliviger with Worsthorne	158,431	171,155	170,185	169,016	193,662	180,885	181,747	185,492	196,958	214,319	+8.81
Coal Clough with Deerplay	133,712	109,727	96,986	129,363	110,149	123,448	133,785	129,109	152,389	148,819	-2.34
Daneshouse with Stoneyholme	50,405	39,051	41,858	44,969	47,775	61,485	64,821	63,493	71,645	66,423	-7.29
Gannow	75,599	71,505	70,398	76,882	83,011	82,036	79,704	83,971	115,627	133,182	+15.18
Gawthorpe	95,981	72,328	72,366	90,161	94,352	89,665	96,332	89,018	95,045	123,882	+30.34
Hapton with Park	106,837	108,677	109,097	122,366	114,075	116,439	143,310	141,112	139,505	153,024	+9.69
Lanehead	87,541	87,592	99,256	112,345	96,579	106,763	105,454	117,224	106,739	113,082	+5.94



Queensgate	57,040	57,198	54,403	59,987	56,546	62,518	75,510	63,871	79,134	74,609	-5.72
Rosegrove with Lowerhouse	93,902	88,599	92,065	97,362	107,640	92,934	132,546	126,277	120,580	122,020	+1.19
Rosehill with Burnley Wood	81,162	102,310	76,301	95,664	89,109	93,927	94,295	95,935	109,952	120,084	+9.21
Trinity	55,847	67,342	44,265	51,944	55,924	64,674	68,357	77,389	71,176	80,143	+12.60
Whittlefield with Ightenhill	140,403	160,427	133,580	135,487	140,869	148,079	159,616	144,738	155,311	172,627	+11.15

Source: ONS. HPSSA Dataset 38

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanpricepaidbywardhpssadataset38>

HPSSA Dataset 12

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/meanhousepriceforationalandsubnationalgeographiesquarterlyrollingyearhpssadataset12>

Accessed Nov 2021. Percentage change is on the previous year.

## Sales

3.5.31 Pre-recession dwelling sales in Burnley (2002-2007) totalled over 3,000 transactions per annum. In 2008 the number fell by over half. This was followed by a number of years of stagnating and/or falling sales. Sales then increased significantly from 2014 to 2019, but fell back somewhat in 2020, most likely as a result of the Covid-19 pandemic. It will be interesting to see if sales figures bounce back in next year's AMR.

**Table 27: House Sales by Type in Burnley**

	2012	2013	2014	2015	2016	2017	2018	2019	2020
Detached	117	118	184	154	170	212	221	211	174
Semi-detached	236	243	335	312	374	426	403	360	281
Terraced	518	611	767	806	895	907	876	825	662
Flat/maisonette	19	27	34	43	25	40	32	25	23
<b>Total</b>	<b>890</b>	<b>999</b>	<b>1,320</b>	<b>1,315</b>	<b>1,464</b>	<b>1,585</b>	<b>1,532</b>	<b>1,421</b>	<b>1,140</b>

Source: ONS

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/numberofresidentialpropertysalesforationalandsubnationalgeographiesquarterlyrollingyearhpssadataset06> Accessed June 2021 Tables (2b,2c,2d,2e)

3.5.32 There are many local and wider economic factors which influence house price and sales trends and many of these factors are themselves being monitored e.g. employment levels, deprivation, population size and profile, crime rates, housing stock condition, land availability and household size. Other macro-economic factors such as mortgage availability, interest rates, government incentives, tax regimes, building regulations and the Covid 19 pandemic etc. will also significantly influence house prices and sales trends. Whilst it is important to understand the impact of national policy and fiscal changes and to respond where necessary and possible, it is the comparison to national, regional and county-wide trends that is more valuable in terms of informing and assessing the impact of Local Plan policies. The Strategic Housing Market Assessment considers a number of these factors in more detail.

## Affordability

3.5.33 The now revoked DCLG Practice Guidance for Strategic Housing Market Assessments (March 2007) stated that a household could be considered able to afford to buy a home if it costs 3.5 times the gross household income for a single earner household or 2.9 times the gross household income for dual-income households and that where possible, an allowance should be made for access to capital that could be used towards the cost of home ownership (i.e. a deposit). For those seeking to access mortgage finance, this now tends to be calculated on the residual income taking into account lifestyle and outgoings, rather than on multipliers of gross income.

3.5.34 The current national Planning Practice Guidance does not suggest a particular formula but indicates that any assessment if need should “identify the minimum household income required to access lower quartile (entry level) market housing”.

3.5.35 Housing affordability ratios are calculated by dividing house prices by annual earnings. House prices are taken from the House Price Statistics for Small Areas (HPSSAs) produced by the Office for National Statistics (ONS). They are calculated using open data from the Land Registry. Earnings data is from the Annual Survey of Hours and Earnings (ASHE) and uses the gross annual earnings for full-time employees.

3.5.36 The following table shows the ratios of house prices in the borough (all types) to income from 2012 onwards using median and lower quartile measures. These ratios do not include any allowance for a deposit. Using a ‘median’ measure, Burnley has the third lowest ratio in England, and using a ‘lower quartile’ measure Burnley has the second lowest ratio in England. (The lower the ratio, the more affordable). These compare to the adjoining district of Ribble Valley with ratios of 1 to 7.28 and 1 to 6.66 - the highest in Lancashire.

**Table 28: House purchase affordability ratios 2012-2020**

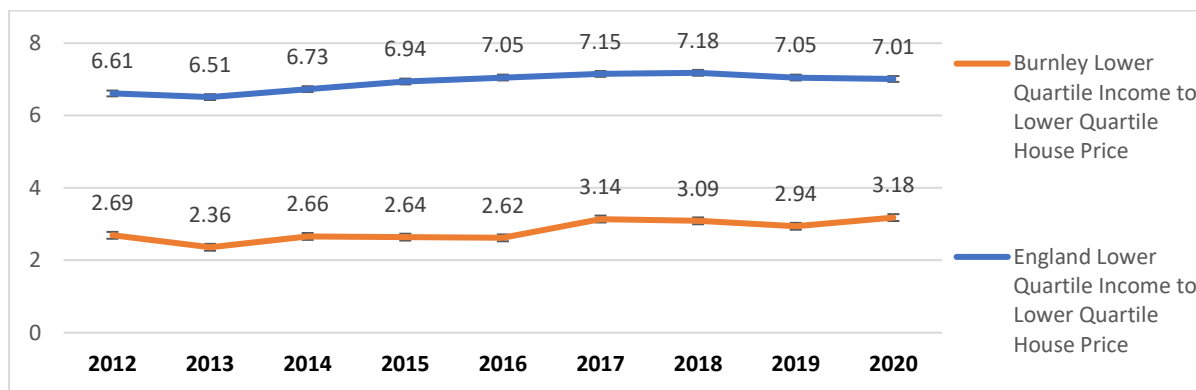
		Burnley	England & Wales
Median Income to Median House Price	2012	1 to 3.31	1 to 6.76
Lower Quartile Income to Lower Quartile House Price	2012	1 to 2.69	1 to 6.61
Median Income to Median House Price	2013	1 to 3.12	1 to 6.73
Lower Quartile Income to Lower Quartile House Price	2013	1 to 2.36	1 to 6.51
Median Income to Median House Price	2014	1 to 3.77	1 to 6.95
Lower Quartile Income to Lower Quartile House Price	2014	1 to 2.66	1 to 6.73
Median Income to Median House Price	2015	1 to 3.45	1 to 7.37
Lower Quartile Income to Lower Quartile House Price	2015	1 to 2.64	1 to 6.94
Median Income to Median House Price	2016	1 to 3.69	1 to 7.59
Lower Quartile Income to Lower Quartile House Price	2016	1 to 2.62	1 to 7.05
Median Income to Median House Price	2017	1 to 3.69	1 to 7.77
Lower Quartile Income to Lower Quartile House Price	2017	1 to 3.14	1 to 7.15
Median Income to Median House Price	2018	1 to 3.63	1 to 7.85
Lower Quartile Income to Lower Quartile House Price	2018	1 to 3.09	1 to 7.18
Median Income to Median House Price	2019	1 to 3.31	1 to 7.73
Lower Quartile Income to Lower Quartile House Price	2019	1 to 2.94	1 to 7.05

Median Income to Median House Price	2020	1 to 3.75	1 to 7.69
Lower Quartile Income to Lower Quartile House Price	2020	1 to 3.18	1 to 7.01

Source: ONS

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoresidencebasearningslowerquartileandmedian> Tables (1C,2C,5C,6C)

**Table 29: Lower Quartile income to Lower Quartile House Price Ratios 2012-2020**



## Housing Target and Delivery

### Plan Period and Housing Target

3.5.37 The Borough’s housing target is set in the adopted Burnley’s Local Plan. Policy SP2 sets a target for a minimum of **3,880** net additional dwellings over the 20-year plan period 2012–2032, giving an indicative requirement of **194** net additional dwellings per year.

3.5.38 The Plan target was informed by the Burnley Strategic Housing Market Assessment (SHMA) Update of 2016 and its later October 2017 Addendum<sup>4</sup> (taking into account CLG’s 2014-based Household Projections). The Local Plan housing requirement is based on a ‘jobs-led scenario (Ei)’ from the 2017 SHMA Addendum.

### CLG Household Projections

3.5.39 The CLG 2014-based Household Projections suggested that over the Local Plan period (2012-2032), the Borough will have grown by 1,297 households to a total of 38,880; a 3.5% increase (equivalent to +65 households annually).

3.5.40 Since the October 2017 SHMA Addendum was produced, 2016 and 2018-based Household Projections have been published by ONS<sup>5</sup> and the latest of these now project that over the Local Plan

<sup>4</sup> The requirement as submitted for Examination was 209 based on the 2012-based projections but an updated set of scenarios was as requested by the Inspector due to the release of new 2014-based statistics

<sup>5</sup> [Household projections for England: 2018-based - Office for National Statistics](https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoresidencebasearningslowerquartileandmedian) The 2018-based household projections show the household numbers that would result if the assumptions based in previous demographic in household formation between the census years 2001 and 2011, and population change indicated by the subnational population projections. The projections are calculated using a two-stage process. The first stage takes the mid-2018 population estimates and subnational population projections by quinary age group and sex and applies an adjustment to remove those living in communal establishments (for example, prisons, care homes) using census data. These populations are then projected forward and are multiplied by household representative rates (HRR) to produce projected numbers of households. Totals for the regions are then constrained to the England total, with figures for local authorities constrained to the relevant regional totals. The second stage projects households by household types using headship rates, which are then constrained to the totals calculated in the first stage.

period (2012-2032), the Borough will have grown by 3,042 households to a total of 40,289, a 8.2% increase (equivalent to +152 households annually).

3.5.41 The table below compares the last 4 round of biennial population projections and the SHMA projection used for the Local Plan. See paras 3.1.4 - 3.1.8 for further information on the population and household projections.

**Table 30: Comparison of Household Projections for Burnley Borough**

	2012	2014	2016	2018	2020	2032	2012-2032	Average annual h'hold growth	Average annual dwellings required inc. 3.5 % for vacancies & 2nd homes
2012-based SNHP	37,579	37,652	37,787	37,941	38,056	38,675	1,096	55	57
2014-based SNHP	37,583	37,732	37,856	38,029	38,183	38,880	1,297	65	67
2016-based SNHP	37,247	37,358	37,489	37,624	37,731	38,434	1,187	59	61
2018-based SNHP	37,247	37,358	37,489	37,952	38,342	40,289	3,042	152	157
Burney Local Plan Scenario Ei	37,583	37,732	37,530	37,915	38,404	41,326	3,743	187	194

Source: ONS, CLG and Burnley Borough Council.

#### Net Additional Dwellings Delivered

3.5.42 To calculate the number of net additional dwellings actually delivered per annum it is necessary to subtract the number of housing demolitions in that year from the number of net housing completions (i.e. completions taking account of new build and changes of use). The table below shows that in relation to the Plan's indicative annual requirement of 194 this was exceeded in the 4 years 2015/16 to 2018/19 and was again in 2020/21.

**Table 31: Net Additional Dwellings 2012 - 2021**

Financial Year	Planning Permissions	Net Completions	Demolitions	Net Additional Dwellings
2012/13	196	80	55	25
2013/14	198	188	26	162
2014/15	129	120	92	28
2015/16	147	258	1	257
2016/17	562	226	25	201
2017/18	126	335	0	335
2018/19	399	251	0	251
2019/20	125	167	2	165
2020/21	422	235	1	234
<b>Total</b>	<b>2304</b>	<b>1860</b>	<b>202</b>	<b>1658</b>

Source: Burnley Borough Council

**Note:** For monitoring purposes, dwellings are normally considered to be complete when the roof is on and the windows are in. This definition has been adopted by a number of Lancashire Districts for the purposes of monitoring housing. However, this is supplemented by building control completion records and council tax records especially for conversions and changes of use.

### Housing Delivery Test

3.5.43 The Housing Delivery Test is a measurement of the number of homes delivered against the number required according to a specified source (which in Burnley’s case for this particular test is not the adopted Local Plan), over a rolling three-year period. Further information on the Housing Delivery Test is provided in the NPPG on Housing Supply and Delivery.<sup>6</sup> This states that the Secretary of State will publish the Housing Delivery Test results annually in November. (The 2018 results were in fact published in February 2, the 2019 results in February 2020 and the 2020 results in January 2021.)

3.5.44 Burnley’s score for 2020, published in January 2021, was 392% and as a result there is no consequence of the Housing Delivery Test for the Borough.

**Table 32: Housing Delivery Test**

	No. of homes required			Total	No. of homes delivered			Total	HDT	Consequence
	17/18	18/19	19/20		17/18	18/19	19/20			
Burnley	68	66	58	192	335	251	165	751	392%	None

Source: <https://www.gov.uk/government/publications/housing-delivery-test-2020-measurement>



### 2020/21 Completions Analysis

3.5.45 Between 1st April 2020 and 31st March 2021, there were 235 net dwelling completions. Of these, 219 were new build and 16 changes of use/conversion. Over the same period, 1 dwelling was demolished, giving a net additional dwellings figure of 234.

3.5.46 115 of the new build dwellings were completed on sites which are allocated for housing in Burnley’s Local Plan.

3.5.47 The 2021 NPPF (para. 119) indicates that planning policies should encourage the effective use of land by setting out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use of previously-developed or ‘brownfield’ land.

<sup>6</sup> <https://www.gov.uk/guidance/housing-supply-and-delivery>

3.5.48 As the table below shows, 77.9% of the completions in 2020/21 were on brownfield land. The overwhelming majority of housing developments in the borough since 2012 have taken place on previously-developed sites, often former housing or mill sites in sustainable locations.

**Table 33: Dwellings Completed by site type 2012 to 2021**

Year	Net Completions (new build and conversion/cou)	Number of which pdl (brownfield) (current definition)	% of which on PDL
2012/13	80	80	100.0
2013/14	188	178	94.7
2014/15	120	120	100.0
2015/16	258	257	99.6
2016/17	226	224	99.1
2017/18	335	333	99.4
2018/19	251	245	97.6
2019/20	167	128	76.6
2020/21	235	183	77.9
<b>Total</b>	<b>1860</b>	<b>1748</b>	<b>93.98%</b>

Source: Burnley Borough Council.

3.5.49 Policy SP4 of the Local Plan sets out a settlement hierarchy and development boundaries. The development boundaries are not purely housing-focused. Land outside them is regarded as open countryside for the purposes of the Local Plan.

3.5.50 The following table shows that, in line with Policy SP4 of the Plan, housing completions continue to be concentrated in Burnley, but the build out of the former William Blyth's site at Hapton ('Canal Walk') is notable in terms of the proportion completed in Tier 3 settlements over the last three years. The large former Hameldon Schools site at Kiddrow lane (Valour Park) although in Burnley, also serves Padiham close by. A number of the large housing allocations in Burnley are now progressing through the planning system – see later table.

**Table 34: Dwellings Completed by Settlement Category**

Year	Tier 1 – Principal Town <i>Burnley</i>	Tier 2 - Key Service Centre <i>Padiham</i>	Tier 3 - Main Village Hapton <i>Worsthorne</i>	Tier 4 - Small Village	Open Countryside
2017/18	307	25	2	0	1
2018/19	174	37	34	0	6
2019/20	96	22	48	0	1
2020/21	162	50	23	0	0
<b>Total</b>	<b>739</b>	<b>134</b>	<b>107</b>	<b>0</b>	<b>8</b>

Source: Burnley Borough Council

## Housing Land Supply and Permissions

### Permissions

3.5.51 During 2020/2021, planning permissions and prior approvals were granted for a total of 422 new dwellings; of these, 407 were new build dwellings and 15 changes of use/conversions. A list of these permissions is provided in the Council's Housing Land Supply Assessment of October 2021.<sup>7</sup>

**Table 35: New Housing Planning Permissions Granted 2012 - 2021**

Year	New Build Approvals	Conversions & COU Approval (net)	Total
2012/13	190	36	226
2013/14	161	37	198
2014/15	63	66	129
2015/16	105	42	147
2016/17	431	131	562
2017/18	28	98	126
2018/19	351	48	399
2019/20	71	54	125
2020/21	407	15	422
Total	1,807	527	2,334

Source: Burnley Borough Council

### 5-Year Housing Land Supply Calculation

3.5.52 The NPPF of July 2021 gives local planning authorities the opportunity to demonstrate a confirmed five-year supply of specific deliverable sites. This needs to be first established in a recently adopted Local Plan and then may be refreshed annually following adoption (provided that the plan remains up to date) through the preparation of an Annual Position Statement. In both these circumstances it is only possible to establish a confirmed 5-year supply if an appropriate buffer has been applied and the authority's assessment of its supply has been tested sufficiently through the examination or Annual Position Statement processes.

3.5.53 National Planning Practice Guidance on housing supply and delivery states that as an alternative to 'confirming' a 5-year land supply using a recently adopted plan or subsequent Annual Position Statement, local authorities can 'demonstrate' a 5 year housing land supply when dealing with applications and appeals using the latest available evidence, such as an Authority Monitoring Report (AMR). This evidence is set out in the Council's Housing Land Supply Assessment: October 2021 which states that the Council considers that it can demonstrate in excess of 9 year's housing land supply and concludes as follows:

- The current 5-year supply target = 815
- This is equivalent to 163 per annum (815 divided by 5 = 163)
- Given the 5-year supply of 1504 this is equivalent to 9.2 years (1504 divided by 163 = 9.2)

<sup>7</sup> [Housing Land Supply Assessment - October 2021 \(inc Appendices\).pdf \(burnley.gov.uk\)](#)

## Housing Trajectory

3.5.54 Burnley's Local Plan includes a housing trajectory which shows how future housing is expected to come forward to meet the overall housing target for the plan period. This trajectory is updated annually and was last updated in preparing the October 2021 Housing Land Supply Assessment. This updated trajectory can also be seen in the chart and table overleaf.

3.5.55 The table below sets out the progress on the Local Plan's allocated housing sites as at 31 March 2021. The trajectory overleaf sets out information on progress to 31 October 2021.

**Table 36: Allocated Housing Sites Progress as at 31 March 2021**

Site Ref.	Site Name	Site Area (Ha)	Anticipated Yield	PP?	PP Yield	Under Construction	Complete
HS1/1	Former Hameldon Schools Sites	10.10	250	Yes	244	Yes	No
HS1/2	Hollins Cross Farm	8.65	184	No		No	No
HS1/3	Former William Blythe Site	6.00	151	Yes	151	Yes	No
HS1/4	Land at Rosendale Road	7.52	188	No*		No	No
HS1/5	Former Baxi Site	8.23	244	Yes, Part	40	No	No
HS1/6	Lambert Howarth	2.99	100	No		No	No
HS1/7	Ridge Wood	0.87	18	No		No	No
HS1/8	Red Lees Road, Cliviger	5.00	125	Yes	125	Yes	No
HS1/9	Higher Saxifield	5.17	120	Yes	130	No	No
HS1/10	Land at Burnley General Hospital	1.27	64	No		No	No
HS1/11	Former AIT Site	1.81	54	No		No	No
HS1/12	Former Heckenhurst Reservoir	1.38	35	No		No	No
HS1/13	Tay Street	1.18	35	Yes	42	No	No
HS1/14	Former Gardner's Site	1.43	43	No		No	No
HS1/15	Coronation Avenue, Thompson St	0.90	41	No		No	No
HS1/16	Gordon Street Mill	1.41	39	No		No	No
HS1/17	Livingstone Mill	0.95	38	No		No	No
HS1/18	Perseverance Mill, Padiham	1.18	56	Yes	56	No	Yes
HS1/19	Land at NE of Sycamore Avenue	0.77	34	Yes	34	No	No
HS1/20	Ridge Avenue	1.46	24	No		No	No
HS1/21	Land adjacent 2 Queens Park Road	0.95	29	No		No	No
HS1/22	Former Dexter Paints	0.83	27	Yes	27	Yes	No
HS1/23	Land to rear of Bull and Butcher	0.95	24	Yes**	20	No	No
HS1/24	Land at Oswald Street	0.60	20	Yes	8	No	No
HS1/25	Brampton House, 500 Colne Road	0.64	18	No		No	No
HS1/26	Land adjacent 250 Brownside Road	0.73	18	Yes	18	No	No
HS1/27	Clevelands Road (South)	0.42	13	No		No	No
HS1/28	George Street Mill (EMP1/11)	-	-	No		No	No
HS1/29	Former Lodge Mill, Barden Lane	2.32	35	No***		No	No
HS1/30	Land West of Smithyfield Avenue	1.72	30	No****		No	No



HS1/31	Barden Mill, Barden Lane	0.85	37	Yes	35	Yes	Yes
HS1/32	Butchers Farm	1.17	24	No*****		No	No
	Total		2118				

\* Full application submitted for 101 dwellings on part of site 2021/22

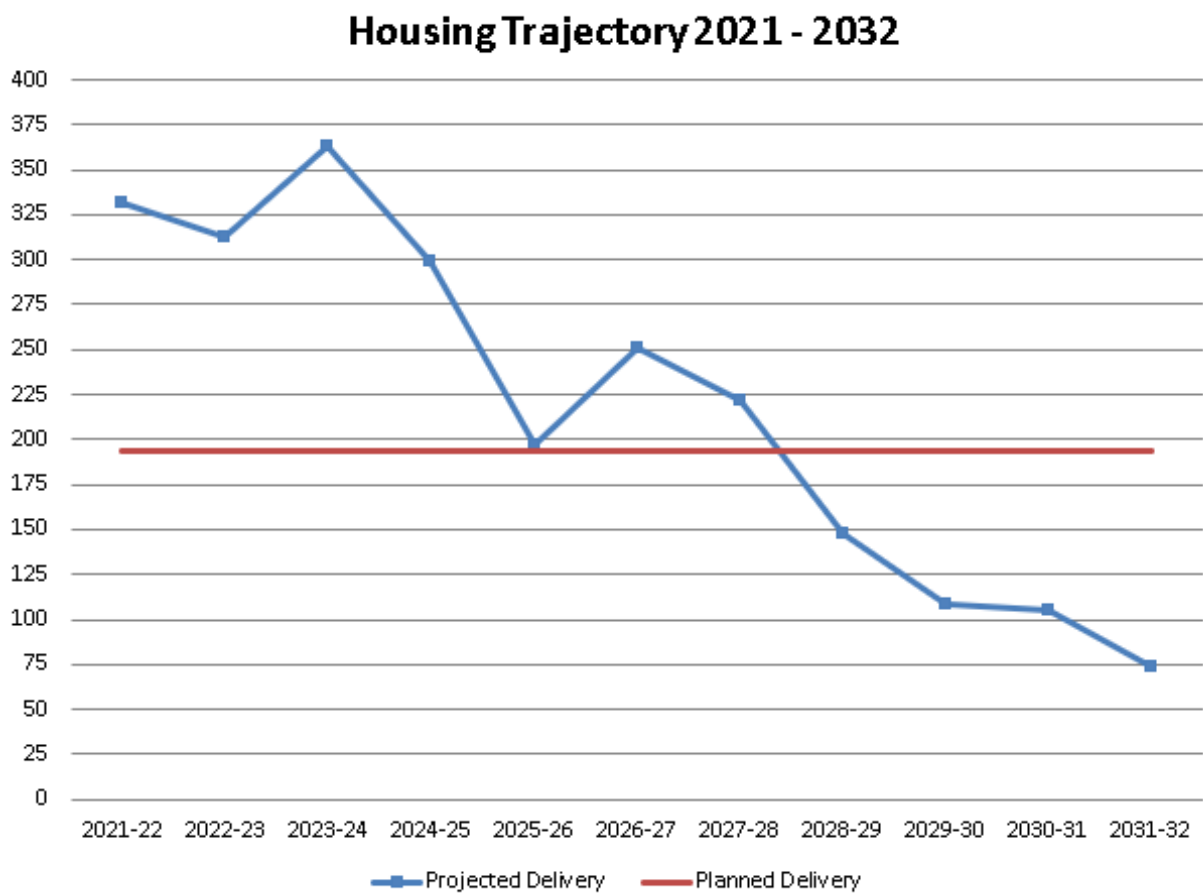
\*\* Application for C2 care home approved on part of site 2021/2022

\*\*\* Outline application for 73 units submitted 2021/22

\*\*\*\* Full application for 38 bungalows submitted 2021/22

\*\*\*\*\* Revised application for 28 dwellings submitted 2020/21 – refused Nov 2021

**Table 37: Housing Trajectory Table and Graph (Table overleaf)**



Burnley Borough Council: Authority Monitoring Report 2020/21

Allocation Ref.	SHLAA Ref	Site Name	Planning Status*			Outstanding Anticipated Yield	2021-22 2022-23 2023-24 2024-25 2025-26 2026-27 2027-28 2028-29 2029-30 2030-31 2031-32																		
			Extant PP 31/03/21	Planning Progress 31/03/21	Progress as at 31/10/21		1658																		
<b>Net additional dwellings 2012 - 2021</b>							1658																		
<b>Re-occupation of Vacant stock 2014 -2019</b>							282																		
<b>Sites Under Construction (Remaining units as at 31st March 2021)</b>																									
HS1/1	HEL/043	Former Hameldon School Sites, Kiddrow Lane	Full	Site active	Site active	132	50	40	30	12															
HS1/3	HEL/034	Former WM Blythe Chemicals, Manchester Rd, Hapton	Full	Site active	Site active	106	40	40	26																
HS1/8	HEL/091	Red Lees Road, Cliviger	Full	Site active	Site active	125	20	40	35	30															
HS1/13	HEL/136	Tay Street	Full	Site active	Site active	42	42																		
	HEL/063	New Hall Street	Full	Site active	Site active	75	25	25	25																
	HEL/063	New Hall Street/Barden lane	Full	Site active	Site active	27				15	12														
	HEL/134	Land SE of Sycamore Avenue (including Life Church)	Full	Site active	Site active	17	17																		
		1 Calder Street, Burnley	Full	Site active	Site active	11		11																	
	HEL/061	Land off Lennox Street, Worsthorne	Full	Site active	Site active	3	1	1	1																
		Former Library, Barbon Street, Briercliffe Road	Full	Site active	Site active	1	1																		
		Dwellings at Hapton Boat Yard (East)	Full	Site active	Site active	4	4																		
		106 Wellfield Drive, Burnley	Full	Site active	Site active	1	1																		
		Garage Site at Duncan Street	Full	Site active	Site active	5	5																		
		1D Vally Gardens, Accrington Road	Full	Site active	Site active	2	2																		
		Springbank, West Street, Padiham	Full	Site active	Site active	11	11																		
		Vacant Land To The East Of Saltburn Street	Full	Site active	Site active	6	6																		
		Land at Cog Lane	Full	Site active	Site active	3	3																		
		Former Office Building, Wytham Street	Full	Site active	Site active	11	11																		
		395 Padiham Road Burnley	Full	Conversion underway	Conversion underway	1	1																		
		Stephen House, Bethesda Street	Full	CoU underway	CoU underway	27	12	15																	
		14 Burnley Road, Padiham (Prestige Beds)	Full	CoU underway	CoU underway	9		9																	
		81-83 Brougham Street	Full	CoU underway	CoU underway	1	1																		
		59 Queensberry Road	Full	CoU underway	CoU underway	1	1																		
		The Winchester, 11 Cobden Street	Full	CoU underway	CoU underway	1	1																		
		129-131 Burnley Road, Padiham	Full	CoU underway	CoU underway	1	1																		
		Lane House Farm, Burnley Rd, Cliviger	Full	CoU underway	CoU underway	1	1																		
		9-11 Brown Street	Full	CoU underway	CoU underway	4	4																		
		1- 5 Yorke Street/41 Manchester Road	Full	CoU underway	CoU underway	2	2																		
		Proctors Mill	Full	CoU underway	CoU underway	26	26																		
		Junction Hotel, Rosegrove Lane	Full	CoU underway	CoU underway	4	4																		
		Engine House, Ashfield Road	Full	CoU underway	CoU underway	1	1																		
		Land at Clifton Street	Full	Site stalled	Site stalled	0																			
		Land adjacent 81 Accrington Road	Full	Site stalled	Site stalled	0																			
		County Court, Bankhouse Street	Full	Site stalled	Site stalled	0																			
HS1/22	HEL/250	Former Dexter Paints, Gannow Lane	Full	Site stalled	Site stalled	0																			
<b>Sites with Planning Permission Not Started</b>																									
<b>Not major sites and sites with detailed Planning Permission</b>																									
<b>Not major sites and sites with detailed Planning Permissions (excluding sites allocated in the Local Plan) split over 5 years</b>							125	25	25	25	25	25													
HS1/9	HEL/074	Higher Saxifield	Full	Application Approved	Conditions partly discharged	130	10	30	38	37	15														
HS1/19	HEL/249	Land at NE of Sycamore Avenue	Full	Application Approved	Conditions partly discharged	34		10	10	14															
HS1/24	HEL/077	Land at Oswald Street	Full	Condition Variation approved	No further progress	8																			
<b>Major sites with outline permission including those sites allocated in the Local Plan</b>																									
HS1/5	HEL/011	Former Baxi Site (Upper)	Outline	Application Approved	No further progress	40			15	15	10														
HS1/23	HEL/100	Land to rear of Bull and Butcher (East)	Outline	Application Approved	See Note 1	0																			
HS1/26	HEL/059	Land adjacent 250 Brownside Road	Outline	Application Approved	See Note 2	18	3	10	5																
<b>Burnley's Local Plan Housing Allocations without Planning Permission</b>																									
HS1/2	HEL/071	Hollins Cross Farm	No	Pre-application	Note 3	184			25	25	25	25	25	25	25	25	25	25	25	25	25	25	9		
HS1/4	HEL/094d	Land at Rossendale Road	No	Pre-application	Note 4	188		25	25	25	25	30	30	28											
HS1/5	HEL/011	Former Baxi Site (Lower)	No	Pre-application	No Progress	204		5	15	15	25	30	30	30	30	30									
HS1/6	HEL/055b	Lambert Howarth	No	Pre-application	No Progress	100				25	25	25	25	25											
HS1/7	HEL/231	Ridge Wood	No	No Progress	Note 5	0																			
HS1/10	HEL/066	Land at Burnley General Hospital	No	Pre-application	Pre-app progressed	64		20	20	4															
HS1/11	HEL/007	Former Aft Site	No	No Progress	No Progress	54				15	15	10	14												
HS1/12	HEL/033	Former Heckenhurst Reservoir	No	No Progress	No Progress	35																			

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HS1/14	HEL/067	Former Gardner's Site	No	No Progress	No Progress	43											20	20	3
HS1/15	HEL/027	Coronation Avenue, Thompson Street	No	No Progress	No Progress	41												20	21
HS1/16	HEL/039	Gordon Street Mill	No	No Progress	No Progress	39					15	20	4						
HS1/17	HEL/109	Livingstone Mill	No	No Progress	No Progress	38					10	10	10	8					
HS1/20	HEL/133	Ridge Avenue	No	No Progress	No Progress	24					12	12							
HS1/21	HEL/058	Land adjacent 2 Queens Park Road	No	No Progress	No Progress	29					15	14							
HS1/23	HEL/100	Land to rear of Bull and Butcher (West)	No	See Note 1	No Progress	0													
HS1/25	HEL/014	Brampton House, 500 Colne Road	No	No Progress	No Progress	18					12	6							
HS1/27	HEL/139	Clevelands Road (South)	No	No Progress	No Progress	13					13								
HS1/29	HEL/256	Former Lodge Mill, Barden Lane	No	Pre-application	See Note 6	35			20	15									
HS1/30	HEL/105	Land West of Smithyfield Avenue	No	Pre-application	See Note 7	30			20	10									
HS1/32	HEL/019	Butchers Farm	No	Application submitted Note 8	See Note 8	24			12	12									
<b>Windfall Allowance</b>						234			26	26	26	26	26	26	26	26	26	26	26
						<b>4353</b>	<b>332</b>	<b>313</b>	<b>363</b>	<b>299</b>	<b>197</b>	<b>251</b>	<b>222</b>	<b>148</b>	<b>109</b>	<b>105</b>	<b>74</b>		
							194	194	194	194	194	194	194	194	194	194	194	194	194
Note 1:	Land to rear of Bull and Butcher: East - Application approved for C2 Nursing Home on part (0.38 Ha) of the allocation. Remainder of site: West - Pre-application																		
Note 2:	Land adjacent 250 Brownside Road: Permission FUL/2020/0196 for 18 dwellings granted. Conditions partially discharged - CND/2021/0272																		
Note 3:	Hollins Cross Farm: Applicant is undertaking pre-app public consultation																		
Note 4:	Land at Rossendale Road: Application FUL/2021/0273 for 101 dwellings on northern part of site. Remainder of site: Pre-application																		
Note 5:	Ridge Wood: Site now considered unlikely to come forward in this plan period due to difficult ground conditions																		
Note 6:	Former Lodge Mill, Barden Lane: Application OUT/2021/0443 submitted for 73 dwellings																		
Note 7:	Granted Land West of Smithyfield: Application FUL/2021/0274 for 38 age restricted bungalows																		
Note 8:	Butchers Farm: Outline PP for 24 granted 2016/17 (lapsed) : Application FUL/2020/0321 for 28 dwellings to be considered at Development Control Committee November 2021																		
*Planning																			
Status:	Progress - this only relates to formal applications or pre-application requests - other progress, eg site investigation, marketing or sale of site, informal advice and discussion are not shown in this table but may have been used to estimate the completion dates.																		

## Affordable Housing

3.5.56 The Council’s 2016 Strategic Housing Market Assessment (SHMA) which informed the Local Plan assessed the overall need for affordable housing and the specific tenure (social rent, affordable rent and intermediate housing). The SHMA concluded that need for affordable housing (based on the definition in the 2012 NPPF) amounts to **52 dwellings per annum** over the Plan period although this is not a specific policy target in the Plan. The July 2018 and later 2019 NPPF introduced a revised and wider definition of affordable housing to include for example “starter homes” and certain forms of reduced cost market housing to rent or buy.

3.5.57 Local Plan Policy HS2 requires the provision of affordable housing through all housing developments of over 10 units, unless the applicant can demonstrate that a site, which would otherwise be supported by the policies in the Plan and meets the requirements of Policies SP4 and SP5, would be unviable. The proportion/financial contribution and tenure of affordable units required will be determined by economic viability as set out in the Developer Contributions SPD.

3.5.58 Affordable housing can be delivered through direct build or purchase of existing housing stock by Registered Providers (RP) (perhaps funded or supported by a planning contribution from a developer of a market housing scheme). Alternatively, it can be delivered through requiring a proportion of market housing schemes on-site to be affordable with the units either transferred/sold to a RP to deliver or managed by the private sector to an affordable or special needs model.

3.5.59 Using the Council’s housing monitoring system, of the overall housing completions declared for the **2020/21** monitoring period, 45 were affordable (45 Affordable Rent and 0 Shared ownership) at:

- 45 affordable rent at Phases 5&6 Station Road, Padiham (Calico)

3.5.60 The following table sets out the affordable housing units completed, consented or acquired since 2012 according to data from Homes England. Due to the differing monitoring systems of the RPs who report their data to Homes England i.e. when they regard dwellings as complete, the statistics may differ from the method used by the Lancashire Authorities in measuring completions (i.e. windows in and roof on) and it is not therefore possible to draw a direct comparison for the two sets of figures for a given year. The figures do show however an annual average of 90. The 52 per annum need identified in the SHMA is therefore being exceeded.

**Table 38: Affordable Housing Provision since April 2012**

		Affordable Rent	Social Rent	Shared Ownership/ First Buy/Other	Total Affordable Housing
2012/13	New Build	17	23	28	<b>68</b>
	Acquisitions	13	0	1	<b>14</b>
2013/14	New Build	24	0	1	<b>25</b>
	Acquisitions	18	0	1	<b>19</b>
2014/15	New Build	138	4	0	<b>142</b>
	Acquisitions	77	0	0	<b>77</b>
2015/16	New Build	0	0	0	<b>0</b>
	Acquisitions	0	0	0	<b>0</b>
2016/17	New Build	76	0	0	<b>76</b>
	Acquisitions	0	0	0	<b>0</b>

2017/18	New Build	16	0	0	<b>16</b>
	Acquisitions	0	0	0	<b>0</b>
2018/19	New Build	115	0	10	<b>125</b>
	Acquisitions	11	0	0	<b>11</b>
2019/20	New Build	34	0	0	<b>34</b>
	Acquisitions	116	0	0	<b>116</b>
2020/21	New Build	69	0	0	<b>69</b>
	Acquisitions	43	0	0	<b>43</b>
<b>Total</b>		<b>767</b>	<b>27</b>	<b>41</b>	<b>835</b>

Sources: New Build Homes England, Calico, Great Places, Accent. There are some minor inconsistencies over the type of new build affordable housing but not the totals. The acquisition data is from Homes England and include mortgage rescue, empty homes lease/purchase and repair

## Homelessness

3.5.61 The Council has a legal responsibility to help homeless people and their families, and to ensure their rights are upheld. This duty arises under Part VII of the Housing Act 1996 as amended by the Homelessness Act 2002. The law sets out clear guidelines on who is considered to be homeless and in priority need.

3.5.62 The Council's Housing Needs Team tries to prevent homelessness where possible. If it is not possible to prevent homelessness, households may wish to apply as homeless by undergoing an assessment.

3.5.63 There were 3 homeless acceptances in 2020/21.<sup>8</sup>

## Design

3.5.64 Policy SP5 of the new local plan sets out the strategic policy for design, and its supporting text describes a number of nationally prescribed standards and awards relating to aspects of design.

3.5.65 'Building for Life 12' is a Government-endorsed industry standard for well-designed homes and neighbourhoods led by three partners: CABE at the Design Council, Design for Homes and the Home Builders Federation, supported by Nottingham Trent University. The Building for Life 12 document was the Third Edition, published in January 2015. It used 12 urban design criteria and a 'traffic light' system whereby developments that achieved 9 'greens' were eligible for 'Built for Life' accreditation. Schemes that achieved 12 greens would be eligible to be awarded Built for Life 'Outstanding' status, and the best new housing across the country recognised at events organised by the Building for Life Partnership. The Scheme was renamed Building for a Healthy Life in 2020. The original 12-point structure and principles of the standard remain, but the new edition urges applications to focus more on active travel, air quality and biodiversity. No Burnley schemes achieved an award in 2020/21.

<sup>8</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1020937/DetailedLA\\_2020-21\\_Revised\\_row\\_alignment.ods](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1020937/DetailedLA_2020-21_Revised_row_alignment.ods) (Table LA dropdown MD1-MD3) Since the 2017/18 AMR, the method for collecting homelessness data has changed. The final P1E publication on 27 June 2018 included the 2017/18 financial year data. From the 1 April 2018 local authorities started to collect data in the new H-CLIC format for MHCLG to monitor their activities under the 2017 Homelessness Reduction Act (HRA). The 2017 HRA places new duties on local authorities to help prevent or relieve homelessness for anyone eligible for public funds.

3.5.66 'Secured by Design' (SBD) is an initiative managed by the Mayor's Office for Policing and Crime (MOPAC) on behalf of the UK police services which awards this accreditation to schemes which are designed and laid out to address a range of crime prevention initiatives. This scheme is not just for housing developments. During the period 2020/21 no schemes received accreditation.

**Table 39: Design Quality**

SP5 Design Quality and Sustainability	2017/18	2018/19	2019/20	2020/21
Number of Secured by Design awards/Endorsements	1* APP/2015/03 19	1	0	0
No. of schemes achieving Building for Life 12 accreditation or 'outstanding' status.	0	0	0	No Information Available

Source: Lancashire Constabulary and <http://www.builtforlifehomes.org/> Note\* for Burnley housing completion monitoring purposes, this scheme was completed in 2016/17

### Householder Extensions

3.5.67 Policy SP5 (Design Quality) and HS5 (House Extensions and Alterations) seek to ensure that extensions and alterations requiring planning permission are appropriate in their design and amenity impacts.

3.5.68 The number and % of householder planning appeals dismissed per annum is to be used as an indicator to help monitor the effectiveness of this policy. During 2020/21 there were three householder appeals decided. Three appeals (100%) were dismissed.

3.5.69 The Council is currently preparing a Residential Extensions Supplementary Planning Document (SPD). This SPD will set guidelines to supplement the above policies. Consultation on a draft version of this SPD is anticipated during 2022.

### Housing Standards

3.5.70 In March 2015 the Government introduced a new approach to establish planning and building regulation technical standards for homes, in an attempt to rationalise a number of pre-existing standards e.g. the Code for Sustainable Homes and Lifetime Homes, into three 'Optional Standards'; two within the Building Regulations themselves and the third nationally described space standard. These optional standards cover three matters: accessibility; water efficiency; and internal space. Councils can, through their Local Plans, introduce the one or more of the optional standards where they address a clearly evidenced need and where their impact on viability has been considered.

3.5.71 Policy HS4 of Burnley's new Local Plan has pursued one of these optional standards and requires 20% of dwellings on schemes of over 10 units to be to the accessibility standard under part M(2) of the building regulations.

3.5.72 There have been 13 schemes approved in total (since the policy was adopted on 31 July 2018) which were subject to the new policy requirement.

**Table 40: M4(2) Accessible dwellings approved for schemes of over 10 units (since 31 July 2018)**

Scheme Ref and Address	Permission Type	Number of dwellings	M4(2) units required by Policy HS4 (20%)	M4(2) units actually required by planning permission	M4(2) UNITS completed to 31 March 2021
2018/19					
2018/0235 1 Calder Street, Burnley	Full	11	2	0	0
2018/0384 Former Office Building Wytham Street & Workshop & Adj House on Albion Street, Padiham	Full	11	2	0	0
2018/0513 Land off Florence Avenue, Burnley	Full	24	5	0	0
2019/20					
2018/0504 Phase 5&6 Station Road, Padiham	Full	45	9	0	0
APP/2019/0255 Springbank, West Street, Padiham	Full	15	3	0	0
2019/0059 Elizabeth Street	Full	15	3	0	0
2020/21					
2018/0598 Land at Former Baxi Heating UK Ltd Wyre Street, Padiham	Outline	40	8	8*	0
2020/0504 Land at Sycamore Avenue	Full	34	7	0**	0
2019/0606 Land of Tay Street	Full	42	8	0***	0
2019/0444 2 Healey Wood Road	Full	21	4	4	0
2019/0340 Former Bull and Butcher Pub Manchester Road, Burnley	Outline	20	4	0	Scheme not Implemented
2019/0315 Land to The North of Higher Saxifield Street	Full	130	26	41	0
2019/0155 Land to the West Red Lees Road, Cliviger	Full	125	25	26	0

Source: Burnley Borough Council

\* Condition attached requiring any application for the approval of Reserved Matters to show how the minimum 20% of dwellings would comply with the standard

\*\* Whilst not all the requirements have been met to meet the M4(2) standard, the nine three-bedroom units would mostly comply with the optional Part M4(2) standards with 'minor' exceptions relating to internal dimensions

\*\*\* The applicant has submitted a report to show that 38% of the dwellings meet 'the majority' of the Part M4(2) standards and the housing association will make some adaptations for tenants going forward.

## Housing Density

3.5.73 Policy HS3 of the new Local plan aims to make the most efficient use of land by maximising the density of housing developments whilst meeting other important policy objectives. The policy requires housing developments, unless justified by individual site constraints or development needs,

to be at a gross<sup>9</sup> density of at least 25 dwellings per hectare (dph) and at least 40 dph within or close to Town and District Centres. Allocated sites have their own individual density expectations based on the considerations set out in Policy HS3. The table below shows the density of development achieved on sites of 5 or more dwellings. Density and mix are linked.

3.5.74 Terraced housing made up 50.1% of Burnley's total housing stock according to the 2011 census (compared to a regional average of 30% and an England average of 24.5%) and the vision and objectives of the Local plan identified the need to improve housing quality and choice and support economic growth. This included diversifying away from smaller terraced properties provide larger aspirational detached and semi-detached homes with gardens and off-street parking - while still providing quality and choice at all ends of the market and ensuring the efficient use of land. Recent completions shows progress in this regard with the number and proportion of lower density homes (i.e. at 30 per hectare or less) being completed increasing, whilst still also providing new more affordable stock at medium and higher density end of the spectrum in order to cater for all demands.

3.5.75 Over the 3-year period 2018/19 to 2020/21, 20.45% of developments of 5 or more dwellings were at 30 dph or less; this compares to 6.75% in the preceding 5 year period 2013/14 to 2017/18.

**Table 41: Density of New Housing Developments - Completions**

Housing Density (dwellings per hectare (dph) gross)	2017/18	2018/19	2019/20	2020/21
	No. of Dwellings (developments of 5 or more)			
Completions at density of less than 25 dph	0	9	44	63
Completions at density of 25-30 dph	6	0	10	0
Completions at density of 31-40 dph	89	87	59	33
Completions at density of 41-75 dph	170	89	36	117
Completions at density of over 75 dph	59	48	12	9
<b>Total Completions (5 or more dwellings)</b>	<b>324</b>	<b>233</b>	<b>161</b>	<b>222</b>

Source: Burnley Borough Council

### Housing Mix

3.5.76 Providing a mix of new housing types across the borough is essential. Whilst each site will be assessed on its merits, taking into account its size, characteristics (including shape/landform) and context and townscape setting, as well as evidence of demand for the mix and type of dwellings it will be assessed against the proportions set out in Policy HS3 (as informed by the recommendation of the SHMA) or in the case of allocations any requirements of the site specific policies under HS1, so that each site contributes as appropriate to meeting the overall borough-wide mix across the plan period and the vision and objectives referred to above.

3.5.77 As can be seen from the following table, the proportion of detached properties and 4 or more bedrooms properties permissioned and completed is increasing. Due to the delays between permission and completion it will take a while for the local plan policies to translate into delivery but to date the figures are broadly on target.

<sup>9</sup> Net density which excludes, if present, things like landscape buffer strips and open spaces that serve a wider population beyond the development itself, would be higher.

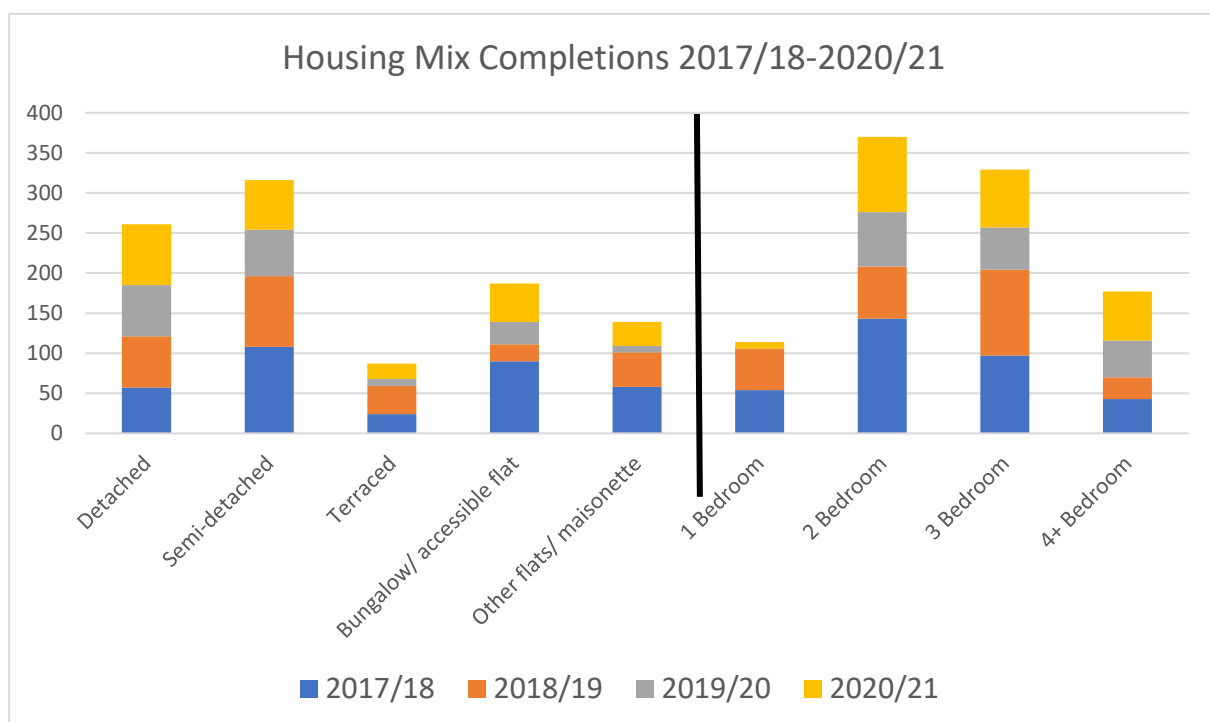


**Table 42: Housing Mix – Completion and Permissions**

Type (house unless stated)	2017/18				2018/19				2019/20				2020/21			
	Permissions		Completions		Permissions		Completions		Permissions		Completions		Permissions		Completions	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Detached	21	13%	57	17%	355	48%	64	25%	45	27%	64	38%	192	47%	76	32%
Semi-detached	13	8%	108	32%	207	28%	88	35%	38	23%	58	35%	110	27%	62	26%
Terraced	4	2%	24	7%	36	5%	35	14%	13	8%	9	5%	50	12%	19	8%
Bungalow/accessible flat	42	26%	90	27%	65	9%	21	8%	33	20%	28	17%	24	6%	48	20%
Other flats/maisonette	81	50%	58	17%	75	10%	43	17%	38	23%	8	5%	29	7%	30	13%
<b>Total</b>	<b>161</b>		<b>337</b>		<b>738</b>		<b>251</b>		<b>167</b>		<b>167</b>		<b>405</b>		<b>235</b>	
1 Bedroom	62	39%	54	16%	56	8%	52	21%	47	29%	0	0%	24	6%	8	3%
2 Bedroom	69	43%	143	42%	121	17%	65	26%	52	32%	68	39%	66	17%	94	40%
3 Bedroom	13	8%	97	29%	294	40%	107	43%	26	16%	53	33%	148	37%	72	31%
4+ Bedroom	17	10%	43	13%	259	35%	27	11%	39	24%	46	28%	162	41%	61	26%
<b>Total</b>	<b>161</b>		<b>337</b>		<b>730</b>		<b>251</b>		<b>164</b>		<b>167</b>		<b>400</b>		<b>235</b>	

Source: Burnley Borough Council Note. The total figures differ from those in Table 33 as they relate to gross permissions and completions. The percentage totals may not equal 100 due to rounding

**Table 43: Housing Mix Completions Data Visualization 2017/18-2020/21**



### Self and Custom Build Housing

3.5.78 Self-build and custom housebuilding covers a wide spectrum, from projects where individuals are actually involved in building or managing the construction of their home (self-build), to projects where individuals commission their home, making key design and layout decisions but it

is built by professionals (custom build). Off-plan housing, homes purchased prior to construction and without significant input into the building design and layout from the buyer, are not considered to meet the definition of self-build and custom housing.

3.5.79 The Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016) requires the Council to keep a self and custom build register and plan accordingly to meet demand. National policy at para 62 of the NPPF states that the needs of different groups in the community, including people wishing to commission or build their own homes, needs to be assessed and reflected in planning policies. The Local Plan at para 5.1.40 acknowledges the new duties and states that applications for self and custom build will be judged against the relevant policies in the plan and the nature of the proposal will be a material consideration which weighs in favour of the scheme where this increases choice.

3.5.80 Self and custom building is nothing new and has always been and will continue to be part of Burnley's housing supply. Two indicators are measured for this AMR. The first is a simple report of the number of people on the register and the second is the number of approvals for self and custom build. This second indicator includes permissions for serviced plots sought and granted by the council specifically “to meet the demand for self-build and custom housebuilding in their area”. (The level of demand for this duty is established by reference to the number of entries added to the Council’s register over a specific (‘base’) period), and also permissions sought and granted to third parties to satisfy wider demand, including for those individuals who are not on the Council’s or any other Council’s register.

3.5.81 The most recent data from the Council’s Self and Custom Build Register is as follows:

**Table 44: Number of individuals on the Self and Custom Build Register (excluding those in groups)**

	Single Register [Number]	Part 1 [Number]	Part2 [Number]	Total [Number]
Total Registrations as at 30 October 2020 (as previously reported)	1	0	0	1
Prior year adjustments (if any)	0	0	0	0
Total Registrations as at 30 October 2020 (restated)	1	0	0	1
Additions between 31 October 2020 and 30 October 2021	0	0	0	0
Changes to individual Registrations between 31 October 2020 and 30 October 2021 (if any)	0	0	0	0
Total Registrations as at 30 October 2021	1	0	0	1

Source: Burnley Council

3.5.82 The first ‘base’ period began on the day on which the register was established and ended on 30 October 2016. Subsequent base periods run from 31 October to 30 October each year.

3.5.83 At the end of each base period, the Council has 3 years in which to permission an equivalent number of suitable plots of land as there are entries for that base period.

Permissions sought and granted by the Council:

3.5.84 OUT/2019/0447: Land at Lawrence Avenue Burnley - Outline with access off Lawrence Avenue, with all other matters reserved for two self/custom build dwellings (Approved 18/10/2019)

## Permissions sought by third parties.

3.5.85 Most single dwelling plots are likely to come forward as self-build or custom-build projects, and some small sites of less than 10 units by local or specialist builders as custom build (and are therefore suitable plots in terms of both the legislative requirements and to meet the wider national policy objective). Some individual plots, for example for dwellings in gardens of existing properties, unless put on the market for open sale will only be available for those who already own the land, but they will still satisfy the wider demand for custom and self-build.

3.5.86 The table below shows the number of single dwelling plots that have been granted permissions (full or outline) that are available for self and custom build. Those that are clearly not intended for this route are excluded. It also includes some sites (or part of sites) of 2 to 9 dwellings where from the application information or subsequent marketing it is established that the site is/was available for custom and self-build. These figures include new build sites and some changes of use of buildings from other uses in buildings that have never previously been in residential use (e.g. barn conversions). Permissions for flatted schemes have been excluded as they are not typically self- or custom-built projects. The figures are therefore a conservative estimate.

**Table 45: Self and Custom build permissions**

		Number of serviced plots permitted		
AMR Year	Self and Custom Build Year	Single dwelling plots	Sites of 2 – 9 dwellings	Total
<b>1st Base Period 1st April 2016 to 30th October 2016</b>				
2016-2017	October 2016 – October 2017	3	0	3
2017-2018		5	0	5
2017-2018	October 2017 – October 2018	2	0	2
2018-2019		3	2	5
2018-2019	October 2018 – October 2019	1	0	1
2019-2020		4	0	4
	<b>TOTAL</b>	<b>18</b>	<b>2</b>	<b>20</b>
<b>2nd Base Period 30th October 2016 to 30th October 2017</b>				
2017-2018	October 2017 – October 2018	2	0	2
2018-2019		3	2	5
2018-2019	October 2018 – October 2019	1	0	1
2019-2020		4	0	4
2019-2020	October 2019 – October 2020	1	2	3
2020-2021		1	0	1
	<b>TOTAL</b>	<b>12</b>	<b>4</b>	<b>16</b>
<b>3rd Base Period 30th October 2017 to 30th October 2018</b>				
2018-2019	October 2018 – October 2019	1	0	1
2019-2020		4	0	4
2019-2020	October 2019 – October 2020	1	2	3
2020-2021		1	0	1
2020-2021	October 2020 – October 2021	3	0	3
2021-2022		Not yet available	Not yet available	Not yet available
	<b>TOTAL</b>	<b>10</b>	<b>2</b>	<b>12</b>

Source: Burnley Council

## Gypsies and Travellers

### Net Additional Pitches for Gypsies and Travellers

3.5.87 National planning policy<sup>10</sup> states that "Local planning authorities should set pitch targets for gypsies and travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of travellers in their area" and that local planning authorities should, in producing their local plan "identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets" and "identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15.

3.5.88 In May 2012, Burnley and Pendle Borough Councils commissioned the Housing and Urban Studies Unit at the University of Salford to produce a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA). The main purpose of this assessment was to provide up to date information about the needs and requirements of travelling communities within the two boroughs, in accordance with the definitions of these communities as set out in national policy at the time. The results of this research are shown in column A of the table below.

3.5.89 In 2015, following the updated Planning Policy for Traveller Sites, the definition of Gypsies and Travellers for planning purposes changed to:

*"Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such".*

3.5.90 In light of this change, only those members of the Gypsy and Traveller community who still travel, or can be reasonably said to intend to live a nomadic lifestyle in the future, require their needs to be specifically and separately addressed and met in the Local Plan. For those who don't, their needs, requirements and demands, including for caravan living would be assessed along with those of the non-traveller community through the SHMA.

3.5.91 The survey results from the 2012 GTAA were revisited<sup>11</sup> to reassess the need on the basis of the new definition, and the revised figures are shown in column B, of the following table. This table shows the actual known need based on the survey results.

3.5.92 In terms of assessing the future requirement and provision of transit accommodation, the GTAA recommended that a longer-term monitoring exercise is needed in order to review travelling patterns and the incidence of transient unauthorised encampments. An updated assessment of need is to be undertaken for the proposed Gypsy and Traveller Site Allocations DPD.

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<sup>10</sup> <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

<sup>11</sup> Burnley & Pendle GTAA. Burnley Addendum June 2016

**Table 46: Requirement for Gypsy and Traveller Pitches 2012 - 2026**

Time Period	A: 2012 GTAA Need/Pitches	B: 2016 GTAA Addendum Need/Pitches
2012 - 2016	22	4
2017 - 2021	3	1
2022 - 2026	3	0
2012 - 2026	28	5

3.5.93 The table below shows the formal Gypsy and Traveller pitch provision in the borough i.e. pitches specifically restricted to occupancy to those who meet the current or former definition of Gypsies and Travellers in national planning policy. The 5 pitches referred to as additional were in fact already lawfully available for use, but were formalised through planning permission granted on appeal under APP/2016/0427.

**Table 47: Gypsy and Traveller Pitch Provision as at 31 March 2021**

Year	Existing provision	Additional pitches approved
2018/19	0	5
2019/20	5	0
2020/21	5	0

Source: Burnley Borough Council

### 3.6 Economy and Employment Development

#### Strategy

3.6.1 The Local Plan supports the economic development of the borough through its Vision and Objectives and through a number of specific policies, including policies which aim to support the improvement and/or protection of certain existing employment sites and premises and allocate new sites for employment development.

#### Employment Profile

##### Commuting

3.6.2 Burnley is an important employment centre for a wider catchment. Data from the 2011 Census shows 14,608 people commute into Burnley from other local authorities in the UK whereas 15,272 people commute out of Burnley to other local authorities in the UK or abroad, meaning that, overall, Burnley is a net exporter of 664 employees. Most commuting is to and from adjoining local authority areas. The 2011 Census showed that 631 residents commuted to Manchester, Salford and Trafford. This pattern will be analysed further following the release of data from the 2021 Census in the light of Burnley's new direct rail service to Manchester which opened in 2015.

**Table 48: Commuter flows to and from Burnley 2011**

	Inflow to Burnley	Outflow from Burnley	Net inflow
Pendle	5,159	4,692	467
Hyndburn	2,149	2,151	-2
Rosendale	1,588	825	763
Blackburn	1,331	2,103	-772
Ribble Valley	1,173	1,187	-14
Calderdale	419	289	130
Bury	267	243	24
South Ribble	222	278	-56
Rochdale	196	235	-39
Chorley	190	103	87
Bolton	176	199	-23
Preston	172	468	-296
Bradford	149	138	11
Manchester	144	365	-221
Craven	131	158	-27
Oldham	108	100	8
Salford	102	136	-34
Trafford	61	130	-69
Other	826	1,368	825
	14,608	15,272	-664

Source: 2011 Census via NOMIS <https://www.nomisweb.co.uk/census/2011/wu03uk/chart>

### Total Jobs and Sectoral Split

3.6.3 Total jobs and sectoral split (estimate) data is obtained from the Business Register and Employment Survey (BRES) via ONS's Nomis service. In 2017 the methodology for the estimates changed which makes comparing the new 2016 to 2020 estimates with earlier years difficult. 2015 is a 'cross over' year where statistics are available using both the methods.

3.6.4 Nomis's 'Local Authority Profiles – time series' – (following table) shows total employee jobs figure estimates of 38,000 in 2015 and 2016; and 39,000 in 2017 and 2018. In 2019 total employee jobs increased to 40,000. During 2020 total employee jobs dropped back to 2015/2016 levels of 38,000, likely as a result of the Covid-19 pandemic. These are rounded figures. Although these are drawn from raw BRES data they are rounded separately to the accompanying BRES sectoral split datasets and so the totals do not match e.g. for 2020 the sectoral split data totals to 38,095 employee jobs (Table 50). Both figures exclude farm-based agriculture, the self-employed, government-supported trainees and HM Forces.

**Table 49: Total Employee jobs 2015-2020**

	Burnley	North West	England and Wales
2015	38,000	3,148,000	26,097,000
2016	38,000	3,231,000	26,558,000
2017	39,000	3,284,000	26,897,000
2018	39,000	3,314,000	27,041,000
2019	40,000	3,393,000	27,397,000
2020	38,000	3,301,000	26,873,000

Source: ONS Nomis - from Local Authority Profiles – time series - Note: These figures are for employees and exclude farm-based agriculture, self-employed, government-supported trainees and HM Forces.

3.6.5 The table below shows that in 2020, the biggest employment sectors within Burnley were 'wholesale and retail trade, repair of motor vehicles and motorcycles' (21.1%) and Manufacturing (also 21.1%). 'Human health and social work activities' was third at (15.8%).

3.6.6 The figures show an increase in the number of manufacturing jobs (7,000 in 2019 and 8,000 in 2020) and proportion of employment in the manufacturing sector 21.1% is still significantly higher than the North West proportion of 9.7% and the England and Wales proportion of 7.9%. This demonstrates the concentration of manufacturing locally and its continued importance to the borough's economy.

**Table 50: Number and % of people employed in Burnley by Industry sector (2020)**

Industry	Burnley		Regional %	England and Wales %
	Number	%		
B : Mining and quarrying	0	0.0	0.1	0.1
C : Manufacturing	8,000	21.1	9.7	7.9
D : Electricity, gas, steam and air conditioning supply	20	0.1	0.6	0.4
E : Water supply; sewerage, waste management and remediation activities	175	0.5	0.7	0.7
F : Construction	1,250	3.3	4.2	4.8

G : Wholesale and retail trade; repair of motor vehicles and motorcycles	8,000	21.1	16.6	14.9
H : Transportation and storage	1,750	4.6	5.0	5.1
I : Accommodation and food service activities	2,000	5.3	6.8	7.2
J : Information and communication	500	1.3	3.1	4.5
K : Financial and insurance activities	500	1.3	2.6	3.5
L : Real estate activities	800	2.1	1.6	1.8
M : Professional, scientific and technical activities	1,500	3.9	8.9	8.8
N : Administrative and support service activities	2,000	5.3	8.4	8.8
O : Public administration and defence; compulsory social security	900	2.4	4.6	4.4
P : Education	3,000	7.9	8.5	9.0
Q : Human health and social work activities	6,000	15.8	14.4	13.3
R : Arts, entertainment and recreation	1,000	2.6	2.2	2.2
S : Other service activities	700	1.8	1.8	1.9
<b>Total</b>	<b>38,095</b>	<b>100</b>	<b>99.6</b>	<b>99.3</b>

Source: Business Register and Employment Survey (BRES) 2020 via ONS Nomis Local Authority Profile Note: Data excludes farm-based agriculture; % is a proportion of total employee jobs excluding farm-based <https://www.nomisweb.co.uk/reports/lmp/la/1946157091/report.aspx?town=burnleyagriculture>

### Businesses

3.6.7 The table below identifies the number of enterprises and units in the borough since 2012. An enterprise can be thought of as the overall business, made up of all the individual sites or workplaces. It is defined as the smallest combination of legal units (generally based on VAT and/or PAYE records) that has a certain degree of autonomy within an enterprise group. A local unit is an individual site (for example a factory or shop) associated with an enterprise. It can also be referred to as a workplace.

3.6.8 Since 2014, the number of enterprises and local units across the borough has grown significantly. In 2020 an annual drop in the number of enterprises and local units was recorded, but this did not fully reverse the strong growth seen in 2019. In 2021 there were very minimal changes from 2020 despite the ongoing Covid-19 pandemic.

**Table 51: Number of enterprises and local units in Burnley by employee size**

	Number of Enterprises Burnley										Burnley (%)									
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Micro (0 to 9)	1,860	1,795	1,875	2,105	2,135	2,210	2,180	2,590	2,295	2,305	86.0	84.5	85.1	86.3	86.4	86.1	86.2	87.7	86.9	87.3
Small (10 to 49)	255	280	275	275	275	295	290	295	275	270	11.7	13.2	12.6	11.4	11.2	11.5	11.4	10.0	10.4	10.2
Medium (50 to 249)	40	40	45	50	45	50	50	55	50	50	1.9	1.9	2.0	2.0	1.9	2.0	1.9	1.8	1.9	1.9
Large (250+)	5	10	10	10	10	10	10	15	15	15	0.3	0.4	0.4	0.3	0.5	0.4	0.5	0.5	0.6	0.6
<b>Total</b>	<b>2,160</b>	<b>2,125</b>	<b>2,200</b>	<b>2,440</b>	<b>2,470</b>	<b>2,565</b>	<b>2,530</b>	<b>2,955</b>	<b>2,640</b>	<b>2,640</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>



	Number of Local Units Burnley											Burnley (%)									
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	
Micro (0 to 9)	2,225	2,155	2,220	2,445	2,460	2,540	2,500	2,895	2,605	2,620	79.3	78.7	79.3	80.3	80.1	80.1	79.7	81.7	80.7	81.4	
Small (10 to 49)	470	470	470	485	495	510	515	515	490	475	16.8	17.3	16.7	15.9	16.1	16.1	16.3	14.6	15.2	14.8	
Medium (50 to 249)	95	95	95	100	100	100	105	115	115	105	3.4	3.4	3.4	3.3	3.2	3.2	3.4	3.2	3.6	3.3	
Large (250+)	15	15	20	15	20	20	20	20	15	15	0.5	0.6	0.6	0.5	0.6	0.7	0.6	0.5	0.5	0.5	
<b>Total</b>	<b>2,800</b>	<b>2,735</b>	<b>2,800</b>	<b>3,045</b>	<b>3,070</b>	<b>3,170</b>	<b>3,140</b>	<b>3,545</b>	<b>3,230</b>	<b>3,220</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	

Source: Inter Departmental Business Register (ONS) Notes: % is as a proportion of total (enterprises or local units) 2021 All figures are rounded by ONS to avoid disclosure. Figures may not add up due to rounding

<https://www.nomisweb.co.uk/reports/lmp/la/1946157091/report.aspx#tabidbr>

### Economic Activity Rates

3.6.9 The economically active population includes all those who are in employment and those unemployed but seeking work. In 2020/21 the borough had an estimated 40,800 economically active residents. This equates to an economic activity rate of 76.9% of all 16-64-year olds. This rate is slightly above the wider North West rate (76.8%) but below the England and Wales rate (78.9%). (Source: ONS Annual Population Survey (2021). The APS data should be treated with caution as it is based on a small sample size).

3.6.10 The economically inactive population includes the retired, students and others who are not actively seeking work, and for Burnley the figure for the number of 16-64 year olds who were inactive in 2020/21 was 12,200 giving a rate of 23.1% of all 16-64 year olds.

### Employment Rates

3.6.11 Of the people aged 16-64 who were economically active, the number of those in employment in 2020/21 was estimated at 39,100 giving an employment rate of 73.8%.

3.6.12 In 2012/13 to 2014/15 the employment rate in Burnley was below the North West and England & Wales averages, but from 2015/16 to 2017/18 it was above (see table below). Following a dip in 2018/19 a bounce back was seen in 2019/20; however, the rate remains a little below the national average. The fluctuations could be caused by small sampling sizes mentioned above.

**Table 52: Employment Rates April to March**

Area	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Burnley	67.7	63.0	63.2	75.3	78.5	78.1	67.1	73.9	73.8
Hyndburn	76.6	62.5	69.3	71.4	74.4	71.4	79.3	79.5	75.2
Pendle	64.8	61.4	67.6	74.3	73.6	66.8	69.1	73.8	75.7
Ribble Valley	81.6	68.4	73.2	86.4	83.1	78.3	74.9	78.5	78.4
Rossendale	83.7	62.5	71.2	71.9	72.1	81.2	75.0	81.4	81.7
North West	69.1	68.9	69.8	71.4	71.7	73.4	73.8	74.9	73.2
England & Wales	70.8	71.6	72.7	73.8	74.3	75.0	75.5	76.1	75.0

Source: ONS Annual Population Survey, NOMIS. (2021) Table shows percentage of all people aged 16-64 economically active and in employment thereby excluding people over pension age who are still working.

### Unemployment Rates

3.6.13 A person is classed as unemployed if they are not only out of work, but also actively looking for work and available to start work within a fortnight.

3.6.14 The tables below provide data on unemployment from the ONS Annual Population Survey (APS). These measures not only include those claiming benefits, but all those seeking work.

3.6.15 The first table shows the 'Unemployment Rates'. Unfortunately, there is no data available for Burnley in 2020/21 (due to a small sample size). In 2019/20 the APS data estimated that in 1,600 people aged 16-64 were unemployed in the borough, giving a rate of 4.0%, in line with the national average.

3.6.16 The second table shows the model-based estimates which improves on the APS estimate by borrowing strength from the Claimant Count to produce an estimate that is more precise (i.e. has a smaller confidence interval). The number of people measured by the Claimant Count is not itself a measure of unemployment but is strongly correlated with unemployment, and, as it is an administrative count, is known without sampling error. This data estimates that 4.8% of people were unemployed in the borough in 2020/21, in line with the national and regional percentages.

3.6.17 Both the tables below show that Burnley's unemployment rate decreased over the years 2014/15 to 2017/2018. The figures showed an increase in 2018/19 and then decreased in 2019/20 back to the previous downwards trend. This downward trend continued in 2020/21 despite the Covid-19 pandemic.

**Table 53: Unemployment Rates from APS April to March (%)**

Area	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Burnley	5.1	15.9	12.7	5.1	4.7	4.6	9.5	4.0	-
Hyndburn	5.5	8.5	7.0	7.8	7.2	-	4.2	-	-
Pendle	14.5	10.0	6.4	5.6	5.3	6.9	-	4.2	-
Ribble Valley	5.2	6.6	5.0	-	-	-	-	-	7.9
Rossendale	3.3	12.1	5.1	-	3.8	-	3.5	2.9	-
North West	8.4	8.0	6.5	5.4	5.2	4.5	4.0	4.1	4.7
England & Wales	8.0	7.4	6.1	5.2	4.9	4.4	4.2	4.0	5.0

Source: ONS Annual Population Survey, NOMIS. Table shows percentage of all economically active people 16-64 who are unemployed (Accessed Sep 2021)

**Table 54: Modelled Unemployment rates April to March (%)**

Area	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Burnley	8.9	9.9	8.1	5.5	5.5	5.3	6.3	5.4	4.8
Hyndburn	7.6	8.1	6.6	5.9	5.0	5.3	4.5	4.3	4.8
Pendle	8.3	8.1	6.0	5.3	4.7	4.7	3.9	4.4	4.4
Ribble Valley	3.6	4.1	3.1	2.7	2.4	2.5	2.4	2.0	2.7
Rossendale	5.2	7.6	5.4	5.0	5.0	3.3	4.0	3.3	3.7
North West	8.3	7.8	6.4	5.3	5.1	4.4	3.9	4.0	4.7
England & Wales	7.8	7.2	5.9	5.1	4.7	4.3	4.1	3.9	4.9

Source: ONS Annual Population Survey, Modelled Based Estimates of Unemployment NOMIS (Accessed Sep 2021)

3.6.18 A more widely used measure of the unemployment rate is the Claimant Count statistics published by ONS i.e. the number of people claiming benefits principally for the reason of being unemployed. This is measured by combining the number of people claiming Job Seeker's Allowance (JSA) and National Insurance Credits with the number of people receiving Universal Credit principally for the reason of being unemployed. These statistics are still being developed by the Department for Work and Pensions and for this reason, the Claimant Count is currently designated as 'Experimental Statistics'.

3.6.19 Under Universal Credit<sup>12</sup>, a broader span of claimants are required to look for work than under Jobseeker's Allowance. The number of people recorded as being on the Claimant Count is therefore likely to rise. Universal Credit was rolled out earlier in Burnley than in many other parts of the country.

3.6.20 In March 2021 in Burnley, the Claimant Count rate was 9.3%, compared with 7.1% in the North West and 6.5% in Great Britain. This is a significant increase on March 2020 but less of proportionate increase than was seen across in the North West and Great Britain as a whole.

**Table 55: Claimant Count**

Date	Burnley Number	Burnley %	North West %	Great Britain %
March 2013	2,685	4.9	4.4	3.8
March 2014	2,035	3.8	3.3	2.9
March 2015	1,495	2.8	2.4	2.0
March 2016	1,635	3.0	2.4	1.9
March 2017	1,755	3.3	2.4	1.9
March 2018	2,515	4.7	2.7	2.1
March 2019	2,795	5.2	3.3	2.6
March 2020	2,895	5.4	3.7	3.1
March 2021	4,955	9.3	7.1	6.5

Source: NOMIS – ONS Claimant Count (2021) % Rates are calculated using estimates of the resident population aged 16-64

## Earnings

3.6.21 Average earnings of those who live in the borough (and may work in the borough or elsewhere) are significantly higher than for those who work in the borough (and may live in the borough or elsewhere). These figures, together with the overall net out commuting pattern shown in the 2011 Census suggests that some borough residents are seeking or obtaining higher paid work outside the borough and that residents staying within the borough to work and those commuting in, tend to earn lower wages.

3.6.22 Wage levels both for residents and for those who work in the borough, remain below the levels for the region and for England and Wales as a whole.

<sup>12</sup> Universal Credit (UC) replaces six 'legacy' benefits and tax credits for working-age households. The Government first launched UC in 2013 and completed the delivery rollout of the UC Full Service to all jobcentres in Great Britain by the end of 2018. It currently expects all households claiming legacy benefits and tax credits to have moved across to UC by September 2024

3.6.23 For those who live in the borough (Table 56) annual earnings have increased since 2016. Between 2020 and 2021 average annual earnings (mean) increased by just over 1% in contrast to the Northwest which saw a 0.41% decrease and England and Wales which saw a 1.12% decrease.

3.6.24 For those who work in the borough (Table 57), wage levels have stagnated since 2016. Between 2020 and 2021 the average annual workplace income (mean) decreased by 4.6%, in contrast to the Northwest which saw a 0.34% decrease and England and Wales which saw a 1.2% decrease.

3.6.25 Annual earnings figures in 2020 (which measure the period ending 5 April) were largely unaffected by the coronavirus pandemic. Figures for 2021 are however “difficult to interpret” (ONS).<sup>13</sup>

**Table 56: Earnings by residence, 2016-2021**

Gross pay – Full time workers		Burnley (£)	North West (£)	England and Wales (£)
<b>Median</b>				
2016	Weekly	472.8	502.5	541.7
	Annual	24,142	26,220	28,340
2017	Weekly	435.8	514.5	552.8
	Annual	23,659	26,660	28,953
2018	Weekly	480.9	529.8	571.2
	Annual	24,795	27,520	29,684
2019	Weekly	521.6	555.8	588.9
	Annual	28,050	28,511	30,537
2020	Weekly	474.8	558.1	586.7
	Annual	25,334	29,523	31,600
2021	Weekly	529.8	578.0	612.4
	Annual	26,983	29,655	31,349
<b>Mean</b>				
2016	Weekly	566.4	593.4	649.9
	Annual	28,392	31,163	34,757
2017	Weekly	541.0	603.8	666.5
	Annual	28,378	31,618	35,788
2018	Weekly	555.4	625.8	691.2
	Annual	27,400	32,566	36,986
2019	Weekly	619.1	645.9	709.6
	Annual	31,477	33,643	37,917
2020	Weekly	563.5	654.2	714.7
	Annual	30,838	34,671	38,996
2021	Weekly	598.8	672.6	733.2
	Annual	31,155	34,528	38,560

Source: Nomis/ONS annual survey of hours and earnings - resident analysis i.e. employees living in the area. (2021) Annual pay is for the year ending 5 April. Weekly pay is for the month of April.

<sup>13</sup> [Employee earnings in the UK - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/employment-and-labour-markets/earnings-and-wages)

**Table 57: Earnings by workplace, 2016- 2021**

Gross pay – Full time workers		Burnley (£)	North West (£)	England and Wales (£)
<b>Median</b>				
2016	Weekly	440.5	503.9	541.1
	Annual	22,728	26,220	28,325
2017	Weekly	420.1	514.2	552.6
	Annual	22,538	26,754	28,939
2018	Weekly	452.2	529.9	571.1
	Annual	22,512	27,376	29,667
2019	Weekly	462.0	550.5	588.6
	Annual	23,648	28,175	30,526
2020	Weekly	431.4	557.8	586.7
	Annual	23,598	29,459	31,605
2021	Weekly	466.7	575.8	611.9
	Annual	23,228	29,529	31,344
<b>Mean</b>				
2016	Weekly	543.1	593.1	649.6
	Annual	27,058	31,145	34,758
2017	Weekly	505.5	602.8	666.0
	Annual	27,406	31,733	35,779
2018	Weekly	581.7	627.5	690.7
	Annual	27,821	32,710	36,973
2019	Weekly	557.4	645.3	709.7
	Annual	28,655	33,523	37,923
2020	Weekly	525.3	653.6	714.6
	Annual	28,328	34,617	39,003
2021	Weekly	549.6	670.2	732.8
	Annual	27,022	34,501	38,536

Source: Nomis/ONS annual survey of hours and earnings - workplace analysis (2021) Annual pay is for the year ending 5 April. Weekly pay is for the month of April.

## Employment Target

3.6.26 Policy SP3 of Burnley's Local Plan sets a target for the provision of at least 66 hectares of employment land between 2012 and 2032 made up of commitments, completions and allocations.

## Employment Development

3.6.27 Between 1 April 2012 and 31 March 2021, 45.48 hectares of employment land was completed.

**Table 58: Employment development 1 April 2012 - 31 March 2021 (Policies SP3 and EMP1)**

Year	New B Class Floorspace completed (planning permissions) (sqm)	New B Class site area completed (planning permissions) (Ha) Formula*	LDO (see para 3.6.33) Floorspace completed (sqm)	LDO Floorspace completed (Ha) Formula
2012/13	9,177.60	2.29	0.00	0.00
2013/14	14,046.30	3.51	5,182.60	1.30
2014/15	10,371.50	2.59		
2015/16	16,176.00	4.04	9,501.00	2.38
2016/17	60,822.40	15.21		
2017/18	37,001.36	9.24	0.00	0.00
2018/19	4,582.00	1.14	7,284.00	1.82
2019/20	5,483.00	1.37	0.00	0.00
2020/21	2,384.72	0.59	0.00	0.00
<b>Sub Total</b>	<b>160,044.88</b>	<b>39.98</b>	<b>21,967.60</b>	<b>5.50</b>
<b>Total</b>	<b>182,012.48 (sqm) or 45.48 Ha</b>			

Source: Burnley Borough Council Planning Application Monitoring and VOA (\*This assumes the floorspace represents 40% of the site area and was the method used to calculate the plan requirement). Figures may not add up due to rounding

## New Employment Floorspace developed – By Type

3.6.28 Over the monitoring period 1 April 2020 to 31 March 2021, 8 developments involving new employment floorspace were completed (B1, B2 and B8 uses) equivalent to 0.59Ha of employment land. The largest development was at Spring Garden Mill, Turf Street.

**Table 59: Employment development 1 April 2020 - 31 March 2021 (Completions)**

Use Class	Previous use	Additional floorspace (sqm)	Equivalent Land (formula) (Ha)	Planning App. Reference	Site	Allocation/Protected/Windfall in Local Plan	Greenfield/PDL	Local Plan Location
B1a/E(g)(i)	N/A	32.00	0.01	APP/2018/0056	Aircelle, Bancroft Road, Burnley	Protected	PDL	Within development boundary, and Within protected Employment Site EMP2/4
B1c/E(g)(iii)	N/A	115.50	0.03	APP/2018/0583	Grove Mill, Grove Lane, Padiham	Windfall	PDL	Within development boundary

B1a/ E(g)(i)	A2	200.00	0.05	COU/2020/ /0284	34 Burnley Road, Padiham	Windfall	PDL	Within development boundary
B1a/ E(g)(i)	N/A	143.00	0.04	APP/2019/ 0001	Sandygate Square, Burnley	Windfall	PDL	Within development boundary
B1a/ E(g)(i)	C3	53.40	0.01	COU/2020 /0433	1 Nicholas Street, Burnley	Windfall	PDL	Within development boundary
B1a/ E(g)(i)	D2	59.06	0.01	APP/2019/ 0148	22 Manchester Road, Burnley	Windfall	PDL	Within development boundary
B1a/ E(g)(i)	N/A	123.00	0.03	FUL/2020/ 0419	Warburtons Ltd, Billington Road, Burnley	Protected	PDL	Within development boundary, and Within protected Employment Site EMP2/3
B1b/ E(g)(ii)	A1	1658.76	0.41	FUL/2019/ 0439	Spring Garden Mill, Turf Street, Burnley	Windfall	PDL	Within development boundary
<b>TOTAL</b>		<b>2,384.72</b>	<b>0.59</b>					

Source: Burnley Borough Council planning application monitoring and VOA

### Employment Land Losses

3.6.29 The following table identifies the amount of employment land and premises lost to other uses over the same period 1 April 2020 to 31 March 2021. The largest loss was attributable to the Phase 4 Station Road Development in Padiham.

**Table 60: Employment Land loss 1 April 2020 - 31 March 2021 (Completions) (Policy EMP2)**

New Use Class	Previous Use Class	Floorspace lost (sq m)	Equivalent Land (Ha) (formula)	Main PP Ref.	Site	Allocation/ Protected/ Windfall in Local Plan
C3	B1a	63.40	0.02	PAOR/2019/0517	Smile, The School House Smirthwaite Street	Windfall
N/A	B1c	497.50	0.12	PDEM/2020/0351	Daneshouse Mill, Elm Street Burnley	Windfall
D2/E(d)	B1	316.00	0.08	COU/2020/0090	Maltings Mill, Sandygate	Windfall
D2/E(d)	B1c	225.70	0.06	CEA/2020/0538	Unit 4C Hargher Clough Works, Hargher Street	Windfall
B1a,D1, Sui-Generis	B1a, B1c, B8	170.00	0.04	COU/2019/0571	Victory House, 246-250 Lowerhouse Lane	Windfall
Sui-Generis	B1a	321.00	0.08	FUL/2019/0437	Innovation House, 31 Oxford Road	Windfall
C3	B1c	315.00	0.08	APP/2016/0348	32-36 Coal Clough Lane, Burnley	Windfall
C3	B2, B8	5037.67	1.26	APP/2018/0376	Phase 4 Station Road Development, Padiham	Windfall
<b>TOTAL</b>		<b>6,946.27</b>	<b>1.74</b>			

Source: Burnley Borough Council planning application monitoring and VOA

3.6.30 The employment land target in Policy SP3 of Burnley' Local Plan includes an allowance for the replacement of employment land losses over the plan period (2012-2032) equivalent to 2.79Ha per annum. The table above shows a loss of 1.74Ha for the financial year 2020/21.

3.6.31 Cumulatively over the plan period to date, 31.71 hectares have been lost - compared with the pro-rata allowance of 25.11 hectares.

**Table 61: Employment land lost since 1st April 2012**

Year	Floorspace lost (sq m)	Equivalent Land (formula) (Ha)	Allowance
2012/13	4,656	1.15	2.79
2013/14	13,825	3.60	2.79
2014/15	33,356	8.35	2.79
2015/16	16,148.19	4.03	2.79
2016/17	8,663.43	2.25	2.79
2017/18	16,192.48	4.03	2.79
2018/19	25,355.92	6.34	2.79
2019/20	836.00	0.22	2.79
2020/21	6,946.27	1.74	2.79
<b>Total</b>	<b>125,979.29</b>	<b>31.71</b>	<b>25.11</b>

Source: Burnley Borough Council Planning Application Monitoring and VOA

#### Local Plan Employment Allocations

3.6.32 In order to help meet the target set by Policy SP3, Policy EMP1 of Burnley's Local Plan 2012-2032 allocates 11 sites for employment use.

3.6.33 The following table sets out the progress of these allocated sites.

**Table 62: Local Plan Employment Allocations Progress as at 31 March 2021 (Policy EMP1)**

Allocation Ref:	Site Name	Site Area (Ha)	Planning Permission (PP) Status	PP Main Ref.	Developed Floorspace (sqm)	Site Area remaining (Ha)
EMP1/1	Rosendale Road (North)	4.65	PP granted on part of site	OUT/2019/0625	26,900.00 approved	4.65
EMP1/2	Burnley Bridge	3.14	Outline PP Reserved Matters application pending	APP/2016/0401 REM/2020/0442	0.00	3.14
EMP1/3	Vision Park	5.05	PP on part of site	APP/2011/0346 (Outline) APP/2014/0397 (Reserved Matters)	8,975.00 approved of which 2,858.00 built	5.05
EMP1/4	Stoneyholme Gas Works	0.50	No PP	N/A	0.00	0.50
EMP1/5	Land South of Network 65	13.32	No PP	OUT/2020/0366	0.00	13.32
EMP1/6	Balderstone Lane	2.12	PP granted	APP/2018/0296	0.00	2.12
EMP1/7	Westgate	1.80	No PP	N/A	0.00	1.80



EMP1/8 and TC4/2	Thompson Centre Car Park (Mixed Use)	0.65	No PP	N/A	0.00	0.65
EMP1/9	Innovation Drive	0.97	LDO – part of site developed. Remainder with of site with PP	ENQ/2018/0098 LDO/2019/0361	7,284.00	0.15
EMP1/10	Widow Hill Road South	0.63	Full PP	APP/2016/0341	0.00 (Under Construction)	0.63
EMP1/11	George St Mill (Mixed Use) Site Area is 0.93 Ha but capacity in Local Plan recorded as 0	0.00	No PP	N/A	0.00	0.00
<b>Total</b>		<b>32.83</b>				<b>32.01</b>

Source: Burnley Borough Council planning application monitoring

### Local Development Orders

3.6.34 A Local Development Order at The Burnley Aerospace Supplier Park (Innovation Drive) was adopted by the Council on 1st August 2013.

3.6.35 The Burnley Aerospace Supplier Park site supports growth and capacity in the supply chain, enabling SMEs to gain efficiencies from modern premises, accommodate growth and benefit from collaborative services. (LDO Statement of Reasons 2013)

3.6.36 The site is already occupied by a number of companies. Research shows that businesses in the target sectors need designated sites with modern premises<sup>14,15,16</sup> and that a lack of appropriate sites and ageing stock of premises acts as a barrier to winning investment and supporting growth in the aerospace and advanced manufacturing supply chain.<sup>17</sup>

3.6.37 The purpose of the Local Development Order is to accelerate development at the Burnley Aerospace Supplier Park site through simplifying the planning permission requirements on the site. This will give businesses and developers more certainty in an uncertain economic climate by detailing the specific types of development and uses which are permitted.

3.6.38 There have been a number of completed schemes since the LDO came into operation which can be seen in Table 58.

### BREEAM

3.6.39 Policy SP5 of the local plan sets out the strategic policy for design and its supporting text describes a number of nationally prescribed standards and awards relating to aspects of design. Policy Clause 1a) requires a BREEAM Assessment for all non-residential development with a floor space above 1,000m<sup>2</sup> and states that a rating of 'Very Good' or better will be expected.

<sup>14</sup> Econolyst (2008) Advanced Manufacturing Study

<sup>15</sup> Lambert Smith Hampton (2007) Michelin Demand Study

<sup>16</sup> Burnley Borough Council & DTZ (2010) Former Michelin site, Commercial Market Review

<sup>17</sup> Burnley Borough Council & DTZ (2010) Former Michelin site, Commercial Market Review

3.6.40 BREEAM standards are the Building Research Establishment's method of assessing, rating, and certifying the sustainability of buildings. The table below shows the final ratings of assessed schemes since the start of the Plan period (although Policy SP5 was not in force until 31 July 2018).

**Table 63: BREEAM Certifications**

Year	Scheme	Rating	Score
2012/13	The Fold Integrated Health & Wellbeing Centre (previous Name Co-location Scheme, Burnley)	Very Good	56.2%
2013/14	None		
2014/15	Units 4 & 5, Iridium Close	Very Good	60%
	The Cobalt Building	Very Good	62%
	Magnesium Court, Burnley Bridge	Very Good	56.2%
2015/16	Burnley College, Energy Centre Workshop	Excellent	71.4%
	Burnley College, Energy Centre, Teaching Block	Excellent	73.90%
2016/17	Burnley Community Fire Station	Excellent	70.09%
2017/18	None		
2018/19	None		
2019/20	None		
2020/21	None		

Source: <https://www.greenbooklive.com/search/scheme.jsp?id=202>

3.6.41 The table below lists the non-residential developments schemes of over 1,000m<sup>2</sup> approved since the Plan's adoption. Four such applications were approved during the 2020/21 monitoring period. Two schemes provided Assessments. An Assessment was not carried out in support of one application (FUL/2020/0204), whilst a second stated that it could not comply due to ecology issues (FUL/2020/0214).

**Table 64: BREEAM requirements for new build schemes of over 1000m2 (since 31 July 2018)**

Planning Reference	Floorspace (m2)	BREEAM Requirement Imposed by PP?	Level sought	Completed at to 31 March 2021?
2018/19				
APP/2018/0296	7021	No	n/a	No
2019/20				
FUL/2019/0478	5470.5	No	n/a	No
LDO/2019/0361	2787	n/a LDO Application	n/a	No
2020/21				
FUL/2020/0204	1050	No	n/a	No
OUT/2019/0625	26900	Yes	Very Good	No
FUL/2020/0214	1842	No*	n/a	No
FUL/2020/0196	2700	Yes	Very Good	No

Source: Burnley Borough Council

\*BREEAM requirements noted in the planning application Officer Report but accepted that a BREEAM 'Very Good' rating was not achievable on the development due to ecology, but the developer would adhere to the energy efficiency credentials identified in the submitted Energy Statement (See Planning Application).

## 3.7 Town Centres, Retail and Leisure

### Retail Hierarchy

3.7.1 Policy TC1 of the Local Plan defines the retail hierarchy. This hierarchy aims to promote sustainable development by focusing retail and service provision in the areas that are most accessible to the largest proportion of the population, ensuring that people do not travel further than they need to access everyday goods.

3.7.2 Policy TC1 identifies two Town Centres. Burnley Town Centre is the dominant retail and leisure destination in the borough with Padiham Town Centre performing a supporting role. Policies, TC2, 3, 4, 7 and 8 of the Local Plan relate to these town centres.

3.7.3 Policy TC1 also identifies a number of District Centres. These perform an important role in providing a range of facilities within walking and cycling distance of where people live and work whilst protecting residential amenity elsewhere. Policies TC6, 7 and 8 relate to the District Centres.

### Town Centre Strategies

3.7.4 [Burnley Town Centre Strategy](#) January 2016 sets out a vision for the town centre for 2030 that "Burnley has a distinctive and attractive town centre which is inclusive and relevant to people of all ages and backgrounds. It offers a high quality retail, cultural and leisure experience for residents and visitors."

3.7.5 The Burnley Town Centre and Canalside Masterplan was adopted by the Council on 28 November 2018. The Masterplan is a non-statutory document which supports the Local Plan and the 2016 Burnley Town Centre Strategy. Whilst it has limited weight as planning policy, it will nevertheless be a material consideration in the consideration of relevant applications. [Burnley Town Centre and Canalside Masterplan | Burnley Borough Council](#)

3.7.6 Burnley Council has been successful in securing £1.4 million Heritage Lottery Funding for a historic buildings project within the Padiham town centre conservation area. The Padiham TH (Townscape Heritage) scheme is a five-year programme (commenced in 2017) to support the growth and development of the town centre through three key areas:

- Repair and restoration works to buildings – this will involve grant aided works available to property owners within the TH boundary at a fixed percentage to cover the costs of external repair and restoration works to retain the historic nature of the area;
- Public realm scheme – to undertake environmental improvements within the TH area, including de-cluttering of redundant street furniture/signage, introduction of traffic calming measures, new pavement surfaces and public art;
- Wider activity programme – working with local partners, the Padiham TH will deliver a borough wide programme of community engagement events and heritage skills training activities to run throughout the lifetime of the project.

3.7.7 Burnley Council has also been successful in securing £1.2 million from Historic England for a Heritage Action Zone (HAZ) focussed on the Lower St. James Street area of Burnley town centre, and this provides a unique opportunity for investment into the built environment, combined with community engagement to enhance the streetscape, reduce building vacancies and increase visitors to the area. The Lower St James's Street HAZ objectives include:

- Building on the areas existing assets – working with established businesses and utilising heritage assets that already exist in the area to develop and enhance the retail and cultural offer.
- Physical works – to include repair and conservation works through grant funding available to property owners to a number of buildings within the Lower St James’s Street area. Also, implementing a high-quality public realm scheme to deliver environmental improvements. Works will include upgrading of paving and highway surfaces, incorporation of pedestrian crossing points, decluttering of redundant street furniture/signage and improved traffic flow and access.
- Creating new creative spaces – to bring back into use a vacant building within the area as a space for local artists and creatives to work, exhibit and grow.
- Empire theatre vision – to work in partnership with the Empire Theatre Trust on short-term and long-term aspirations for the building.
- Community engagement – to engage the local community in local heritage and culture through events/activities as well as heritage skills training opportunities.
- Cultural programme – to develop and implement a cultural programme of activities that celebrates the identity of the local high street.

### **Retail, Office and Leisure Assessment 2013**

3.7.8 The Retail, Office and Leisure Assessment of Burnley and Padiham Centres (ROL) assessed the future need and capacity for retail and leisure floorspace to 2026 to inform the Local Plan.

3.7.9 An update was carried out in 2014<sup>18</sup> for Padiham which looked at the changes in shopping patterns and composition of use since the previous study following the opening of a Tesco supermarket. The study concluded that the health of the town centre had improved since 2012.

3.7.10 The 2013 ROL Assessment concluded that there is no capacity i.e. need, for additional convenience floor space in Burnley Town Centre. The study identified capacity i.e. need for 3,390 sq.m of comparison floor space over the period to 2026. The Assessment did not quantify a requirement for other town centre uses including leisure, restaurants and cafes. The study did however conclude that some of these uses are underrepresented in the town centre and an increased representation would contribute to the vitality and viability of the town centre.

3.7.11 The assessment recommended that the opportunity to re-occupy large vacant units and the potential for further improvements to the Charter Walk shopping centre should be explored before less central sites are considered. The study also included an assessment of the suitability of a number of sites within and adjacent to the Town Centre to accommodate the identified capacity. The Former Pioneer, Curzon Street site within the Town Centre boundary was considered to be the most appropriate location to provide a comprehensive comparison retail and leisure development. This site was allocated in the Local Plan as site TC4/1 and in April 2021 received planning approval for a mixed use development comprising a cinema and 5 food and beverage/retail units, with associated car parking/landscaping.

3.7.12 The 2013 ROL Assessment also identified a net requirement for additional office floorspace across the borough ranging from 5,936 sq.m to 28,310 sq.m. It concluded that it was difficult to

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<sup>18</sup> Padiham Retail Update, March 2014 – Nathaniel Lichfield & Partners

assess what proportion of this should be distributed to Burnley and Padiham town centres, but that due regard should be given to the sequential approach set out in the NPPF and the requirement for such uses to be located within town centres.

### Local Plan Allocations

3.7.13 The Local Plan identifies a number of sites suitable for office development, including the Thompson Centre (EMP1/8 aka TC4/2) and limited office provision at Vision Park (EMP1/3). In addition, the Local Plan has a policy specifically relating to office development and loss (EMP4) which requires the primary focus for new office development (B1a and A2) to be within Burnley and Padiham town centres.

3.7.14 The Local Plan allocates two sites for retail/town centre development and progress is set out in the table below.

**Table 65: Local Plan Town Centre Allocations Progress as at 31 March 2021**

Allocation Ref:	Site Name	Site Area (Ha)	Planning Permission (PP) Status and Progress	PP Main Ref.	Developed Floorspace (m2) or Site Area (Ha)	Site Area remaining (Ha)
TC4/1	Former Pioneer, Curzon Street, Burnley (Pioneer Place)	1.65	PP granted 01/04/2021 Erection of mixed use development comprising cinema, 5no. food and beverage units (Class E(a)) / retail units (Class E b)), with associated service area on Bankhouse Street serving units 1-6, two separate customer car parks with access from Royle Road, customer car park with access from Curzon Street together with associated public realm and landscaping Floorspace as Follows: A1/E(a) 651.8 Sqm A3/E(b) 532.7 Sqm D2/Sui-generis: 1,746.5 Sqm Work is due to start on site early in 2022.	FUL/2021/0029	0.00	1.65
TC4/2	Thompson Centre, Burnley	0.68	none	n/a	0.00	0.68

Source: Burnley Borough Council

### Town Centre Uses Development

3.7.15 The NPPF defines main town centre uses as: retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

3.7.16 The Local Plan proposed the monitoring of major A1, A2 and B1a office floorspace completed in the Town Centres to help assess the performance of the Plan’s policies. Monitoring of completions within the Town and District Centres is now done by way of a biennial survey. The most recent survey for Burnley and Padiham Town Centres and the District Centres was completed in May 2021<sup>19</sup>. Completions information on B1a (now E(g)i) office uses is also included in Table 59: Employment floorspace development 1 April 2020 - 31 March 2021 (Completions).

3.7.17 The table below sets out the schemes of 500 m<sup>2</sup> and above granted planning permission for A1, A2, B1a uses outside the Town Centres during the 2020/21 monitoring period.

3.7.18 As set out in para 1.3.2, since the Local Plan was adopted in 2018, there have been major changes to permitted development rights and the use classes order. Where the Local Plan policy target includes now defunct use classes, the team is monitoring both the old and new equivalent classes (and vice versa) to allow the analysis of longer-term trends. The monitoring of Town Centre completions through a biennial survey overcomes some of these difficulties.

**Table 66: A1, A2, B1a floorspace approved outside of Town Centres (Policy TC2 and TC4)**

Use Class	Planning app ref.	Floorspace (sq m)	Site/Proposal	Local Plan: Location	Local Plan: Policy TC2 and TC6 Category
A1/E(a)	2020/0214	*1,842	Land Off Wyre Street Padiham, Erection of foodstore (Class A1) with associated car park and new vehicular access following demolition of existing buildings. *Net Gain in Floorspace is 364 Sqm	Within Development Boundary	Edge of Centre (30 m from Padiham town centre boundary)
B1/B2/B8	2020/0015	725	Daneshouse Mill, Elm Street Burnley Planning application does not specify what floorspace will be B1a	Within Development Boundary	Out of Centre (530m from Colne Road District Centre boundary)
	<b>TOTAL</b>	<b>2,567</b>			

Source: Burnley Borough Council. Note: these figures only relate to schemes for which planning permission or prior notification have been submitted.

### Vacant Floorspace

3.7.19 In terms of vacant properties in Burnley town centre (survey carried out May 2021):

- 18.1% of properties within the Primary Frontages were vacant (compared to 14.4% in the June 2019 survey)
- 23.9% of properties within the Secondary Frontages were vacant (compared to 18.8% in the June 2019 survey)

3.7.20 Within the Padiham town centre 14.2% of properties were vacant (survey carried out May 2021) an increase on the 10.7% recorded in the previous June 2019 survey.

<sup>19</sup> information can be provided on request

3.7.21 Within the District Centres (Initial Survey carried out May 2021) the percentage of properties vacant were as follows: Accrington Road 17.9%, Briercliffe Road 24.6%, Coal Clough Lane 9.5%, Colne Road 15.0%, Harle Syke 0.0%, Lyndhurst Road 0.0%, Pike Hill 0.0%, Rosegrove Lane 9.7%.

3.7.22 In terms of retail usage (survey carried out May 2021)

- 54.3% of premises in the Burnley Town Centre Primary Frontages were in A1/E(a) (retail shop) use (compared with 64.0% in June 2019); and 44.4% of premises in the Secondary Frontages (compared with 50.3% in June 2019)
- 34.5% of premises in Padiham Town Centre were in A1/E(a) (retail shop) use (compared with 32.7% in June 2019)

3.7.23 Within the District Centres (survey carried out May 2021) the percentage of premises within the A1/E(a) (retail shop) use are as follows Accrington Road 46.4%, Briercliffe Road 26.1%, Coal Clough Lane 52.4%, Colne Road 42.5%, Harle Syke 53.3%, Lyndhurst Road 64.3%, Pike Hill 100%, Rosegrove Lane 51.6%.

3.7.24 The 2021 survey was undertaken shortly after a Coronavirus related lockdown restrictions (which forced many retail and hospitality outlets to close) were lifted. The higher rate of vacancies in the town centres may reflect a delay in businesses feeling confident about reopening as opposed to them have closed permanently.

3.7.25 During 2020/21 no planning permission for hot food takeaways outside of secondary frontages in Burnley Town Centre, Padiham Town Centre or defined District Centres were approved.

### Tourism Visits and Accommodation

3.7.26 Based on information from Marketing Lancashire by Global Tourism Solutions (UK) Ltd, figures for Burnley's overall visitor numbers, as set out in the table below, fell significantly to 0.65 million in 2020 as a result of the COVID-19 Pandemic. Tourism spend also decreased significantly between 2018 and 2020 with a corresponding decrease in the number of jobs. It will be interesting to see how strongly these figures recover in future years.

**Table 67: Distribution of Visitor numbers and Total Economic Impact in Burnley 2013-2020**

Year	Total Visitor numbers		Visitor and tourism business expenditure		Full Time Job Equivalents (FTEs) Supported	
	(million)	% of Lancs (14) total	(£ million)	% of Lancs (14) total	FTEs	% of Lancs (14) total
2013	2.492	3.9	102.278	2.9	1,426	-
2014	2.433	4	101.046	3	1,369	2
2015	2.478	4	107.061	3	1,399	2
2016	2.511	4	109.345	3	1,408	2
2017	2.550	4	114.814	3	1,461	2
2018	2.579	4	119.865	3	1,481	2
2019	-	-	-	-	-	-
2020	0.65	3	34.52	2	435*	2

Source: Marketing Lancashire STEAM Tourism Impacts by Global Tourism Solutions (UK) Ltd)

\* The STEAM employment outputs for 2020 do not include the jobs / Full Time Equivalents (FTEs) for those employees supported through the government employment support mechanisms on the basis that these are

not driven by the expenditure and activity of visitors. Although the STEAM outputs for Lancashire indicate that the total employment for 2020 was reduced by about 60% in 2020 (compared to 2018) – not all of the reduction in jobs would be ‘lost’ through redundancy.

3.7.27 In relation to its size, the borough does not have the amount or range of tourist accommodation that might be anticipated. Total bed stock in Burnley in 2020 increased from 849 beds in 2018 to 858 beds comprising 777 serviced and 81 non serviced beds. (Source Marketing Lancashire STEAM Tourism Impacts by Global Tourism Solutions (UK) Ltd).

3.7.28 Unfortunately, due to the COVID-19 pandemic no figures were prepared for 2019.



### 3.8 The Historic and Built Environment

3.8.1 Burnley's built and historic environment is a major strength that contributes significantly to the quality of life that underpins the borough's economy and attracts investment. The borough has a rich and varied collection of heritage assets of local, regional and national importance which are not only important for their own sake but are central to the character and identity of the borough, acting as a stimulus and inspiration to contemporary architecture and regeneration initiatives. It is the rapid and concentrated development of Burnley during the industrial revolution that contributes most significantly and positively to the character of the built urban environment. However, there is a long history of human settlement in the borough with evidence of human activity to the eastern moorland fringes dating back to the Bronze Age. The oldest surviving buildings originate from the 1500s and include Towneley Hall, St Peter's Church and Spenser House (Hurstwood). The rural parts of the borough are characterised by vernacular buildings (built from locally available materials that reflect custom and tradition rather than the architectural fashions of the time) and include a significant number of farmhouses, cottages and barns of 17th Century origins.

#### Listed Buildings

3.8.2 There are 309 Listed Building entries in the borough.<sup>20</sup> Of these, 5 are Grade I, 14 Grade II\* and 290 Grade II. This figure refers to the number of entries on the List and not the number of individual buildings/structures that they comprise. For example, one listing entry can comprise a row of terraced housing.

3.8.3 During the 2020/21 monitoring period, there were no changes (revision, additions or deletions) to the Statutory List for the borough.

#### Conservation Areas

3.8.4 There are ten Conservation Areas in the borough. During the 2020/21 monitoring period there have been no revisions to existing Conservation Areas and no new Conservation Areas designated.

3.8.5 The draft Padiham Conservation Area Appraisal was updated during 2019/20 and the final version was published in June 2020. Work is ongoing to finalise Appraisals for Burnley Town Centre and the Canalside Conservation Areas.

**Table 68: Conservation Areas Summary Information**

Conservation Area	Date of Designation	Boundary Revisions	Published Conservation Area Appraisal?	Published Management Plan?
Jib Hill	June 1971	-	No	No
Hurstwood	February 1973	-	No	No
Padiham	18 June 1975	June 1981 Aug 1984	Yes (June 2020)	Yes
Palatine	22 July 1977	-	No	No

<sup>20</sup> Detailed descriptions of each entry are accessible through the National Heritage List for England at <https://historicengland.org.uk/listing/the-list/>

Harle Syke	September 1977	Dec 1985	Yes (April 2018)	No
Worsthorne	10 March 1978	-	Yes (February 2018)	No
Burnley Wood	24 April 1985	-	No	No
Canalside	October 1988	March 1990 Aug 1990 March 1993 Feb 1997	Draft	Draft
Burnley Town Centre	26 February 1992	-	No	No
Top O' T' Town	20 May 1992	-	No	No

Source: Burnley Borough Council and Historic England

### Registered Parks and Gardens

3.8.6 There are 5 Registered Parks and Gardens in the borough. All are registered Grade II. During the 2020/21 monitoring period there were no revisions to the existing Registered entries and no new designations.

### Scheduled Monuments

3.8.7 There are 22 Scheduled Monuments in the borough as set out in Appendix 4 of the Local Plan<sup>21</sup>. During the 2020/21 monitoring period there were no revisions to existing Scheduled Monument entries and no new designations.

### Non-Designated Heritage Assets (Local List)

3.8.8 The Council has a list of locally listed buildings (known as the Local List) with over 400 entries. The List was compiled over 20 years ago and has not been actively maintained in recent years. The accuracy and integrity of the information and reasons for the asset's inclusion on the Local List is considered to be becoming inconsistent and unreliable in parts.

3.8.9 In line with the NPPF and Historic England guidance, the Council is working towards a full review of the current local list. Preparing and maintaining a local list is a proactive measure to help protect Burnley's Historic Environment in accordance with Policy HE1 3)d. The LDS proposes a Local List Supplementary Planning Document (SPD) which will set out the process and methodology (including criteria) that will be used to identify buildings of local historic or architectural interest to be included on the Local List in support of Policy HE3. It will also set out the procedure for reviewing the current Local List.

3.8.10 Work commenced on this SPD in 2019/20 and a draft of the SPD for statutory consultation was approved at the Council's Executive Committee in October 2021. Consultation commenced in December 2021.

3.8.11 Local listing does not affect the existing requirements for planning permission and some locally listed buildings can therefore be demolished without planning permission. Where planning

<sup>21</sup> Detailed descriptions of each entry are accessible through the National Heritage List for England at <https://historicengland.org.uk/listing/the-list/>

permission is required their status as non-designated heritage assets will however be a material planning consideration in assessing any proposals.

### Heritage at Risk

3.8.12 Inclusion of Designated Heritage Assets on Historic England's 'At Risk' Register is determined by an annual survey requested by Historic England and undertaken by the Local Planning Authority.<sup>22</sup>

3.8.13 Four of the Borough's Grade I and II\* listed buildings are considered by Historic England to be at risk and are included in the 2020 Heritage at Risk Register (published October 2020).

**Table 69: Heritage at Risk 2020: Grade I and II\* Listed Buildings at Risk**

Building	Grade	Condition	Priority Category	Brief Description
Extwistle Hall Briercliffe	II*	Very Bad	A	The building is now in a seriously dilapidated condition and continues to deteriorate at an accelerating rate.
The Holme Burnley Rd, Cliviger	II*	Poor	F	Although repaired and converted to apartments, work has not progressed as anticipated due to non-compliance and unauthorised works. Until resolved, the building is regarded as at risk
Gateway and wall Shuttleworth Hall Hapton	II*	Poor	C	The wall has had patch repairs in cement mortar. This is causing damage to the historic stonework, as moisture and salts in the wall cannot move through the hard cement mortar, and instead push through the softer stone, causing it to weather and deteriorate.
Shuttleworth Hall Hapton	I	Poor	C	The condition of the Hall is deteriorating due to lack of, and inappropriate, maintenance. The roof is in a poor condition, and cement render/pointing have damaged the stonework. The Hall requires a full condition survey and schedule of repair works. Historic England and the local authority have previously encouraged repairs, but no solution is agreed.

Source: English Heritage, Heritage at Risk Register, October 2020 ( <https://historicengland.org.uk/images-books/publications/har-2020-registers/nw-har-register2020/>)

3.8.14 The Council does not routinely monitor the condition of Grade II listed buildings, but it is estimated that around 20% of these building are at some risk through neglect, decay or other threats and as such this is a major challenge for the authority to help tackle. It is recognised that some of the borough's most important and irreplaceable assets could be lost if the problem of heritage at risk is not addressed. The Council proactively seeks solutions for buildings at risk on a case-by-case basis through discussions with owners; a willingness to consider positively development schemes that would ensure their repair and maintenance and long term viable use; and as a last resort, using statutory powers.

<sup>22</sup> Grade II listed buildings outside London, other than places of worship, are not included in the annual survey

3.8.15 During this monitoring period the Council has secured a programme of works to halt the deterioration of a Grade II Listed warehouse in the Canalside Conservation Area through the service of an Urgent Works Notice under Section 54 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The works, part funded through a Historic England grant, are expected to complete in Summer 2021 and will have the added benefit of contributing to the positive progress that is being made to regenerate the conservation area and reduce the level of risk to its special interest.

3.8.16 Three of the Borough's Conservation Areas are considered by Historic England to be at risk and are included in the 2020 Heritage at Risk Register (published October 2020).

**Table 70: Heritage at Risk (2020): Conservation Areas at Risk**

Conservation Area	Vulnerability	Condition	Trend	Notes
Canalside	High	Very Bad	Improving	Public and private sector action in the Weavers' Triangle has supported the repair and re-use of key industrial buildings and improvements to the public realm. Plans are being developed for further projects and there remains a number of significant buildings at risk of further deterioration that may lead to pressure for demolition.
Padiham	High	Very Bad	No significant change	Stronger planning policies, guidance and a clear management strategy for the Conservation Area have been put in place with the adoption in 2018 of Burnley's Local Plan and the Padiham Conservation Area Management Plan (June 2017). In addition, the Council secured £1.45m HLF funding to deliver a Townscape Heritage (TH) Scheme at the commercial core of the Conservation Area (June 2017). This five-year programme which is now underway is delivering capital works to priority buildings as well as public realm improvements, community engagement and heritage skills training. It will be a key driving force in the future conservation and management of the Conservation Area. As the THI scheme progresses there is good prospect that the risks to the Conservation Area will reduce to the extent that it will enable its removal from the Heritage at Risk Register.
Burnley Town Centre	High	Very Bad	Deteriorating	The Council is making progress towards more effective management of Burnley Town Centre Conservation Area through the preparation of a conservation area appraisal. Work commenced in July 2020 on a £2.5m Heritage Action Zone (HAZ) regeneration scheme in the Lower St James Street Area. This part of the Conservation Area has a high number of vacancies compounded by a prolonged period of lack of maintenance which is causing a significant localised risk to the Conservation Area as a whole. The four-year programme will deliver public realm improvements, historic building grants and a programme of cultural events.

Source: Burnley Council and Historic England, Heritage at Risk Register, October 2020 (<https://historicengland.org.uk/images-books/publications/har-2020-registers/nw-har-register2020/>).

**Percentage of Listed Building Consent Appeals Dismissed 2020-21**

3.8.17 Burnley’s Local Plan’s monitoring framework includes an indicator “percentage of Listed Building Consent appeals dismissed per annum” for Policy HE2 Designated Heritage Assets: Listed Buildings; Conservation Areas; and Registered Parks and Gardens. Performance against this indicator can help assess the effectiveness of Policy HE2. During the 2020/21 monitoring period, the Council determined 16 Listed Building Consent (LBC) applications of which 16 were granted and 0 were refused. There were no LBC Appeals.

**Table 71: Listed Building Consents (LBC) Applications and Appeals 2020/21**

LBC Applications Granted	LBC Applications Refused	LBC Applications Withdrawn	LBC Appeals Upheld	LBC Appeals Dismissed
16	0	0	n/a	n/a

Source: Burnley Borough Council

### 3.9 The Natural Environment

#### Internationally and Nationally Important Sites (SACs SPAs and SSSIs)

3.9.1 The borough has one internationally/nationally important nature conservation site, the South Pennine Moors (which is partly within Burnley borough). This site carries the UK designation of Site of Special Scientific Interest (SSSI) and is also a Special Protection Area (SPA) under the European Directive on the Conservation of Wild Birds (1979) and a Special Area of Conservation (SAC) under the European Directive on the Conservation of Natural Habitats and of Wild Flora and Fauna (the Habitats Directive) (1992) (transposed into UK legislation). As a SAC and SPA, these designations reflect the importance of the Moors both for their mosaic of habitats and the range of species and number of breeding birds they support.

3.9.2 Natural England categorises the condition of SSSIs following an assessment. For most sites they do this at least once every 6 years, but for sites where changes are expected to be slow, such as woodland, they may do this once every 10 years.

3.9.3 According to latest data (assessments conducted between 2009 and 2016) in terms of quality, 96% of the South Pennine Moors SSSI as a whole was in 'favourable' or 'unfavourable recovering' condition. 94.68% was described as 'recovering' which represents a continuing very small improvement on previous years. The percentages of unfavourable areas described as declining or destroyed remain at 0%.

**Table 72: Natural England Condition Assessment, South Pennine Moors SSSI**

% Area Favourable or unfavourable recovering	% Area favourable	%Area Unfavourable recovering	%Area Unfavourable no change	%Area Unfavourable declining	%Area destroyed /part destroyed
95.84	1.16	94.68	4.16	0.00	0.00

Source Natural England <https://designatedsites.naturalengland.org.uk/sitedetail.aspx?sitecode=s1007196>: Various assessments 2009-2016

#### County Biological and Geodiversity Sites

3.9.4 Burnley has 43 Biological Heritage Sites (BHS), which represent the most important non-statutory wildlife sites in Lancashire and cover a wide variety of habitats such as ancient woodland, grassland, and wetland.

3.9.5 In addition, Burnley has 5 Local Geodiversity Sites (formerly known as Regionally Important Geological and Geomorphological sites).

3.9.6 Previous Authority Monitoring Reports have recorded the number of these sites under positive management using data supplied by Lancashire County Council. This data is no longer being collected.

#### Local Nature Reserves

3.9.7 Local Nature Reserves (LNRs) are a statutory designation made under Section 21 of the National Parks and Access to the Countryside Act 1949.

3.9.8 There are two Local Nature Reserves in Burnley, the Deer Pond in Towneley Park and Lowerhouse Lodges. Both are also Biological Heritage Sites. The land area of these two nature

reserves totals 11.47 hectares. Natural England recommends 1 hectare of LNR per 1,000 population and, on this basis, Burnley should have 87 hectares of designated Local Nature Reserve. The borough therefore has a shortfall of 75.53 hectares.

3.9.9 The Council's Green Infrastructure Strategy 2013 identified a number of 'areas of search' for additional LNRs and the Council's Green Spaces Strategy 2015 recommended that these be progressed towards the LNR designation in partnership with Burnley Wildlife Forum and Lancashire Wildlife Trust (recommendation NSN2). Possible areas of search were included in the Issues and Options Local Plan of 2014. Whilst the precise boundaries of these potential new LNRs have not been drawn up or declarations pursued they are likely to be within the areas identified as Protected Open Space under Policy NE2 and/or sites identified as BHS or outwith the Development Boundaries under Policy SP4.

### **Lancashire Ecological Network (Policy NE1)**

3.9.10 Burnley's Local Plan identifies two Ecological Networks (as identified by Lancashire County Council): a Grassland Network and Woodland Network. A third for heath/wetland has not yet been identified and mapped. No specific monitoring targets are identified for the Network.

### **Green Infrastructure and Green Spaces**

3.9.11 The Council published the Burnley Green Infrastructure Strategy (GI) in September 2013. This Strategy describes the GI assets of the borough, the functions and benefits they provide and a strategy for improvement. This study informed the development of the Local Plan and in particular Policy SP6.

3.9.12 For each of these GI functions the Strategy proposed recommendations as to how and where GI should be protected, enhanced or created to maintain, provide or improve these services. In addition to these identified areas, the following green infrastructure assets were prioritised for investment due to the range of benefits they do or could provide:

- river corridors;
- the Brun Valley Forest Park; and
- the network of greenways, including the Leeds & Liverpool Canal.
- The greening of road and rail corridors was also identified as a key strategic opportunity for achieving economic, health and environmental benefits.

3.9.13 Strengthening Burnley's network of core local biodiversity sites (BHSs) and the important areas of connectivity between them was also identified as a priority in a changing climate.

3.9.14 The Council's Green Spaces Strategy 2015-2025 which provides a comprehensive audit of all types of green space in terms of quality, quantity and accessibility. It identifies local quantity, quality and accessibility standards for each type of open space and uses these local standards to identify surpluses or deficiencies with recommendations for resolving any key issues. This study informed the development of the Local Plan. The Strategy divides open space into a number of typologies:

- Parks and Gardens
- Natural and Semi-natural Greenspace including Local Nature Reserves
- Amenity greenspace
- Provision for Children

- Allotments
- Cemeteries and Churchyards
- Greenways
- Sports Facilities (see section 3.11)

3.9.15 The borough is home to six Green Flag status parks. Towneley, Scott, Ightenhill, Queen’s, Padiham Memorial and Thompson parks have retained their Green Flag status for the eleventh year running. <https://greenflagaward.org/media/2048/2021-green-flag-award-winners.pdf>

3.9.16 Protection and provision of open spaces and wider GI will also be achieved through the above mentioned strategies and through a number of individual Local Plan policies e.g. a requirement for the protection of or provision of new play and recreation space in housing developments (HS4), Green Infrastructure (SP6), Protecting the Green Belt (SP7), Protection and Provision of Social and Community infrastructure (IC5) Protected Open Space (NE2), Ecological Networks (NE1); and through the overall development strategy set out in SP4.

### Protected Open Space

3.9.17 Sites protected as open space under Policy NE2 of the Local Plan were identified using a bespoke appraisal of all the Council’s greenspaces scored against criteria relating to their scarcity, quality, visual amenity and green infrastructure functions. This work will be published as an addendum to the Council’s Green Spaces Strategy. It could be used by communities to help identify Local Green Space on non-Council owned land in Neighbourhood Plans.

3.9.18 The Local Plan sets a monitoring indicator for Policy NE2 of the amount of protected open space lost to development. This is measured once planning permission has been granted and the scheme is under construction.

**Table 73: Hectares of protected open space lost to development.**

Year commenced	Application Ref:	Hectares Lost	Status	Description
2017/18	APP/2017/0069	0.06	Complete	Change of use of public open space to form extension to residential curtilage and erection of garage. Approval granted before policy adopted.
2018/19	APPs 2017/0237 2017/0373 2018/0078	0.02	Complete	Change of use of land to form extended nursery curtilage and reception of security fencing, toilets, storage building, car parking and after school club building. Development retains most of land as recreational and other open space with a small area lost to new classroom.
2019/20	APP/2019/0149	0.001	Complete	Proposed siting of storage container. Approval was granted with the condition that the container is removed after 2 years and the open space is restored.
2019/20	COU/2019/0624	0.018	Complete	Change of use of land consisting of taking a strip of land within the curtilage of the adjacent apartments and the erection of a 1.8m high fence. Development retains most of land as recreational and other open space with a small area lost to residential curtilage - Landscaped.



2020/21	APP/2017/0252	0.105	Complete	Provision of over-spill car park for use in association with events in/at Townley Park. Approval granted before policy adopted.
<b>Total</b>		<b>0.204(ha)</b>		

Source: Burnley Borough Council

3.9.19 Public Open spaces provided under Policy HS4 (for new housing developments) that were approved and completed after 31 July 2018 will also be protected under Policy NE2. No such schemes were completed in 2020/21.

### Green Belt

3.9.20 The NPPF (para 137) states that “the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and permanence.”

3.9.21 Within the Green Belt, planning permission will not be granted for ‘inappropriate’ development except in very special circumstances. The construction of new buildings in the Green Belt is ‘inappropriate’ development.<sup>23</sup>

3.9.22 Land at the Former William Blythe Site (Local Plan allocation HS1/3) has been granted planning permission for 202 dwellings and the site is now under construction. Part of the site is within the Green Belt and the required ‘very special circumstances’ were demonstrated by the applicant in respect of this particular development scheme. The development of these dwellings started in 2019/20 when 47 dwellings were completed of which 37 were within the Green Belt. The remaining dwellings within the Green Belt (19) were completed during 2020/21.

3.9.23 Consequently, the 1.17 Ha of land within the Green Belt at this site was lost during 2019/20 to ‘inappropriate’ development as a result of the commencement of this development. To offset this land lost, as part of the approved scheme, 1.4 Ha of land within the Development Boundary and outwith the Green Belt that could not realistically be developed has been given over as landscaped open space. The long-term access to, and maintenance, of this land as part a larger “Country Park” is secured by a S.106 agreement.

### Landscape Character

3.9.24 Policy NE3 expects development proposals to respect and where possible, enhance and restore landscape character. The number planning appeals dismissed per annum is to be used as an indicator to help monitor the effectiveness of this policy. During 2020/21, two further planning appeals were dismissed on (*inter alia*) landscape character grounds.

**Table 74: Planning appeals dismissed on (*inter alia*) landscape character grounds**

Year	Application Ref.	Appeal Ref.	Description
2018/19	APP2016/0434	APP/Z2315/W/17/3187464	Small scale electricity generating plant
2018/19	APP/2016/0416	APP/Z2315/W/17/3173214	Outline application for residential development of up to 39 dwellings

<sup>23</sup> NPPF 145 sets out exceptions

2019/20	N/A	N/A	N/A
2020/21	APP/2018/0577	APP/Z2315/W/19/3242325	Erection of building to provide two holiday cottages, access, parking and ancillary works
	COU/2019/0645	APP/Z2315/W/20/3262079	Proposed conversion of garage/ancillary domestic space to separate dwelling

Source: Burnley Borough Council

## Trees

3.9.25 The total number of approvals for the felling of trees protected by a TPO in 2020/21 was four.

## Water Quality and Flood Risk

### Water Quality

3.9.26 The quality of Burnley's main rivers, as assessed by the Environment Agency (now every 3 years) under standards set out by The Water Environment (Water Framework Directive), is set out in the following table. The ecological status of the river reaches set out below remained unchanged from 2016, with the exception of Trawden Brook which fell from Moderate to Poor and the River Brun (Confluence with River Don to confluence with River Calder) which fell from Good to Moderate.

**Table 75: Quality of Burnley's Main Rivers 2019**

Name	Category	Catchment	Authority	Ecological status	Reasons for failure
Whitewell Brook	River	Irwell	Burnley; Rossendale	Moderate	Chemical: Polybrominated diphenyl ethers (PBDE) & Mercury and Its Compounds
Limy Water	River	Irwell	Burnley; Rossendale	Moderate	Phosphate, Macrophytes and Phytobenthos Combined, Chemical: Polybrominated diphenyl ethers (PBDE) & Mercury and Its Compounds.
River Calder (headwaters to confluence with Brun)	River	Ribble	Burnley	Moderate	Macrophytes and Phytobenthos Combined, Chemical: Polybrominated diphenyl ethers (PBDE) & Mercury and Its Compounds.
River Calder (confluence with Brun to Pendle Water)	River	Ribble	Burnley	Moderate	Phosphate, Chemical: Polybrominated diphenyl ethers (PBDE) & Mercury and Its Compounds.
River Calder (Pendle Water to confluence with Ribble)	River	Ribble	Burnley	Moderate	Phosphate, Macrophytes and Phytobenthos Combined. Chemical: Polybrominated diphenyl ethers (PBDE), Perfluorooctane sulphonate (PFOS), Mercury and Its Compounds
Green Brook	River	Ribble	Burnley	Moderate	Macrophytes and Phytobenthos Combined, Chemical: Polybrominated diphenyl ethers (PBDE), Mercury and Its Compounds

River Brun (headwaters to confluence with River Don)	River	Ribble	Burnley	Moderate	Invertebrates, Chemical: Polybrominated diphenyl ethers (PBDE), Mercury and Its Compounds
River Brun (confluence with River Don to confluence with River Calder)	River	Ribble	Burnley	Moderate	Chemical: Polybrominated diphenyl ethers (PBDE), Mercury and Its Compounds
River Don	River	Ribble	Pendle; Burnley	Poor	Biological quality elements (fish) Chemical Polybrominated diphenyl ethers (PBDE), Mercury and Its Compounds
Trawden Brook	River	Ribble	Pendle; Burnley	Poor	Hydrological Regime Phosphate, Polybrominated diphenyl ethers (PBDE), Mercury and Its Compounds

Source: Environment Agency 2019 (latest available data) <https://environment.data.gov.uk/catchment-planning/>

### Flood Risk

3.9.27 Maps produced by the Environment Agency identify the areas at risk from fluvial (river) and surface water (pluvial) flooding.

3.9.28 In 2017 the Council produced an updated Strategic Flood Risk Assessment (SFRA) to identify and assess flood risk from all sources, taking into account the effects of climate change, to inform the Local Plan; and, in line with national policy, to direct development to areas of least risk and to ensure that development itself does not increase flood risk elsewhere.

3.9.29 The Burnley SFRA 2017 is in two parts. The Level 1 assessment provides a strategic, borough-wide overview of flood risk (from all sources). The primary purpose of this assessment is to form the basis for applying the sequential approach (through the Sequential Test) on the location of future development.

3.9.30 The Level 2 assessment addressed any Local Plan development sites which, following the application of the Sequential Test in Level 1, were found to be within areas of flood risk and suitable alternative lower risk sites were not available. In such cases the Exception Test needed to be applied or a more detailed technical analysis of site-specific risk undertaken.<sup>24</sup>

3.9.31 Under the Flood and Water Management Act 2010 Lancashire County Council has been designated as a Lead Local Flood Authority (LLFA) and is required Under Section 19 of the Act to investigate and report on (in accordance with locally identified criteria<sup>25</sup>) certain incidents of flooding.<sup>26</sup> No such incidents are recorded on LCCs website for 2020/21.

3.9.32 Flood Zone 3 identifies those areas at highest risk from flooding. National policy is to direct development to areas of least risk. In 2020/21 no residential properties were built in Flood Zone 3.

<sup>24</sup> <https://www.burnley.gov.uk/residents/planning/planning-policy/burnleys-local-plan/evidence-base/strategic-flood-risk-assessment>

<sup>25</sup> <https://www.lancashire.gov.uk/media/392349/Flood-Investigation-Policy.pdf> 2014

<sup>26</sup> <https://www.lancashire.gov.uk/council/performance-inspections-reviews/environmental/flood-investigation-report/>

### Number of Planning Permissions Granted Contrary to Environment Agency Advice on Flooding and Water Quality Grounds

3.9.33 The table below sets out the planning applications in respect of which initial objections were made by the Environment Agency (EA) on flood risk and water quality grounds during 2020/21. The objections were either subsequently withdrawn following scheme amendments or the inclusion of appropriate planning conditions or the application was withdrawn. There were 3 objections on flood risk or water quality grounds during 2020/21.

**Table 76: Planning applications to which initial objections were lodged by the Environment Agency on flooding and water quality grounds 2020/21**

Application Reference	Site/Proposal	EA Concern	Initial Objection resolved?
COU/2020/0251	Residential Non-Major- Proposed change of use of detached garage/workshop to form a self-contained residential annexe	Submitted FRA does not comply with requirements for site-specific Flood-Risk Assessments	Yes - Application Withdrawn
FUL/2020/0464	Residential Non-Major- Change of use of former nightclub at the basement of Proctors Mill to 7 no. apartments	The proposed mitigation measures do not change the fact that basement dwellings are defined as “highly vulnerable” development such development is inappropriate in Flood Zone 3 and should not be permitted.	Yes - Application Withdrawn
FUL/2021/0029	Retail-Major- Erection of mixed-use development comprising cinema, 5no. food and beverage units (Class E(a)) / retail units (Class E b)), with associated service area on Bankhouse Street serving units 1-6, two separate customer car parks with access from Royle Road, customer car park with access from Curzon Street together with associated public realm and landscaping: Land At Curzon Street and Pioneer Place Car Park, Pioneer Place Burnley	<p>The extent of the Environment Agency 8 metre maintenance strip (as measured from the outside edge of the culvert and / or the landward side of any defence) is not identified and so the proposals do not demonstrate that our access to the main river will not be affected.</p> <p>The proposed site plan (reference B9775-AEW-SI-XX-DR-A-523 P04; dated 15/01/21) shows various features along the north bank of the river and at the western side of the site, which appear to include planters, trees and other street furniture. Given that it is not clear what these structures and how close they are to the watercourse / culvert, we cannot determine whether they would interfere with our access to the main river or not</p> <p>The drainage general arrangements (plan reference 13065-500-P4; dated 22/01/21) show a proposed attenuation</p>	Yes - Application Approved. Conditions attached to Decision to submit further details. Conditions discharge application currently being determined (CND/2021/0391)

		<p>tank (Tank A) within an unstated distance of the main river culvert, it would appear from the plans that this tank is within 8 metres of the outside wall of the culvert. The effect of locating an attenuation tank on the integrity of the main river culvert has not been considered.</p>	
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Source: Environment Agency <https://www.gov.uk/government/publications/environment-agency-objections-to-planning-on-the-basis-of-flood-risk>

### Surface Water Management and Sustainable Urban Drainage (SuDS)

3.9.34 Policy CC5 requires all new major developments to incorporate SuDS. In 2020/21, six major housing developments were approved. 6 incorporated SuDS or a requirement to submit further details on drainage including SuDS (100%).

### Tackling Climate Change

#### Carbon Emissions

3.9.35 In July 2019 Burnley Council declared a climate emergency. The Council had recognised and sought to address the issue of climate change through a number of its previous plans and strategies, including the Strategic Plan and the Local Plan; but in declaring a climate emergency the Council wished to highlight the importance and urgency of this issue and ensure it is doing everything practically possible to limit Burnley’s contribution to global climate change and adapt to its known and likely effects. The Council is now preparing an overarching Climate Change Strategy.<sup>27</sup>

3.9.36 National policy recognises climate change and man's contribution to it and commits to a number of actions to address this through international treaties and agreements, national policy and legislation and duties/expectations imposed on local government.

3.9.37 Carbon dioxide (CO2) is the principal greenhouse gas believed to be contributing to climate change, accounting for about 81% of the UK total greenhouse gas emissions in 2019<sup>28</sup>. The vast majority of man-made CO2 emissions come from the burning of fossil fuels in power generation and in the transport, domestic and industrial sectors.

3.9.38 The 2021 NPPF identifies the need to support the transition to a low carbon future in a changing climate (NPPF para 152-158). It expects planning authorities to plan for new development in locations and ways which reduce greenhouse gas emissions and actively support the deployment of renewable and low carbon energy and energy efficiency improvements to existing buildings. In 2019, the 2008 Climate Change Act was amended to replace the previous 80% targeted reduction from 1990 levels with a new goal of reaching net zero greenhouse gas emissions by 2050.<sup>29</sup>

<sup>27</sup> Likely to be considered at the Council’s Executive in February 2022

<sup>28</sup> [2019 UK Greenhouse Gas Emissions, Final Figures \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/824222/2019-UK-Greenhouse-Gas-Emissions-Final-Figures.pdf)

<sup>29</sup> <http://www.legislation.gov.uk/ukxi/2019/1056/contents/made>

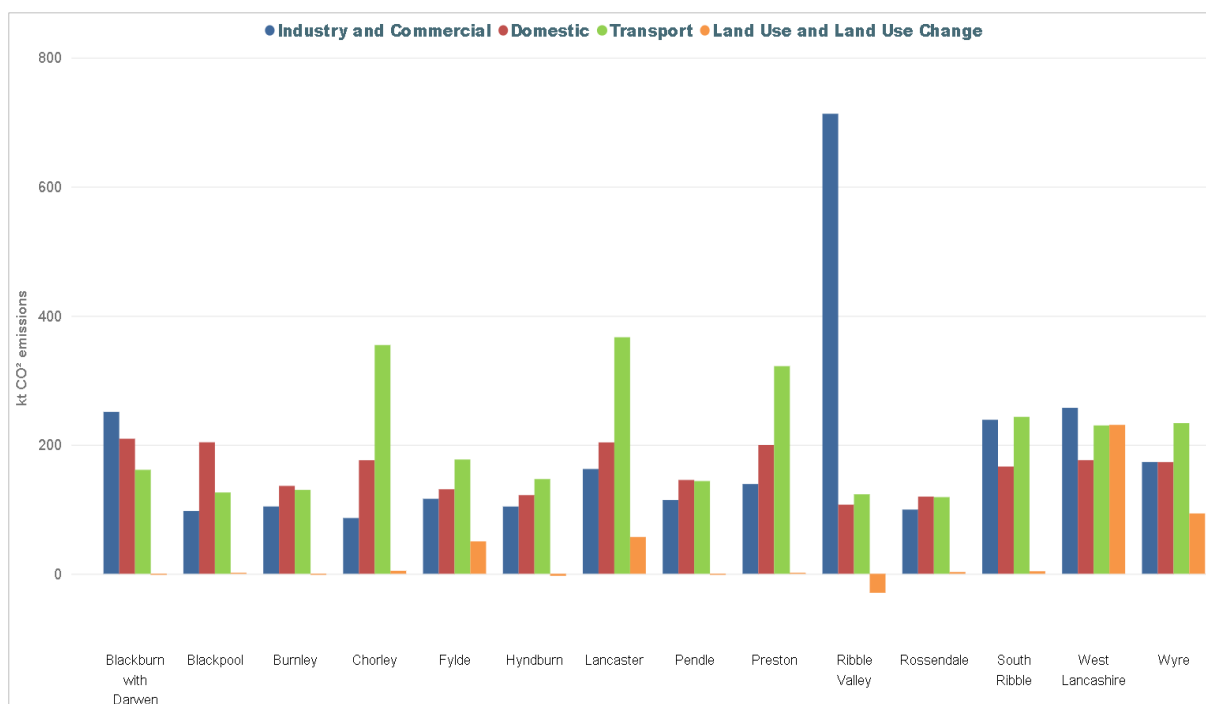
3.9.39 The Local Plan supports carbon emission reductions through policies aimed at minimising energy consumption (e.g. SP5) and supporting renewable energy generation (SP5, CC1-3), but does not set any specific targets for the borough.

3.9.40 Burnley’s total per capita output of carbon emissions increased slightly in 2019 (4.5 tonnes, BEIS 2019<sup>30</sup>). This increase breaks the decreasing trend that had been seen over recent years (4.2 tonnes in 2018 from 4.3 tonnes in 2017, 4.8 tonnes in 2014, 5.5 tonnes in 2012 and 5.9 tonnes in 2010). Burnley has the third lowest figure of all Lancashire authorities (only Blackpool at 3.4 tonnes and Blackburn with Darwen at 4.4 tonnes are lower) and well below the County (14 authority) 5.6 tonnes and UK average of 5.2 tonnes. (See Table 78 overleaf)

3.9.41 Burnley’s 2019 carbon profile shows that the domestic sector continues to be the most significant contributor (136,200 tonnes) followed by transport (130,000) and the industrial/commercial sector (104,300). These figures show that domestic and industrial emissions have accounted for overall carbon reductions since 2012.

3.9.42 By contrast, in Chorley, Lancaster, Preston and to a lesser extent South Ribble, transport emissions are the main contributor. In Ribble Valley the commercial and industrial sector accounts for 77% of emissions.

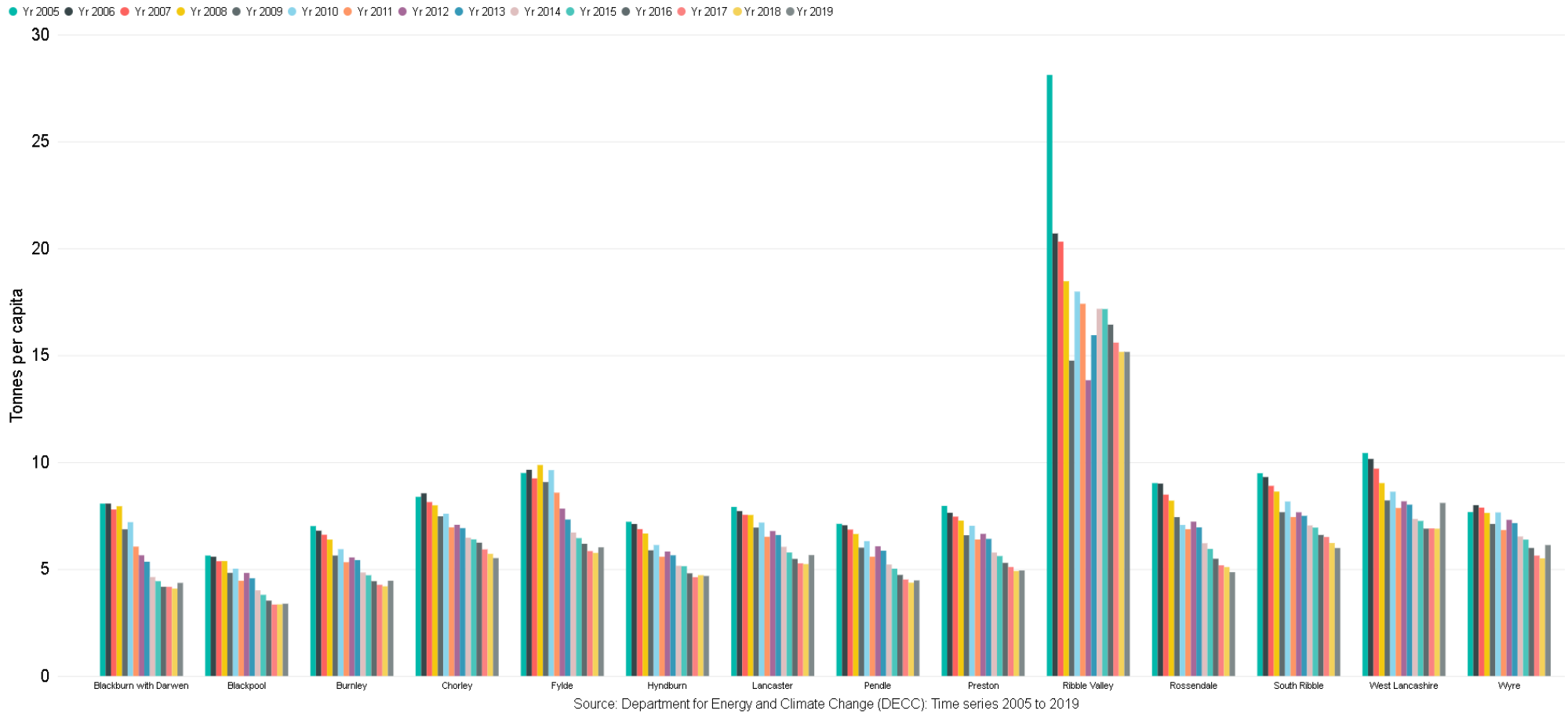
**Table 77: CO<sup>2</sup> Emissions by Type, Lancashire local authorities 2019**



Source: BEIS 2019 <https://www.lancashire.gov.uk/lancashire-insight/environment/carbon-dioxide-emissions/>  
Please follow link for clearer image

<sup>30</sup> Per capita rates are based on the ONS 2017 mid-year estimates of population

**Table 78: Changes in CO<sup>2</sup> Emission Levels 2005-2019**



Source: BEIS Time Series 2005-2019 <https://www.lancashire.gov.uk/lancashire-insight/environment/carbon-dioxide-emissions/> Please follow link for clearer image

## Renewable Energy Generation

3.9.43 The Local Plan supports renewable energy generation but does not set any specific targets outwith the national target and the potential identified in the Lancashire studies referred to in its supporting text.

3.9.44 In 2020, operational and consented renewable energy installations in Burnley had a capacity of 35.8MW. 16MW of this is produced by the Coal Clough wind farm, Long Causeway, Burnley where 24 x 0.4MW turbines were replaced by 8 x 2MW turbines in 2015. The number of homes powered equivalent using renewable energy is 20,813 (Table 79) this is equivalent to 49.3% of the Boroughs total housing stock being powered by renewable energy.

**Table 79: Operational renewable energy projects in Burnley as at 31<sup>st</sup> December 2020**

Technology Type	Number	Capacity (MW)	No of homes powered equivalent p.a *
Onshore Wind	19	28.7	16,685
Photovoltaics	1,001	5.2	3,023
Landfill Gas	1	1.9	1,105
<b>Total</b>		<b>35.8</b>	<b>20,813</b>

Source: [Renewable electricity by local authority 2014 to 2020 rev.xlsx \(live.com\)](#)

\*Energy produced p.a = Installed capacity in MW x no of hours in a year (8760) x 0.2782 (DECC long term average capacity factor). No of homes equivalent p.a = energy produced (MWh p.a) divided by 4.192 (MWh.pa) (DECC latest figure for average UK domestic energy consumption)

3.9.45 In 2020/2021 no new planning permissions were granted for stand-alone renewable energy projects. It should be noted that many small-scale and domestic renewable energy projects do not require planning permission.

**Table 80: Consented renewable energy projects in Burnley 2020-2021**

Application ref.	Site	Technology type	Capacity (MW)
n/a	n/a	n/a	n/a

Source: Burnley Borough Council

## Waste Collection, Recycling and Composting

3.9.46 In Burnley 325.6 kg of household waste was collected per person during 2019/20, a slight increase on 2018/19. Similar rises were seen across East Lancashire.

**Table 81: Household Waste Collected Per Person**

Waste collection authority	Collected household per person (kg) 2015/16	Collected household per person (kg) 2016/17	Collected household per person (kg) 2017/18	Collected household per person (kg) 2018/19	Collected household per person (kg) 2019/20	Direction of travel
Burnley	340.9	336.2	326.1	323.5	325.6	▲
Hyndburn	300.8	302.4	279.0	269.6	281.2	▲
Pendle	376.5	372.4	359.1	353.2	355.7	▲
Rosendale	351.1	350.1	340.8	332.9	335.2	▲
Ribble Valley	397.1	394.1	396.6	380.8	394.3	▲



Source: Burnley Borough Council via [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/966042/LA\\_and\\_Regional\\_Spreadsheet\\_1920\\_rev.ods](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/966042/LA_and_Regional_Spreadsheet_1920_rev.ods) (Table 3)

3.9.47 Burnley currently recycles or composts 32.2% of its household waste (2019/20 figures). This is a small decrease on the previous year's figure of 32.5%. This rate, as with other East Lancashire rates, is significantly below the Lancashire, North West and England averages. Lancashire's Waste Management Strategy 2008-2020 (2009) specifies that the borough should recycle or compost 56% of all waste by 2015 and 61% by 2020.

3.9.48 Burnley Council introduced a new waste collection and recycling scheme in the latter part of 2019 which it is anticipated would improve future recycling rates. In 2020, over 30% more recyclable items were recycled in the borough compared to 2019.<sup>31</sup>

**Table 82: % household waste sent for re-use, recycling or composting**

Waste collection authority	2015/16	2016/17	2017/18	2018/19	2019/20	Direction of travel
Burnley	35.3	35.5	32.8	32.5	32.2	▼
Hyndburn	32.5	32.9	33.3	33.8	34.5	▲
Pendle	36.5	34.1	31.9	31.3	32.5	▲
Ribble Valley	40.1	37.0	30.8	31.7	34.6	▲
Rosendale	33.7	34.5	34.1	31.5	29.9	▼
Lancashire-12	51.6	45.6	42.1	44.6	45.7	▲
North West	46.5	45.9	44.7	45.3	45.6	▲
England	43.0	43.7	43.2	43.5	43.8	▲

Source: As above (Table 3)

3.9.49 258 tonnes of Burnley's non-household waste was recycled in 2019/20. This is a significant increase on the 166 tonnes in 2018/19. However, there was a significant increase in waste produced and a greater tonnage not recycled.

**Table 83: Amount of non-household Waste Recycled (tonnes)**

Waste collection authority	2017/18			2018/19			2019/20		
	Total non-household waste	not sent for recycling	waste sent for re-use, recycling or composting	Total non-household waste	not sent for recycling	waste sent for re-use, recycling or composting	Total non-household waste	not sent for recycling	waste sent for re-use, recycling or composting
Burnley	1,178	1,120	58	1,543	1,377	166	2,138	1,881	258
Hyndburn	6,204	5,889	315	6,419	6,187	231	6,668	6,254	414
Pendle	3,717	3,380	337	3,527	3,010	517	3,828	3,292	536
Ribble Valley	1,408	1,373	35	1,447	1,392	55	1,528	1,447	81
Rosendale	1,515	1,097	417	1,601	1,160	441	1,478	1,038	440

Source: BBC & LCC via [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/966042/LA\\_and\\_Regional\\_Spreadsheet\\_1920\\_rev.ods](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/966042/LA_and_Regional_Spreadsheet_1920_rev.ods) (Table 1)

<sup>31</sup> <https://www.burnley.gov.uk/recyclenow/>

3.9.50 In 2019/20, 35.2% of Lancashire's municipal waste was sent to landfill, a significant decrease from 39.0%, 2018/19. The amount at 203,670 tonnes however was still far greater than for any other disposal authority in England.<sup>32</sup>

### **Air and Noise Pollution**

3.9.51 Under Part IV of the Environment Act 1995 every local authority is required to regularly review and assess the air quality in its area to determine whether the Government's air quality objectives will be met. To this effect, the government requires each authority to produce an Annual Status Report (ASR) in relation to air quality within its borough.

3.9.52 The Council is required to designate an air quality management area (AQMA) in any area which does not meet or is not likely to meet one or more of the objectives. To date (March 2021) no air quality management areas have been designated within the Borough of Burnley.

3.9.53 Implementing measures to reduce air pollution at a local level is extremely important, including air quality limits for nitrogen dioxide. Although there are no formal Air Quality Management Areas (AQMA's), there are several areas of the borough where traffic emissions are impacting on air quality.

3.9.54 Burnley currently monitors for the pollutant nitrogen dioxide (NO<sub>2</sub>) at 25 sites throughout the borough and currently has no annual exceedances in relation to current sites. The current annual maximum mean for NO<sub>2</sub> is 40 microgrammes per metre cubed.

3.9.55 The Council's Annual Status Report<sup>33</sup> identifies a number of actions to improve air quality including planning actions related to implementing policies within Burnley's Local Plan, specifically Policies NE5: Environmental Protection, SP6: Green Infrastructure, IC2: Managing Transport and Travel Impacts and IC3: Car Parking Standards, and a commitment to the production of an Air Quality Supplementary Planning Document (SPD). The Air Quality Management: Protecting Health and Addressing Climate Change SPD was adopted on 8 December 2020.

3.9.56 The Council's Environmental Health team received 245 noise related complaints between April 2019 and February 2020. The highest category of noise related complaints related to Barking Dog with 73 complaints recorded. No information is available for 2020/21

3.9.57 A further indicator in relation to odour pollution will be established in future AMRs to monitor Policy NE5.

### **Electric Vehicle Charging & Adoption**

3.9.58 During November 2020 the Government announced that it will bring forward the Ban on the sale of new Petrol and Diesel cars and vans from 2040 to 2030. The measures were also adapted to include a ban on Hybrid cars from 2030. Plug-in-Hybrids are exempt from this Ban until 2035 when all new cars and vans must be fully Zero Emission.<sup>34</sup>

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<sup>32</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/966042/LA\\_and\\_Regional\\_Spreadsheet\\_1920\\_rev.ods](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/966042/LA_and_Regional_Spreadsheet_1920_rev.ods) Table 2

<sup>33</sup> 2021 [ASR Report 2021.pdf \(burnley.gov.uk\)](#)

<sup>34</sup> [Government takes historic step towards net-zero with end of sale of new petrol and diesel cars by 2030 - GOV.UK \(www.gov.uk\)](#)

3.9.59 Burnley's Local Plan supports and encourages the adoption of Electric Vehicles and their associated infrastructure through Policy NE5, and Policy IC3 and Appendix 9: Car Parking Standards sets out the minimum requirements for the provision of parking bays and charging points for ULEV vehicles in new developments, including conversions.

- For residential development schemes over 10 dwellings - 1 off-street charging point per detached dwelling is required.
- For non-Residential developments with 20-50 spaces - 1 bay with a charging point for use by electric vehicles only is required. For schemes with >50 spaces, at least 2 bays with charging points for use by electric vehicles only are required.

3.9.60 Ultra-low emission vehicles (ULEVs) are vehicles that are reported to emit less than 75g of carbon dioxide (CO<sub>2</sub>) from the tailpipe for every kilometre travelled. In practice, the term typically refers to battery electric, plug-in hybrid electric and fuel cell electric vehicles. These figures are subject to minor revision between quarterly publications when individual vehicles are reviewed against the criteria.



Photo of New 175Kw Ultra Rapid Chargers Installed at Euro Garage Petrol Station Barracks Road Burnley.

3.9.61 The Table below shows the total number of BEV & PHEV registered and licenced in Burnley and the surrounding areas dating back to 2012. Between 2019 and 2020 Burnley recorded a significant increase in BEV of 76% Beating the Lancashire 12 average of 56%. The total number of privately registered BEV at the end of 2020 in Burnley was 42 and the total number of privately registered PHEV at the end of 2020 in Burnley was 46.

3.9.62 Vehicles are allocated to a local authority according to the postcode of the registered keeper. This is the keeper's address for privately owned vehicles or the company's registered address for company owned vehicles. The address does not necessarily reflect where the vehicle is located. This is especially true for large fleets kept by companies involved with vehicle management, leasing or rentals. Significant changes in the number of vehicles from year to year can often occur when these companies change their registered address.

**Table 84: Number of Battery Electric Vehicles & Plug In Hybrid Electric Vehicles Licenced & Registered Since 2012**

	Vehicle Type	2012	2013	2014	2015	2016	2017	2018	2019	2020	% Change
Burnley	BEV	-	6	15	20	21	27	28	45	79	+76%
	PHEV	-	-	-	-	19	20	42	49	72	+47%
Hyndburn	BEV	9	9	10	18	23	28	30	39	77	+97%
	PHEV	0	0	-	8	12	22	28	36	63	+75%
Pendle	BEV	7	6	16	26	26	31	39	50	93	+86%
	PHEV	0	-	5	25	33	43	47	58	80	+38%
Ribble Valley	BEV	-	5	12	21	38	49	70	114	178	+56%
	PHEV	0	0	-	9	24	28	51	65	101	+55%
Rossendale	BEV	-	7	15	21	29	43	48	70	128	+83%
	PHEV	0	0	5	9	14	31	55	80	104	+30%
Lancashire-12	BEV	124	146	268	457	612	805	962	1,372	2,143	+56%
	PHEV	5	14	77	196	336	509	767	1,020	1,443	+41%
North West	BEV	757	1,075	1,640	2,615	3,301	4,197	5,045	7,005	21,993	+214%
	PHEV	41	90	373	1,082	1,963	3,012	4,607	6,130	27,572	+350%
England	BEV	9,575	11,199	16,713	24,578	32,656	44,300	58,162	92,947	192,256	+107%
	PHEV	450	1,069	6,867	20,948	43,340	69,324	102,306	128,194	174,329	+36%

Source DFT Data on Licenced and Registered Vehicles Table VEH0132 (Tables VEH0132b\_B\_BEV, VEH0132c\_PHEV, VEH0132e\_BEV\_Private, VEH0132f\_PHEV\_Private) [All vehicles \(VEH01\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk) % Change is on Previous Year

3.9.63 The following table shows the number of publicly available chargers off all speeds and the number of publicly available rapid chargers (Over 43 KW). Burnley saw a 38% increase in chargers of all speeds increasing from 13 to 18, and a 50% increase in rapid chargers, increasing from 2 to 3.

**Table 85: Number of Publicly Available Charging Points from April 2020**

		Publicly Available chargers (All Speeds)	Per 100K Population	% Change	Publicly Available Rapid Chargers	Per 100K Population	% Change
Burnley	April 2020	13	14.7		2	2.3	
	April 2021	18	20.2	+38%	3	3.4	+50%
Hyndburn	April 2020	15	18.6		5	6.2	
	April 2021	23	28.4	+53%	6	7.4	+20%
Pendle	April 2020	14	15.3		5	5.5	
	April 2021	15	16.3	+7%	5	5.4	0%
Ribble Valley	April 2020	18	30.0		1	1.7	
	April 2021	21	34.5	+17%	1	1.6	0%
Rossendale	April 2020	11	15.5		1	1.4	
	April 2021	15	21.0	+36%	2	2.8	+100%
Lancashire-12	April 2020	282	23.3		89	7.4	
	April 2021	357	29.3	+27%	107	8.8	+20%

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North West	April 2020	1,412	19.4			285	3.9	
	<b>April 2021</b>	<b>1,513</b>	<b>20.6</b>	<b>+7%</b>		<b>345</b>	<b>4.7</b>	<b>+21%</b>
England	April 2020	14,979	26.8			2,526	4.5	
	<b>April 2021</b>	<b>19,261</b>	<b>34.2</b>	<b>+29%</b>		<b>3,523</b>	<b>6.3</b>	<b>+39%</b>

Source: Zap-Map Via DFT <https://www.gov.uk/government/statistics/electric-vehicle-charging-device-statistics-january-2021> (Tabel EVCD\_01a & EVCD\_01b).

\*It is important to caveat this data due to the collection methods used to gather it. Data originates from Zap-Map who in turn collect charging point data from a variety of different sources. If a charging point hasn't been added to a network's public map it will not be represented in the data, potentially meaning the figures are a under representation of the true number

## 3.10 Education

### Educational Facilities

#### Primary and Secondary Provision

3.10.1 Lancashire County Council is responsible for the provision of primary and secondary school places in the borough. Education reforms have enabled Free Schools and Academies which are not maintained by the Local Education Authority (LEA) to be established.

3.10.2 The Burnley IDP sets out information on current relevant infrastructure, including education provision and the identified new or improved infrastructure needed to support the policies and site allocations identified in the Local Plan. An updated version of this (version 2) was issued in July 2017 to support the submission of the Local Plan. The IDP is a 'live' document and is currently being updated. The County Council's School Places Provision Strategy is due to be updated shortly.

3.10.3 The County Council also has an Education Contribution Methodology document (not formally adopted as an SPD) where it sets out its policy to seek developer contributions from new housing schemes where the need for additional capacity arises directly from a new development.<sup>35</sup> Such requests are considered alongside other contributions requests and requirement as set out in Burnley's Local Plan. Burnley Council has adopted a Developer Contributions SPD which sets out a revised methodology and how the LCC requests will be considered.<sup>36</sup>

#### Further and Higher Education

3.10.4 In 2009 Burnley College relocated to a purpose-built campus at Princess Way where it offers a range of further and higher education courses including A-Levels and vocational study/apprenticeships to university study and adult learning. In response to consultation on the Local Plan, Burnley College indicated that additional land adjacent to the college may be necessary to facilitate further growth; this was addressed within the Local Plan site allocation Policy EMP1/3 Parcel B). An application to extend the College onto this land was received in 2021 and is pending (FUL/2021/0170).

3.10.5 The University of Central Lancashire (UCLAN) has had a presence in Burnley, co-located with Burnley College at Princess Way since 2010, where it has run a programme of foundation entry to courses, degree programmes, degree apprenticeships and a medical foundation programme.

3.10.6 UCLAN has plans to expand student numbers in Burnley from 400 to 4,000 by 2025<sup>37</sup>. To accommodate this growth, UCLAN has taken occupation of Victoria Mill, a grade II listed building on Trafalgar Street which was first converted for further education uses in 2013.

3.10.7 The provision of new university student accommodation at Sandgate off Trafalgar Street is also now complete (2020).

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<sup>35</sup> [Planning obligations for developers - Lancashire County Council](#)

<sup>36</sup> [Burnley developer-contributions-spd](#)

<sup>37</sup> <https://www.uclan.ac.uk/news/major-milestone-in-burnleys-vision-to-become-a-university-town>

## Educational Attainment

3.10.8 Key stage 4 is the term used for the two years of school education which incorporate GCSEs in maintained schools. This period is normally known as Year 10 and Year 11, when pupils are aged between 14 and 16 years.

3.10.9 A new measure of performance at this stage was established in 2016 known as 'Attainment 8' which makes comparison with previous years' performance difficult. Attainment 8 measures the achievement of a pupil across 8 qualifications including mathematics (double weighted) and English (double weighted), 3 further qualifications that count in the English Baccalaureate (EBacc) measure, and 3 further qualifications that can be GCSE qualifications (including EBacc subjects) or any other non-GCSE qualifications on the DfE approved list. Each individual grade a pupil achieves is assigned a point score, which is then used to calculate a pupil's Attainment 8 score.

3.10.10 The average 'Attainment 8' score per pupil for the Lancashire-12 area for 2018/19 (46.7) was similar to the England (46.9) and the North West (45.6). Burnley at 42.2 had the second lowest average score in Lancashire however, an increase was seen in overall Attainment on previous years. Data for 2019/20 is currently unavailable.

**Table 86: Attainment at Key Stage 4**

District/Unitary	2016/17	2017/18	2018/19	2018/19 figure Compared to LEA Average (Lancs-12)
Burnley	41.3	40.0	42.2	▼
Hyndburn	42.9	43.2	42.4	▼
Pendle	42.1	43.7	43.3	▼
Ribble Valley	52.3	53.6	53.4	▲
Rossendale	44.3	45.2	46.0	▼
Blackburn with Darwen	46.4	45.8	46.4	▼
Blackpool	38.8	38.5	39.2	▼
Lancashire-12	45.7	46.7	46.7	-
North West	45.6	45.7	45.6	-
England	44.6	46.5	46.9	-

Source: DfE via Insight Lancashire <https://www.lancashire.gov.uk/media/904359/cyp-key-stage-4-article-web-pdf.pdf>

3.10.11 According to the ONS Annual Population Survey, the percentage of adults in the borough qualified to NVQ Level 4 and above in 2020 (HND, Degree and Higher Degree level qualifications or equivalent) was 33.2%, a significant increase on the 2019 level (a rise from 14,100 people to 17,500 people). Despite the significant improvements since 2012, the proportions in 2020 (33.2%) are still well below those for Lancashire and England & Wales (38.7% and 42.6%). It will be interesting to see in future year how the expansion of UCLan impacts on these figures and rates.

3.10.12 It was noted in the 2017/18 AMR, that the considerably increased figures for NVQ Level 2 and above in 2017, given the small sample involved, was inconclusive of a significant change in these qualification level and was to be further considered following the release of 2018 data. The figures for both 2018 and 2019 show a more modest but positive improvement on the 2016 figures.

3.10.13 The figures for 2020 for NVQ Levels 2, 3 and 4 show a significant increase in those qualified to the corresponding levels. However, no exams took place in summer 2020 due to the Coronavirus (COVID-19) outbreak and students who were due to sit A level, AS level or GCSE NVQ Levels 1, 2 and

3 received a calculated grade based on what a school or college believed their student would most likely have achieved had exams gone ahead, taking into account a range of evidence including, for example, non-exam assessment and mock results. The results across the country were significantly higher than previous. Degree results were also affected. Comparison to previous year's results is therefore difficult.

**Table 87: Adult (Aged 16-64) Qualifications (Jan-Dec)**

% with Qualification Jan-Dec	Burnley	Lancashire 12	England and Wales
NVQ4 and above (HND, Degree and Higher Degree level qualifications or equivalent).			
2012	20.0	32.7	33.9
2013	26.4	29.9	34.7
2014	23.2	29.6	35.6
2015	22.0	32.2	36.6
2016	25.7	33.9	37.7
2017	34.3	33.2	38.0
2018	26.0	36.4	38.8
2019	26.7	35.0	39.8
2020	33.2	38.7	42.6
NVQ3 and above (2 or more A levels, advanced GNVQ, NVQ 3, 2 or more higher or advanced higher national qualifications (Scotland) or equivalent)			
2012	43.0	52.7	52.9
2013	48.0	50.5	53.7
2014	40.2	50.7	54.7
2015	39.4	51.6	55.4
2016	46.5	55.5	56.6
2017	48.6	54.4	56.9
2018	42.8	56.5	57.6
2019	41.2	55.0	58.3
2020	50.1	58.1	61.1
NVQ2 and above (e.g. 5 or more GCSEs at grades A-C, intermediate GNVQ, NVQ 2, intermediate 2 national qualification (Scotland) or equivalent.)			
2012	62.2	71.5	71.6
2013	65.2	70.4	72.3
2014	62.6	71.5	73.1
2015	58.9	71.8	73.3
2016	71.5	75.4	74.2
2017	73.6	76.0	74.5
2018	58.9	76.1	74.9
2019	63.0	75.4	75.6
2020	72.7	78.5	78.1
NVQ1 and above (fewer than 5 GCSEs at grades A-C, foundation GNVQ, NVQ 1, intermediate 1 national qualification (Scotland) or equivalent).			
2012	78.0	84.7	84.0
2013	79.5	84.5	84.4
2014	74.0	83.7	85.1
2015	71.4	83.8	84.9



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2016	85.8	87.6	85.4
2017	85.0	87.6	85.4
2018	72.9	86.5	85.6
2019	78.1	87.1	85.8
2020	79.4	88.8	88.1
Other Qualifications (includes foreign qualifications and some professional qualifications.)			
2012	10.3	5.7	6.4
2013	4.8	5.3	6.3
2014	13.9	7.4	6.2
2015	16.0	6.9	6.6
2016	4.6	4.7	6.7
2017	5.7	5.7	6.9
2018	8.4	5.2	6.8
2019	6.7	4.8	6.7
2020	10.6	3.9	5.7
No Qualifications (No formal qualifications held.)			
2012	11.7	9.6	9.6
2013	15.7	10.3	9.3
2014	12.1	8.9	8.7
2015	12.6	9.4	8.5
2016	9.5	7.6	7.9
2017	9.3	6.7	7.7
2018	18.7	8.3	7.6
2019	15.1	8.1	7.5
2020	9.9	7.3	6.2

Source: ONS Annual Population Survey- <https://www.nomisweb.co.uk/>

## 3.11 Sport and Community Facilities

### Indoor Sports Facilities

3.11.1 The Council produced an Indoor Sports Facilities Review in 2015 to inform the then emerging new Local Plan which assessed the provision of formal indoor sports facilities including:

- Sports Halls
- Swimming Pools
- Health & Fitness Suites
- Ice Rinks
- Indoor Bowls
- Indoor Tennis Centres
- Squash Courts
- Village Halls

3.11.2 The review used the Local Sport Profile which is a profile of up-to-date data for a local area which is updated by Sport England annually and covers sports participation, facilities, health, economics and demographics.

3.11.3 In addition, Sport England's Sports Facilities Calculator (SFC) was used to assess the likely demand for facilities. The SFC is a planning tool which helps to estimate the demand for key community sports facilities that is created by a given population.

3.11.4 The review found that there was no requirement for additional facilities at that time; but that it might be necessary to support or upgrade existing facilities during the plan period. As a result, the Infrastructure and Planning Contributions policy (Policy IC4) identified that the Council may seek planning contributions for a number of matters, including sport, leisure, recreational and cultural facilities where development creates a requirement for additional or improved services and infrastructure and/or to address the off-site impact of development. The Developer Contributions SPD sets out how such matters will be assessed and prioritised. (See section 4 for contribution monitoring.)

### Playing Pitches

3.11.5 The provision of playing pitches for a range of popular sports is considered in the separate Playing Pitch Strategy that the Council jointly prepared with Pendle and Rossendale Borough Councils in 2016.

3.11.6 The following table from this study indicates a small shortfall in meeting future demand for adult and youth 11v11 football and a current and future shortfall in full size 3G artificial pitches. While such shortfalls exist, Sport England policy and the National Planning Policy Framework set out that no playing pitches (including disused pitches) should be lost to development without equivalent or better replacement provision.

3.11.7 Some playing pitches will be within open spaces protected under Policy NE2 of the Local Plan or protected as wider green infrastructure under Policy SP6; but their function in terms of meeting identified sporting need and any development proposals affecting their provision as such would be assessed as community facilities under Policy IC5.

3.11.8 To help address the small shortfall, in 2019 Burnley Council was awarded a £426,908 grant from the Premier League & The FA Facilities Fund to install a new 3G artificial grass football pitch at the Prairie Sports Village in Burnley to enable the Council and its partner Burnley Leisure, to build a second, full-sized, synthetic grass pitch to help meet the growing demand from local football clubs for all-weather, floodlit playing and training facilities. The facility was completed in March 2020.

3.11.9 During 2020, new drainage was installed at Worsthorne Recreation Ground to improve the pitch quality and increase the capacity of the pitch.

**Table 88: Headline findings for Burnley from Burnley, Pendle and Rossendale Playing Pitch Assessment 2016**

Sport	Current demand shortfall	Future demand shortfall (2026) <sup>38</sup>
Football (grass pitches) <sup>39</sup>	Demand is being met for adult matches Demand is being met for youth 11v11 Demand is being met for youth 9v9 Demand is being met for mini 7v7 Demand is being met for mini 5v5	Shortfall of 0.5 adult matches Shortfall of 3 youth 11v11 matches Demand is being met for youth 9v9 matches Demand is being met for mini 7v7 matches Demand is met for mini 5v5
Football (3G Artificial Grass Pitches)	Shortfall of 1 full size 3G pitches	Shortfall of 2 full size 3G pitch to accommodate all competitive mini football
Cricket	Demand is being met	Demand is being met
Rugby union	Demand is being met	Demand is being met
Rugby league	Demand is being met	Demand is being met
Hockey	No hockey demand	No hockey demand

Source:

[www.burnley.gov.uk/sites/default/files/Rossendale%20Burnley%20Pendle%20Playing%20Pitch%20Strategy%202016%20-%202026%28published%29.pdf](http://www.burnley.gov.uk/sites/default/files/Rossendale%20Burnley%20Pendle%20Playing%20Pitch%20Strategy%202016%20-%202026%28published%29.pdf)

## Sports Participation

3.11.10 Since November 2015, Sport England has conducted a survey called the Active Lives Survey which measures sport and physical activity across England. It replaced the Active People Survey.

3.11.11 The survey from May 2020/21 found that in Burnley<sup>40</sup>:

- 34.4% of people were classed as 'inactive' (less than 30 minutes activity per week), compared to the England average of 27.5%
- 10.9% of people were classed as 'fairly active' (30-149 minutes of activity per week), compared to the England average of 11.6%
- 54.7% of people were classed as 'active' (at least 150 minutes of activity per week), compared to the England average of 60.9%

3.11.12 During 2020/21 the percentage of people classed as inactive continued to increase reaching a high of 34.4%. This exceeded the previous record high of 31.7% in 2015/16. The percentage of

<sup>38</sup> demand that will exist in 2026 if the current demand is not met and also includes latent and displaced demand identified.

<sup>39</sup> Quantified in match equivalent sessions

<sup>40</sup> These estimates include the activities of walking, cycling, dance, fitness and sporting activities, but exclude gardening which is outside of Sport England's remit. Activity is counted in moderate intensity equivalent minutes whereby each 'moderate' minute counts as one minute and each 'vigorous' minute counts as two moderate minutes.

people who were classed as fairly active declined again in 2020/21 at 10.9%. The percentage of people who were classed as active in 2020/21 remained flat at 54.7%. It is important to note that the COVID-19 pandemic may have impacted these figures due to the closure of sports facilities.

**Table 89: Physical Activity – Active Lives Survey**

	Inactive %	Fairly Active %	Active %
Nov 2015/16	31.7	12.6	55.7
May 2016/17	30.8	11.3	57.8
May 2017/18	26.0	12.9	61.1
May 2018/19	29.0	15.0	56.0
May 2019/20	33.9	11.4	54.7
May 2020/21	34.4	10.9	54.7

Source <https://activelives.sportengland.org/Result?queryId=29185> <https://www.sportengland.org/know-your-audience/data/active-lives/active-lives-data-tables> 2020/21 (Table 1-3 Levels of Activity)

3.11.13 Between the 15 September 2021 and 27 October 2021 Burnley Together, in partnership with the Canal and River Trust, commissioned a Beat the Streets campaign across the borough. This interactive game is aimed at children and adults alike. Score points are earned by cycling, running or walking between “Beat Boxes” spread out around the Borough. Prizes with the value of up to £300 were won by those who earned the most points. A number of schools took part in this forming teams. The project was a big success with over 10,523 players taking part, covering a distance of over 80,346 Miles. [Burnley | Beat the Street](#)

### Community Facilities

3.11.14 Policy IC5: Provision of Social and Community Infrastructure, seeks to protect existing social and community infrastructure<sup>41</sup> and ensure new provision is made to meet newly arising need. Completions of major schemes i.e. 1,000m<sup>2</sup> or more, or 1 Hectare and above will be reported in the AMR. There were none for 2020/21. However, an artificial grass pitch at the Prairie Sports Village was completed in March 2020 which hadn’t been noted in the 2019/20 AMR.

<sup>41</sup> See para 5.7.19 of Local Plan for definition

## 3.12 Transport and Connectivity

### Rail Links

3.12.1 There are five railway stations in the Borough:

- Burnley Manchester Road
- Burnley Central
- Burnley Barracks
- Rose Grove
- Hapton

3.12.2 Four of the stations are on the Colne to Blackpool line which has an hourly service.

3.12.3 Burnley Manchester Road is on the Leeds/York to Blackpool and Manchester Victoria line which currently has an hourly service on both routes in both directions.

3.12.4 According to the 2011 Census only 0.4% of people in Burnley travelled to work by train.

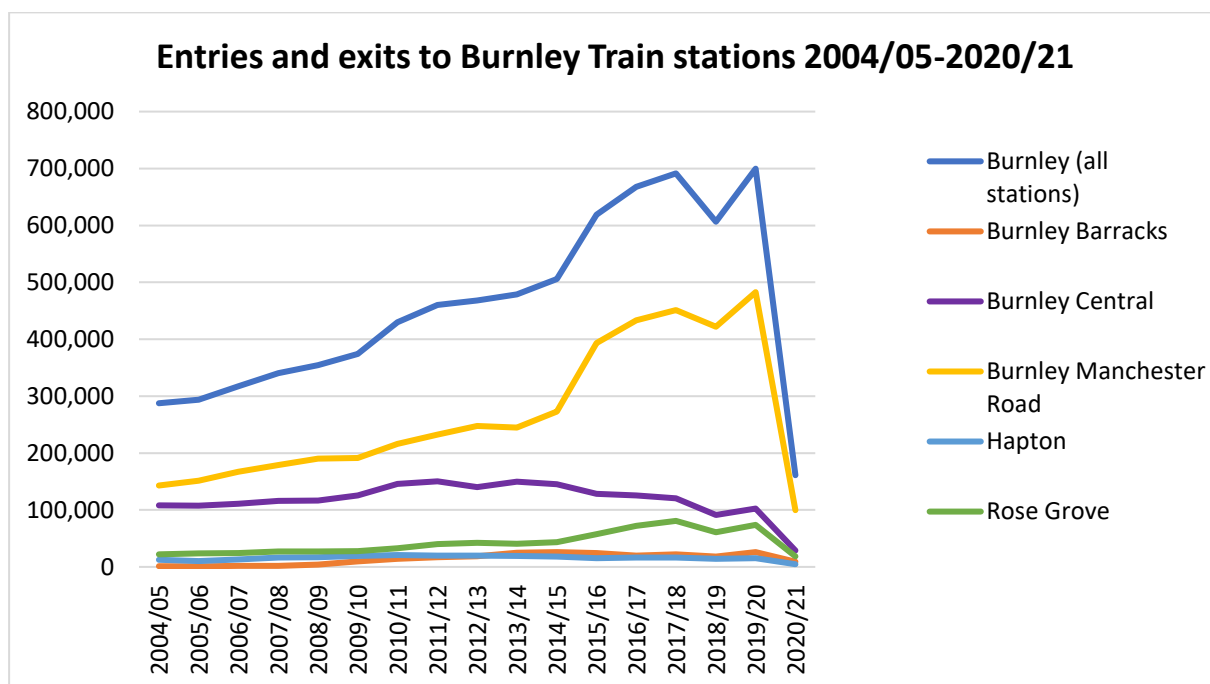
3.12.5 The reinstatement of the 'Todmorden Curve' (a short stretch of disused line near Todmorden linking the Calder Valley trans-pennine route with the line to Burnley) halved train travel time from Burnley to Manchester to 52 minutes when the new service became operational in May 2015. Since the train timetable change in December 2019 the travel time has reduced further to 46 minutes.

3.12.6 To support service improvements brought about by the Todmorden Curve project, Burnley Manchester Road Station was rebuilt with a new station building, improved waiting facilities and increased parking provision. The new station opened in November 2014. Pedestrian links between the railway station and town centre were also improved through the addition of a 'Puffin' crossing at Manchester Road/Finsley Gate/Queen's Lancashire Way junction in 2012/13.

3.12.7 In 2015, planning permission was granted for the demolition of the adjacent Ambulance Station to extend the station car park for approximately 68 additional car parking spaces. In 2019, the planning application was resubmitted (FUL/2019/0648) and work on this scheme has now begun.

3.12.8 Between 2019/20 and 2020/21 Burnley Manchester Road (-79.3%), Hapton (-68.5%), Rosegrove (-74.8%), Burnley Barracks (-64.2%), and Burnley Central (-71.8%) all saw a significant decrease in patronage. Overall, Burnley borough saw decrease in patronage of -77.0% between 2019/20 and 2020/21 most likely as a result of the COVID-19 pandemic. It will be interesting to see how quickly these figures recover in subsequent years.

**Table 90: Entries and exits from Burnley Railway Stations 2004-2021**



Source: Office of Rail & Road 2021 <https://dataportal.orr.gov.uk/statistics/usage/estimates-of-station-usage>

### Buses

3.12.9 In partnership with local councils, bus operators and the police, Lancashire County Council developed ‘Quality Bus’ routes across the county around 2006. These typically incorporate frequent, high quality and easily accessible buses, high quality waiting environments and/or bus priority measures.

3.12.10 Burnley’s Quality Bus Route, ‘Burnley Mainline’ is operated by Transdev under The Burnley Bus Company brand. The extension of Burnley Mainline service to Earby, Barnoldswick and Skipton commenced in 2008 and was completed in 2010/11. Other Transdev operated services include:

- X43 Witch Way service to Manchester was introduced in 2008/9 and in 2011 was upgraded to a 15-minute frequency from Burnley. New Witch Way buses were introduced in 2013 offering free wi-fi. During Peak hours a ‘faster’ direct service is offered reducing the amount of stops between Burnley and Manchester.

3.12.11 According to the 2011 Census only 5.1% of people in Burnley travelled to work by bus. More recent data on usage of services within Lancashire shows this has remained relatively flat up until 2020/21 when a substantial drop in usage was recorded as a result of the COVID-19 pandemic. The following table identifies the number of local bus and light rail (tram) passenger journeys from 2012/13 to 2020/21 (millions of journeys).

**Table 91: Bus Usage in Lancashire**

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Lancashire-12 area	53.2	51.6	50.1	47.3	45.1	41.2	40.7	39.6	22.1
Blackburn with Darwen	4.1	4.2	4.0	4.7	4.8	4.2	4.0	3.5	1.5

Blackpool	11.2	11.1	11.1	11.2	10.2	9.6	9.1	8.7	3.0
North West	434.2	433.8	426.5	414.5	409.1	390.2	383.2	367.0	148.3
England	4,568.4	4,670.1	4,624.2	4,507.5	4,438.7	4,348.1	4,306.1	4,072.7	1,574.5

Source: Department for Transport [Local bus passenger journeys \(BUS01\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/local-bus-passenger-journeys-bus01) (Table BUS0109) Note: Figures exclude school bus journeys and dial-a-ride services. Figures provided by bus operators via the Department for Transport's Public Service Vehicle Survey

### Cars, Walking and Cycling

3.12.12 According to the 2011 Census, 32% of households in the borough do not own a car (the highest rate in Lancashire) compared to the Lancashire average of 23%. Nevertheless, travel by car was still the predominant mode of transport to work (39%).

3.12.13 Also, according to the 2011 Census, 7.3% of people in Burnley travel to work on foot and only 0.6% by bicycle. 38.7% travel as a car/van driver with a further 4.8% as a car/van passenger.

3.12.14 Burnley is notable for the high proportion of work trips of less than 5km (47%). 21% of these journeys are made on foot and only 1.6% by bicycle. (Source: Nomis, Census 2011 DC7701EW1a - Method of travel to work by distance travelled to work). There is potential to increase the number of these journeys made by cycling and walking by providing safe and convenient routes to work as well as to schools and other services.

3.12.15 Burnley has low but increasing levels of cycle use. Traffic on main roads (as well as gradients and the weather) acts as a barrier to cycle use. A particular issue for cyclists is the Burnley Town Centre inner ring road which acts as a barrier both to journeys to the town centre and to through cycle trips.

3.12.16 The Leeds & Liverpool Canal towpath has been upgraded over a number of years to offer an alternative cycle route to the main roads. However, access to the town centre from the canal remains poor.

3.12.17 In addition to canal towpath improvements, there have been other major additions to the borough's walking and cycling network. These include the Brun Valley Greenway, the Padiham Riverside Walk, the Padiham Greenway and the Sweet Clough Greenway.

3.12.18 Lancashire County Council introduced a 10-year Cycling and Walking Strategy in 2018. The strategy has three main goals: Double the number of people cycling, increase the amount that people walk by 10%, and reduce levels of physical inactivity across every district, so they fall below the national average by 2028.

<https://council.lancashire.gov.uk/documents/s137345/Appendix%20A.pdf>

### Sustainable Travel (Policy SP4 and IC1)

3.12.19 The Local Plan aims to provide employment and new housing close to local services in order to reduce the need to travel, improve public transport infrastructure and usage, and ensure new development is accessible by public transport, walking and cycling for those who do not have access to a private car. Monitoring data shows an ongoing sustainable pattern of development which will be further complemented by policies aiming to promote sustainable transport modes; particularly walking and cycling.

3.12.20 The table below shows the accessibility of new dwellings completed in relation to two measures:

**Key Local Services:**

3.12.21 These are services which should be accessible within a reasonable walking distance, i.e. **within 1.2 km** (measured as the crow flies) and include:

- **A primary school, GP, shop, and community facility.** For this measure local shop store should provide at least basic household and grocery (convenience) goods; the community facility could include a village or community hall, church hall, library, or pub.

**Key Borough Services:**

3.12.22 These are services that are within **30 minutes public transport travel time** (including walking to the bus stop or railway station which should be within 400m (bus) or 800m (station) of the site) (measured as the crow flies). For this measure, these key borough services are:

- **Secondary school, formal leisure facility, employment area and retail centre.**

3.12.23 These facilities are deemed to be key borough-level services that it is not necessary or viable to always have within walking distance, but which should be accessible through sustainable transport modes (i.e. non car).

**Table 92: Accessibility of Residential Completions (Gross) 2020/21**

	Key Local Services				Key Borough Services			
	Within 1.2 km of:				Within 30mins public transport time of:			
	Primary School	GP	Shop	Community Facility	Secondary School	Formal Leisure Facility	Employment Area	Retail Centre
Residential completions	235	210	235	235	235	235	235	235
% of residential completions	100%	89%	100%	100%	100%	100%	100%	100%

Source: Burnley Borough Council

3.12.24 The Local Plan requires transport statements/assessments and travel plans to be submitted with development proposals above thresholds contained within its Appendix 8. These revised standards were adopted on 31 July 2018. Between In 2020/21 there were three schemes that met the threshold to provide a Travel Plan, and did so.

- FUL/2020/0196
- FUL/2020/0214
- OUT/2019/0625

**Car Parking Standards (Policy IC3)**

3.12.25 Parking standards are set out in Policy IC3 and Appendix 9 of the Local Plan adopted on 31 July 2018. The number of planning appeals dismissed on parking grounds per annum is to be used as an indicator to help monitor the effectiveness of this policy. During 2020/21, no planning appeal was dismissed on (inter alia) parking grounds.



**Table 93: Planning appeals dismissed on (inter alia) parking grounds**

Year	Application Ref	Appeal Ref	Description
2019/20	APP/2019/0081	APP/Z2315/W/19/3233179	Change of use of former care home to student accommodation (20 bed spaces with communal living areas).
2020/21	None	None	None

Source. PINS & BBC

## Traffic and Road Safety

### Traffic (Policy IC1)

3.12.26 The following table shows the traffic flow estimates for Lancashire, the region and England. Pre the COVID-19 pandemic figures showed a steady year-on-year increase, locally regionally and nationally. However, figures from 2020 show a substantial decrease in traffic flow across all geographies resulting from lockdown and its accompanied travel restrictions. Figures dating back to 2010 (some of which were reported in previous AMRs) were revised in 2019 to reflect a one in ten-year road benchmarking exercise.

**Table 94: Estimated traffic flows for all motor vehicles, 2012 to 2020 (millions of vehicle kms)**

Year	Lancashire-12	Lancashire-14	North West	England
2012*	10,953	12,240	55,925	426,710
2013*	11,175	12,482	56,347	430,572
2014*	11,508	12,866	58,143	444,964
2015*	11,847	13,232	59,411	455,486
2016*	11,992	13,398	60,557	467,144
2017*	12,116	13,510	61,354	476,909
2018*	12,340	13,791	62,780	483,025
2019	12,846	14,355	65,145	493,302
2020	10,143	11,358	52,040	389,543

Source: DfT National Road Traffic Statistic for Local Authorities (Table TRA8904)

<https://www.gov.uk/government/statistical-data-sets/road-traffic-statistics-tra> & LCC [Road traffic flows - Lancashire County Council](#)

\* Revised figures 2010-2018 to take into account the minor road benchmarking exercise.

3.12.27 Whilst traffic figures at the regional and national level as set out above are robust, and are reported as National Statistics; DfT's traffic estimates for individual road links and small areas are less robust as they are not always based on up-to-date counts made at these locations. DfT point out that where other more up-to-date sources of traffic data are available (e.g. from local highways authorities), this may provide a more accurate estimate of traffic at these locations.

3.12.28 In Burnley Borough there are some 35 DfT traffic count points in the borough. For the purposes of the AMR, two of these are monitored:

**Table 95: Traffic Count Points to be monitored in Burnley**

Year	Count Point	All vehicle estimate flow
2017	Ref 8416 i.e. A679/M65 j10 (Cavalry Way southbound)	50,939
2018	Ref 8416 i.e. A679/M65 j10 (Cavalry Way southbound)	53,600
2019	Ref 8416 i.e. A679/M65 j10 (Cavalry Way southbound)	54,111
2020	Ref 8416 i.e. A679/M65 j10 (Cavalry Way southbound)	41,930
2017	Ref 28444 i.e. A671/A679/ (Church Street, Burnley)	17,220
2018	Ref 28444 i.e. A671/A679/ (Church Street, Burnley)	17,057
2019	Ref 28444 i.e. A671/A679/ (Church Street, Burnley)	17,228
2020	Ref 28444 i.e. A671/A679/ (Church Street, Burnley)	13,272

Source: <https://roadtraffic.dft.gov.uk/#6/55.254/-6.064/basemap-regions-countpoints>

3.12.29 In 2016 Lancashire County Council (LCC) and Burnley Borough Council commissioned Jacobs to evaluate the likely implications of the then emerging Local Plan on the surrounding strategic and local road network. This work involved traffic count surveys and development sites modelling to quantify their impacts on the transport system and the performance of 11 key junctions in 2032.<sup>42</sup> The data in the report and the data collected by the DfT traffic counts will also be used as a baseline for future monitoring.

#### Road Safety

3.12.30 The following tables show the number of people killed or seriously injured in road accidents within Burnley since 2012. Sadly, 7 children were killed or seriously injured in 2020. The overall figure for all persons killed or seriously injured fell significantly to 46.

3.12.31 At a rate of 0.51 per 1,000 population the proportion of people killed or seriously injured in Burnley decreased in 2020, however, Burnley was still well above the north west and England rates of 0.30 and 0.34 respectively. According to the statistical release by the Department for Transport a comparison of 2020 with earlier years should be interpreted with caution due to the impacts of the Covid-19 pandemic.<sup>43</sup> Lockdown was responsible for a large decline in casualties due to travel being limited and less vehicles on the road.

**Table 96: Road Casualties**

Year	Burnley	Lancashire 12 Districts	North West	England
Road Casualties: all people killed or seriously injured				
2012	46	570	2764	21,624
2013	35	642	2697	20,342
2014	52	732	2968	21,387
2015	65	690	2776	20,866
2016	50	659	2811	22,609

<sup>42</sup> <https://www.burnley.gov.uk/residents/planning/planning-policy/burnleys-local-plan/evidence-base/transport-studies>

<sup>43</sup> [The impact of lockdown on reported road casualties Great Britain, final results: 2020 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/the-impact-of-lockdown-on-reported-road-casualties-great-britain-final-results-2020)

2017	44	611	2775	23,610
2018	50	595	2728	24,187
2019	78	811	2795	23,771
2020	46	648	2219	19,081
Road Casualties: children killed or seriously injured				
2012	9	67	301	1,986
2013	8	57	295	1,726
2014	7	69	316	1,777
2015	12	87	299	1,734
2016	11	73	320	1,793
2017	3	64	296	1,894
2018	6	64	304	1,886
2019	11	95	307	1,872
2020	7	65	242	1,406

Source: Department for Transport: Accidents and Casualties. <https://roadtraffic.dft.gov.uk/custom-downloads>

Source: 2020 Rate per thousand figures calculated using Department of Transport Rate of People Killed or Seriously Injured figures on the previous table. Calculation KOSI/ 2020 MYE Population estimates x1000.

3.12.32 The current Lancashire Local Transport Plan covers the period from 2011 to 2021 and one of its 7 priorities is “Improving the Safety of our Streets for our most Vulnerable Residents ” and includes commitments for specific and targeted initiatives to address road accidents involving children and young people in 'at risk' areas.<sup>44</sup>

<sup>44</sup> <https://www.lancashire.gov.uk/council/strategies-policies-plans/roads-parking-and-travel/local-transport-plan/>

## 4. Planning Applications and Contributions

### Planning Application Statistics

4.1.1 The following indicators are identified to help monitor Policy SP1: Achieving Sustainable Development. Between 2019/20 and 2020/21 the total number of planning applications approved decreased by 3.7% by comparison the number of planning applications refused in 2020/21 increased by 100%. Regarding the number of planning appeals determined and the number of planning appeals dismissed, these increased in 2020/21 at 12 and 9 retrospectively. A 9.3% increase in the number of formal Pre-App enquires was also seen in 2020/21.

**Table 97: Applications and Appeals - Key Stats**

	2017/18	2018/19	2019/20	2020/21
<b>Applications</b>				
No. and % of Planning Applications Approved	Planning Apps - 306 (92%) LDC - 4 Prior Approvals - 12	Planning Apps - 370 (96%) LDC - 3 Prior Approvals - 33	Planning Apps - 296 (91%) LDC - 6 Prior Approvals - 9	Planning Apps - 285 (85%) LDC - 8 Prior Approvals - 41
No. and % of Planning Applications Refused	Planning Apps - 27 (8%) LDC - 0 Prior Approvals - 1	Planning Apps - 17 (4%) LDC - 1 Prior Approvals - 5	Planning Apps - 31 (9%) LDC - 0 Prior Approvals - 1	Planning Apps - 62 (19%) LDC - 0 Prior Approvals - 2
<b>Appeals</b>				
No of Planning Appeals determined	5	9	9	12
No. and % of Planning Appeals Dismissed	4 (80%)	7 (78%)	7 (78%)	9 (75%)
<b>Pre-app enquiries</b>				
Number of Formal Pre-Application Enquires Responded to	38	42	54	59

Source Burnley Borough Council

### Contributions

4.1.2 Planning contributions can assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Contributions may be made by way of providing a specific benefit or piece of infrastructure or by providing a financial contribution towards its provision by the Council or another body e.g. Lancashire County Council. Policy IC4 sets out the policy for seeking contributions is supported by the Developer Contributions SPD.<sup>45</sup>

<sup>45</sup> <https://www.burnley.gov.uk/residents/planning/planning-policy/supplementary-planning-documents-spds/developer-contributions-spd>

4.1.3 Regulations introduced from 1 September 2019<sup>46</sup> require that from December 2020 information on planning contributions received and spent by the Borough and County Council is to be published through annual 'infrastructure funding statements' (IFS).

4.1.4 Due to the Coronavirus pandemic and staff who were involved in the data collection being redirected to other activities, the December 2020 IFS was not published. Nor was the equivalent IFS by Lancashire County Council.

4.1.5 Copies of all Section 106 agreements are however available on the Council's website and budget and spend information is published by the Council at least annually. Requests for copies of specific unpublished data held by the Council can be submitted through freedom of information or environmental information legislation, within certain limits.<sup>47</sup>

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<sup>46</sup> The Community Infrastructure Levy (Amendment) (England)(No2) Regulations 2019

<sup>47</sup> [Freedom of information \(FOI\) | Burnley Borough Council](#)

## 5. Community & Stakeholder Involvement (SCI)

### 5.1 Statement of Community Involvement (SCI)

5.1.1 The SCI sets out how the Council will involve communities and stakeholders both in the preparation of the Local Plan and SPDs, and when determining planning applications.

5.1.2 The original SCI was adopted in 2007 and an updated new SCI was adopted in 2015 to reflect the Council's reduced planning staffing and financial resources and also changes in legislation, plan-making procedures and community structures.

5.1.3 Regulations introduced in 2017<sup>48</sup> require SCIs to be reviewed every five years, starting from the date of their adoption, in order to determine whether they require updating. Periodically reviewing the SCI was already sensible good practice and is done informally as a matter of course through the AMR.

### 5.2 Consultation on Plan-Making

5.2.1 The current SCI and plan consultation arrangements are considered to adequately reflect the current plan-making system and resources available for consultation, but could benefit from some minor updating. Feedback on the post-2015 local plan consultation undertaken did include some criticism, and, where resources permit, the Council will always look to improve plan-making consultation making use of new technology.

<http://www.burnley.gov.uk/residents/planning/planning-policies/statement-community-involvement>

### Duty to Co-operate (DtC)

5.2.2 Duty to Cooperate activity in relation to the preparation of the adopted Burnley's Local Plan is summarised in the Council's Duty to Cooperate Background Paper of March 2017.

<http://www.burnley.gov.uk/sites/default/files/Burnley%20Local%20Plan%20DtC%20Background%20Paper%20FINAL2.pdf>

### 5.3 Planning Application Consultation

5.3.1 Whilst the SCI still largely reflects the essence of the consultation procedures for planning applications, the implementation of a new planning applications software package, the move to increased self-service and the relocation of the team means that the SCI would benefit from updating.

### 5.4 SCI Updating

5.4.1 An update of the SCI was underway with publication scheduled for 2021. This work has been put on hold awaiting the outcome of the proposed major reforms to the planning system set out in the 2020 White Paper 'planning for the future'.<sup>49</sup>

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<sup>48</sup> The Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2017  
<https://www.legislation.gov.uk/uksi/2017/>

<sup>49</sup> [Planning for the future - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/white-papers/planning-for-the-future)









## Appendix 2: Former Core and Local Output Indicators

Indicator Group	Indicator	Indicator Description
Business Development and Town Centres	BD1	Total amount of additional employment floorspace -by type
	BD2	Total amount of additional employment floorspace on previously developed land by type
	BD3	Employment land available - by type
	LDO1	Local Development Order Burnley Aerospace Supplier Park
	BD4	Total amount of floorspace for 'town centre uses'
Housing	H1	Plan period and housing target
	H2 (a)	Net additional dwellings - in previous years
	H2 (b)	Net additional dwellings - for the reporting year
	H2 (c)	Net additional dwellings – in future years
	H2 (d)	Managed delivery target
	H3	New and converted dwellings - on previously developed land
	H4	Net additional pitches (gypsies and travellers)
	H5	Gross affordable housing completions
	H6	Housing quality - Building for Life Assessments
	H7	Housing Densities
H8	Sustainable Homes	
Environmental quality	T1	Car Parking Standards
	T2	Accessibility
	E1	Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds
	E2	Change in areas of biodiversity importance

## Appendix 3: Key Statistical Sources

### General /Various

Government Statistics: <https://www.gov.uk/government/statistics>

The Office for National Statistics (ONS): <https://www.ons.gov.uk/>

ONS Official Labour Market Statistics: <https://www.nomisweb.co.uk/>

Lancashire County Council -statistics and intelligence about Lancashire:  
<http://www.lancashire.gov.uk/lancashire-insight.aspx>

### Housing

Burnley Borough Council Housing Land Availability Schedules:

<https://www.burnley.gov.uk/residents/planning/planning-policy/burnleys-local-plan/evidence-base/housing-land-availability>

Strategic Housing Market Assessment:

<https://www.burnley.gov.uk/residents/planning/planning-policy/burnleys-local-plan/evidence-base/strategic-housing-market-assessment>

### Economy

Burnley Borough Council (2013) Burnley Aerospace Supplier Park Local Development Order

<http://www.burnley.gov.uk/residents/planning/planning-policies/local-development-orders/burnley-aerospace-supplier-park>

### Health

Public Health England Health Profiles

<http://fingertips.phe.org.uk/profile/health-profiles>

### Crime

- <https://www.gov.uk/government/collections/crime-statistics>
- <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datalist>
- <https://www.lancashire.gov.uk/media/920131/crime-in-lancashire.pdf>
- <https://www.police.uk/pu/your-area/>

## Appendix 4: Significant Effects Indicators for SA/SEA

SA Objectives	Proposed monitoring indicators
1. To exploit the growth potential of business sectors and reduce disparities between local and sub-regional economic performance	<ul style="list-style-type: none"> <li>☑ Amount of new employment land delivered.</li> <li>☑ Claimant count (includes Jobseekers Allowance and some Universal Credit claimants. Source: Office for National Statistics – Claimant count by unitary and local authority)</li> </ul>
2. To develop and market the Borough's image	<ul style="list-style-type: none"> <li>☑ Number of visitors to the Borough.</li> <li>☑ Estimated amount of income from tourism.</li> <li>☑ No. and % of vacancies of commercial properties within the Primary and Secondary frontages</li> </ul>
3. To reduce deprivation in urban and rural areas	<ul style="list-style-type: none"> <li>☑ Amount of town centre vacant floorspace.</li> <li>☑ No. of A1 premises lost to other uses in Primary Frontages.</li> <li>☑ No and % A1 retail units in Secondary Frontages.</li> <li>☑ Town centre footfall.</li> </ul>
4. To secure economic inclusion	<ul style="list-style-type: none"> <li>☑ Percentage of people living in fuel poverty.</li> <li>☑ Number of new business start-ups.</li> <li>☑ Claimant count (includes Jobseekers Allowance and some Universal Credit claimants. Source: Office for National Statistics – Claimant count by unitary and local authority)</li> <li>☑ Affordable home completions.</li> <li>☑ Average (mean) house prices.</li> </ul>
5. To develop and maintain a healthy labour market	<ul style="list-style-type: none"> <li>☑ Number of new education facilities.</li> <li>☑ Qualifications of the working age population.</li> </ul>
6. To reduce the need to travel and increase the use of sustainable transport modes	<ul style="list-style-type: none"> <li>☑ Method of travel to work.</li> <li>☑ Railway station footfall.</li> <li>☑ Bus patronage levels.</li> <li>☑ Number of Travel Plans implemented with new development.</li> <li>☑ Road Casualties: overall Road Casualties: people killed or seriously injured Road Casualties: children killed or seriously injured</li> </ul>
7. To improve physical and mental health and reduce health inequalities	<ul style="list-style-type: none"> <li>☑ Method of travel to work.</li> <li>☑ Life expectancy.</li> <li>☑ Number of new healthcare facilities provided.</li> <li>☑ Infant mortality rates.</li> <li>☑ Obesity rates.</li> <li>☑ Number of people living with a disability.</li> <li>☑ Percentage of people regularly participating in sport.</li> <li>☑ National standards such as 'Green Flag' for parks and open spaces.</li> </ul>
8. To improve access to a range of good quality, resource efficient and affordable housing	<ul style="list-style-type: none"> <li>☑ Affordable housing completions.</li> <li>☑ Affordability ratios</li> <li>☑ Number of people in housing need.</li> <li>☑ Annual housing completions – total houses built, types, sizes and tenures.</li> <li>☑ Total vacant dwellings.</li> <li>☑ Total number of Gypsy and Traveller pitches available.</li> <li>☑ New pitches and plots approved and provided per annum (allocations &amp; windfall development)</li> <li>☑ Number of statutory homeless people.</li> <li>☑ Number or proportion of local authority homes falling below Decent Homes Standards.</li> </ul>
9. To reduce crime, disorder and the fear of crime	<ul style="list-style-type: none"> <li>☑ Crime – notifiable offences recorded by the police (district level).</li> <li>☑ Street level crime data.</li> </ul>
10. To increase social inclusion	<ul style="list-style-type: none"> <li>☑ Indices of multiple deprivation</li> </ul>

	<ul style="list-style-type: none"> <li>☑ Amount of new and loss of community facilities (sqm).</li> </ul>
11. To improve access to services, amenities and jobs for all groups	<ul style="list-style-type: none"> <li>☑ Amount of new and loss of community facilities (sqm).</li> <li>☑ Amount of vacant town centre floorspace.</li> <li>☑ Amount of indoor sports facilities, playing pitches and publicly accessible green spaces.</li> <li>☑ Amount of new residential development within 1200m of key local services.</li> <li>☑ Amount of new residential development within 30 minutes public transport time of key borough services.</li> </ul>
12. To protect and enhance the built environment and cultural heritage, including archaeological assets	<ul style="list-style-type: none"> <li>☑ Number of entries on the Heritage at Risk Register.</li> <li>☑ Number of Conservation Areas with character appraisals.</li> <li>☑ Number of buildings on the local list demolished.</li> </ul>
13. To protect and enhance the Borough's biodiversity and geo-diversity	<ul style="list-style-type: none"> <li>☑ Amount of greenfield land lost to development.</li> <li>☑ Quality and condition of SSSIs.</li> <li>☑ Area of SSSIs in adverse condition as a result of development</li> <li>☑ Number of planning approvals with conditions to ensure works to manage/enhance the condition of SSSI/SAC/SPA/Ramsar features of interest</li> <li>☑ Number of Biological Heritage Sites</li> <li>☑ Number of Biological Heritage Sites in Positive Management</li> <li>☑ BAP habitat - created/ managed via planning obligations</li> </ul>
14. To protect and enhance the Borough's landscape and local character	<ul style="list-style-type: none"> <li>☑ Percentage of new development taking place on brownfield land.</li> <li>☑ Use of Natural England's 'ANGSt' standards for green space.</li> </ul>
15. To protect and improve environmental quality and amenity	<ul style="list-style-type: none"> <li>☑ Percentage of residential development completions on previously developed and greenfield land per annum.</li> <li>☑ Number of watercourses failing to meet WFD quality targets.</li> <li>☑ Number of Air Quality Management Areas declared.</li> <li>☑ Number of noise related complaints submitted to the Council.</li> </ul>
16. To mitigate and adapt to climate change	<ul style="list-style-type: none"> <li>☑ Greenhouse Emissions Per Capita by Local Authority (CO2)</li> <li>☑ Number of flood incidences.</li> <li>☑ Number of properties built in areas of flood zones 3.</li> <li>☑ Number of planning permissions granted contrary to EA advice.</li> <li>☑ % of new major housing developments approved incorporating SUDS</li> <li>☑ Number of people using cars to travel to work.</li> </ul>
17. To ensure the prudent use of natural resources and the sustainable management of waste.	<ul style="list-style-type: none"> <li>☑ Proportion of household waste recycled.</li> <li>☑ Amount of commercial waste recycled.</li> <li>☑ Amount of waste sent to landfill.</li> </ul>
18. To increase energy efficiency	<ul style="list-style-type: none"> <li>☑ % of electricity consumption met by renewable energy in the Borough</li> <li>☑ Installed renewable energy capacity through the planning system</li> </ul>

## Appendix 5: Burnley's Local Plan 2020/21 Monitoring Framework Summary

(Incorporating SEA Significant Effects Indicators) (Please see main body of report for explanation and previous years/comparison performance)

Policy Number	Policy Name	Associated Targets	Phasing	Relevant objectives	Indicator	Outcome	Data Source
n/a	Vision & Objectives	None Specified	To 2032	All	Population estimates and age structure	2020 MYE = 89,300 Age structure See Tables 6 & 7	ONS Census & mid-year estimates
					Rateable Values (non-domestic) (updated every 5 years)	2017 = Not readily available	VOA.gov.uk
					GVA per head (Burnley)	District Level Statistics not available	ONS Regional Accounts
					Visitor numbers and estimated income	2020: Visitors 0.65 million 2020: Expenditure £34.52M	STEAM/Marketing Lancashire/Global Tourism Solutions
					Average (Mean) House Prices	2020 = £119,864	Land Registry & CLG Live Table 581
					Average (Mean) Earning: Gross annual pay: full time workers	2021 = £31,155 (residence) 2021 = £27,022 (workplace)	Annual Survey of Hours and Earnings ONS via Nomis
					Economic Activity and Unemployment Rate	2020/21 = 76.9% economic activity rate 2020/21 = 4.8% modelled unemployment rate	Annual Population Survey ONS via Nomis
					Out of work benefits claimants	March 2021 = 4,955 claimants	ONS via Nomis
					Qualification of Working Age Residents (Adult 16-64)	2020 NVQ 4 and above = 33.2%	Annual Population Survey ONS via Nomis
					Life expectancy at birth and at age 65 – Burnley (years)	2018-2020 Males = 75.7 2018-2020 Females = 80.3	Public Health England & ONS
Infant Mortality Rate, per 1000 live births	2018-2020 = 5.1	Public Health England & ONS					

					Obesity Rate in Children -Year 6 (aged10-11)	2019-2020 = 22.0%	Public Health England & ONS
					Crime rate: recorded offence per 1000 population 2020/21	Burnley: 110.71 Lancashire: 79.04	Home Office
					Crime by Type Burnley 2020/21	See Table 16	Home Office
					Indices of Multiple Deprivation (Rank of average scores)	2019 = 8th most deprived area out of 326	CLG
					% of households living in fuel poverty	2019 = 16.4%	BEIS
					Number of homeless acceptances	2020/21 = 3	BBC
<i>Associated Plans/Strategies</i>		<i>Lancashire LEP Business Plan 2018, Pennine Lancashire Growth &amp; Prosperity Plan 2016-2032</i>			<i>Lead Organisation(s)</i>	<i>BBC, LCC, LEP, Burnley Action Partnership</i>	
SP1	Achieving Sustainable Development	None Specified	To 2032	All	No. and % of Planning Applications Approved Per Annum	2020/21 = Planning Apps: 285 (85%)	BBC
					No. and % of Planning Applications Refused Per Annum	2020/21 = Planning Apps: 62 (19%)	BBC
					No. and % of Planning Appeals Dismissed Per Annum	2020/21 = 9 out of 12 dismissed (75%)	BBC
					Number of Formal Pre-Application Enquires responded to	2020/21 = 59	BBC
					Mid-Year Population Estimate (rounded)	2020 MYE = 89,300	ONS
					Earnings by Residence– Full Time Workers Gross Weekly Pay	2021: £529.8 (median) £598.8 (Mean)	Annual Survey of Hours an Earnings ONS via Nomis
					Balanced GVA Per Head - Burnley	District Level Statistics not available	ONS/Regional Accounts
					Method of Travel to Work (Census)	See Section 3.12.13	ONS Census
					Planning Contributions Received and Spent	See Section 4	BBC/LCC
<i>Associated Plans/Strategies</i>		<i>Lancashire LEP Business Plan 2018, Pennine Lancashire Growth and Prosperity Plan 2016-2032</i>			<i>Lead Organisation(s)</i>	<i>BBC, LCC, LEP, Burnley Action Partnership</i>	

<b>SP2</b>	<b>Housing Requirement 2012-2032</b>	3,880 dwellings provided or brought back into use 2012-2032	To 2032	2, 3, 10	Net additional dwellings:  per annum over the plan period  by location/settlement category   On allocated sites On windfall sites	2020/2021 = 234 2012 to 2021 = 1658  2020/21: Tier 1 = 162 Tier 2 = 50 Tier 3 = 23 Tier 4 = 0 Countryside = 0  2020/21 Allocated = 115 2020/21 Windfalls = 120	BBC/Council Tax Register
		Maintain a 5 year supply of land for housing	Annual Update (See para 74 of NPPF February 2019)		No. of dwellings in supply and target: trajectory (of sites and categories of supply):	The Council has demonstrated a 5-year supply in its annual housing land supply position statement (October 2021). The Housing Trajectory included in the 5-year land supply calculation can be seen at Table 37	BBC
		228 empty homes brought back into use	To 2019		No. of empty homes brought back into use:  Per annum Over the plan period	2018/2019 = 84 1 April 2012 to 31 March 2019 = 282	BBC
<i>Associated Plans/Strategies</i>		<i>SHMA, BBC Empty Homs Programme</i>			<i>Lead Organisation(s)</i>		<i>BBC, LCC, LEP, Burnley Action Partnership, Homes England, Registered Providers, Private Sector</i>
<b>SP3</b>	<b>Employment Land Requirement 2012-2032</b>	Provide 66 hectares between 2012 and 2032	To 2032	3, 4, 9, 10	Ha employment land completed (PP & LDO)  Per annum Over the plan period	2020/21 = 0.59 Ha 1 April 2012-31 March 2021 = 45.48 Ha	BBC/VOA



			To 2032		Ha employment land on adoption and approved thereafter: per annum  Of which: on allocated sites (EMP1) on protected sites (EMP2) on windfall sites	Allocated = 32.83  2020/21 = 0.59Ha  2020/21 = 0Ha 2020/21 = 0.04Ha 2020/21 = 0.55Ha	BBC
			To 2032		Amount and % of B1, B2 and B8 floor space developed (gross) (non LDO)    Ha of employment land lost to C3 housing  Hectares Lost (Total)	2020/21 = 2,384.72sqm  B1a: 610.46sqm B1b: 1658.76 B1c: 115.50sqm B2: 0.00sqm B8: 0.00sqm  2020/21 = 1.36  2020/21 =1.74 Plan Period = 31.71	BBC
<i>Associated Plans/Strategies</i>		<i>ELDS, Lancashire LEP Business Plan 2018, Pennine Lancashire Growth and Prosperity Plan 2016-2032</i>		<i>Lead Organisation(s)</i>		<i>BBC, LCC, LEP, Burnley Action Partnership</i>	
<b>SP4</b>	<b>Development Strategy</b>	No specific target identified	To 2032	1, 2, 3, 4	% of residential development completions on Previously Developed and Greenfield Land per annum	Housing 2020/21 = 77.9% PDL = 22.1% Greenfield  Employment 2020/21 = 100% PDL = 0% Greenfield	BBC
					Amount of new residential development within 1.2km of key local services	2020/21 = See Table 92	BBC
					Amount of new residential development within 30 minutes public transport time of key borough services	2020/21 = See Table 92	BBC

<i>Associated Plans/Strategies</i>		<i>Lancashire LEP Business Plan 2018, Pennine Lancashire Growth and Prosperity Plan 2016-2032</i>			<i>Lead Organisation(s)</i>	<i>BBC, LCC, LEP, Burnley Action Partnership</i>	
<b>SP5</b>	<b>Development Quality and Sustainability</b>	No specific target identified	To 2032	1, 2, 3, 4, 5, 6, 7, 11	Number of Secured by Design awards Designing Awards/Endorsements	2020/21 = 0	BBC, Secured by Design (Association of Chief Police Officers) & Lancashire Constabulary
		All commercial development to satisfy BREEAM 'very good'			No. of schemes achieving Building for Life 12 accreditation or 'outstanding' status.	2020/21= No Information Available	www.builtforlifehomes.org
					No. of relevant schemes achieving BREEAM certification	2020/21 = Four relevant schemes approved, with two BREEAM Assessments submitted	BBC/BRE
					No of Toilets built to Changing Places Standard	2018/19 = 1 2019/20 = 4 2020/21 = 0	http://changingplaces.uktoiletmap.org
<i>Associated Plans/Strategies</i>		<i>ELDS, Water Framework Directive, Lancashire Sustainable Energy Study. Lancashire Climate Change Strategy</i>			<i>Lead Organisation(s)</i>	<i>BBC, LCC, LEP, Burnley Action Partnership, Private Sector</i>	
<b>SP6</b>	<b>Green Infrastructure</b>	No specific target identified	To 2032	1, 2, 3, 5, 6	Review of Council's Green Spaces Strategy  Green Flag awards for parks and open spaces	Strategy for 2015-2025 adopted 2015  2020/21 (October 2021) = 6	BBC
<i>Associated Plans/Strategies</i>		<i>Burnley GI Strategy, Burnley Green Spaces Strategy</i>			<i>Lead Organisation(s)</i>	<i>BBC, LCC, LEP, Burnley Action Partnership, United Utilities</i>	
<b>SP7</b>	<b>Protecting the Green Belt</b>	No specific target identified	To 2032	1, 5, 6	Ha. of greenbelt lost to inappropriate development per annum (completed)	2019/20 = 1.17Ha 2020/21= 0.00Ha	BBC
<i>Associated Plans/Strategies</i>		<i>None</i>			<i>Lead Organisation(s)</i>	<i>BBC</i>	

Housing							
<b>HS1</b>	<b>Housing Allocations</b>	3,880 net additional dwellings completed	To 2032	2, 3, 9 10	Net additional dwellings:  Per annum Over the plan period Per site	2020/21 = 234 2012-2021 = 1658 See Table 31	BBC
<i>Associated Plans/Strategies</i>		<i>SHMA, SHLAA</i>			<i>Lead Organisation(s)</i>		<i>BBC, Homes England, LEP</i>
<b>HS2</b>	<b>Affordable Housing Provision</b>	Sites delivering over 10 units to provide affordable housing, guided by a tenure mix of 80% affordable rent / social rent, and 20% intermediate tenure.	To 2032	2	Affordability Ratios:  Median Income: Median House Price Lower Quartile Income: Lower Quartile House Price	2020  1 to 3.75 1 to 3.18	BBC, RP, HCA, Land Registry
<i>Associated Plans/Strategies</i>		<i>SHMA, SHLAA</i>			<i>Lead Organisation(s)</i>		<i>BBC, RP, HCA</i>
<b>HS3</b>	<b>Housing Density and Mix</b>	New developments to achieve a minimum density of 25dph, as well as a mix of housing types and sizes.	To 2032	2, 3	Net additional dwellings approved and completed by type and no. of bedrooms: Per annum Over the plan period	See Table 42	BBC
<i>Associated Plans/Strategies</i>		<i>SHMA, SHLAA</i>			<i>Lead Organisation(s)</i>		<i>BBC, Homes England, LEP</i>
					Net housing density of completed dwellings (sites 5 and over): Less than 25 dph 25-30 31-40 dph 41-75 dph Over 75 dph	2020/21 =  <25 = 63 25 - 30 = 0 31 - 40 = 33 41 - 75 = 117 >75 = 9	BBC
<b>HS4</b>	<b>Housing Developments</b>	20% of dwellings designed to be adaptable in schemes of over 10 dwellings.	To 2032	2, 3, 6	Number of Extra Care C3 dwelling houses approved and completed per annum  Number of Accessible Homes (Part M(2) of the Building Regulations completed per annum	2019/20 = 0  2020/21 = 0	BBC, Registered Providers, NHBC

		New housing to contribute towards public open space provision.			Number and proportion of dwelling types approved and completed by type: houses, flats, single storey bungalows	2020/21 = See Table 42	
<i>Associated Plans/Strategies</i>		<i>SHMA, SHLAA, Housing with Care and Support Strategy 2018 – 2025 (LCC)</i>			<i>Lead Organisation(s)</i>	<i>BBC, Homes England, LCC, LEP</i>	
<b>HS5</b>	<b>House Extensions and Alterations</b>	No specific target identified	To 2032	2	No. and % of householder planning appeals dismissed per annum	2020/21 = 3 householder appeals 3 (100%) dismissed	BBC Planning Inspectorate Register
<i>Associated Plans/Strategies</i>		<i>None</i>			<i>Lead Organisation(s)</i>	<i>BBC</i>	
<b>HS6</b>	<b>Agricultural Workers Dwellings</b>	No specific target identified	To 2032	2, 3, 5	Number of dwellings approved per annum	2020/21 = 0	BBC
<i>Associated Plans/Strategies</i>		<i>SHMA</i>			<i>Lead Organisation(s)</i>		
<b>HS8</b>	<b>Gypsy &amp; Traveller Site Criteria</b>	maintain a 5-year supply of pitches	To 2032	2, 5,	Total number of pitches available	= 5	BBC
<b>HS9</b>	<b>Gypsy &amp; Traveller Site Occupancy Condition</b>				New pitches and plots approved and provided per annum	2020/21 = 0	
<i>Associated Plans/Strategies</i>		<i>Gypsy and Traveller Site Allocations DPD (forthcoming), SHMA, GTAA, GTAA Addendum</i>			<i>Lead Organisation(s)</i>	<i>BBC</i>	
<b>EMP1</b>	<b>Employment Allocations</b>	32.83 hectares of employment land developed	To 2032	3, 4, 9, 10	Amount of B1 B2 B8 floor space (sq m gross) completed:  Per annum Per site	See Tables 58, 59, and 62	BBC, VOA
<b>EMP2</b>	<b>Protected Employment Sites</b>	No specific target identified	To 2032	3, 9, 10	Permissions granted for non B1(b and c), B2 or B8 on the protected sites.	2020/21 = No protected employment site losses. All losses - see Tables 60 and 61	BBC

<b>EMP3</b>	<b>Supporting Employment Development</b>	No specific target identified	To 2032	3	Amount of B1 B2 B8 floor space (sq m gross) completed (PP & LDO):  Per annum Over the plan period	(See Tables 58 & 59)  2020/21 = 2,384.72sqm Total = 182,012.48sqm	BBC, VOA
<b>EMP4</b>	<b>Office Development</b>	No specific target identified	To 2032	3, 5	Permissions granted for offices outside Burnley or Padiham town centres	See Table 66	BBC
<b>EMP5</b>	<b>Rural Business and Diversification</b>	No specific target identified	To 2032	3, 5	Amount of B1 B2 B8 floor space (sq m gross) completed outside development boundaries:  Per annum Over the plan period (since adoption)	2020/21 = 0 sqm = 808 sqm	BBC
					Visitor numbers and estimated income	2020 = 0.65 million visitors 2020 = 34.52 million expenditure	STEAM; Marketing Lancashire/Globa I Tourism Solutions UK LTD
<b>EMP6</b>	<b>Conversion of Rural Buildings</b>	No specific target identified	To 2032	1, 2 3, 5, 8	No meaningful indicator identified		
<b>EMP7</b>	<b>Equestrian Development</b>	No specific target identified	To 2032	1, 3, 5, 6	No meaningful indicator identified		
<i>Associated Plans/Strategies</i>		<i>Lancashire LEP Business Plan, Pennine Lancashire Growth and Prosperity Plan 2016-2032</i>			<i>Lead Organisation(s)</i>	<i>BBC, LCC, Visit Lancashire, LEP</i>	
<b>TC1</b>	<b>Retail Hierarchy</b>	No specific target identified	To 2032	1, 4, 11		N/A	
<b>TC2</b>	<b>Development within Burnley &amp; Padiham Town Centres</b>	No specific target identified	To 2032	1, 3 4, 6, 11	A1/A2/B1a floorspace:  Completed (Town Centre)  Approved Edge of centre 'b' Out of centre	Completion data for Town Centres done by way of biennial survey  2020/21 = See Table 66 for planning permissions outwith the Town Centres.	BBC

<p><b>TC3</b></p>	<p><b>Burnley Town Centre - Primary &amp; Secondary Retail frontages</b></p>	<p>50% of Secondary Frontages to remain in A1 retail use (at ground floor level)</p> <p>In Primary Shopping Frontages, no change of use from A1(retail) or the extension of non-A1 uses into adjoining premises at ground floor level.</p>	<p>To 2032</p>	<p>1, 4</p>	<p>No and % of vacancies of commercial properties within the Primary and Secondary frontages</p> <p>No. and % A1/E(a) retail units in Primary and Secondary Frontages</p> <p>No. of A1 premises lost to other uses in Primary Frontages</p> <p>Major D2 and Sui Generis Leisure use projects completed within and beyond town centre boundaries - floorspace (gross) where appropriate</p> <p>Periodic footfall monitoring of Primary and Secondary Frontages</p>	<p>2021/22 = Primary frontages: 25/138 (18.1%) properties vacant Secondary frontages: 43/180 (23.9%) properties vacant</p> <p>2021/22 = Primary frontages: 75/138 (54.3%) premises in active A1/E(a) use Secondary frontages: 80/180 (44.4%) premises in active A1/E(a) use</p> <p>2020/21 = 1 (Planning App: COU/2020/0280) – A1 to flexible use within A Use Class.</p> <p>2020/21 = 0</p> <p>2020/21– No monitoring of footfall in primary and secondary frontages undertaken.</p>	<p>BBC</p>
<p><b>TC4</b></p>	<p><b>Development Opportunities in Burnley Town Centre</b></p>	<p>Approval and completion of mixed use scheme at Curzon Street and Thompson Centre</p>		<p>1, 3, 4</p>	<p>Retail/B1a office use floorspace (net) completed at Allocated sites</p>	<p>TC4/1 Curzon Street (Pioneer Place) = 0 m2 (Planning application FUL/2021/0029 approved 01/04/2021)</p> <p>TC4/2 Thompson Centre = 0 m2</p>	<p>BBC</p>
<p><b>TC5</b></p>	<p><b>Uses within the Weavers' Triangle</b></p>	<p>No specific target identified</p>	<p>To 2032</p>	<p>1, 2, 3, 4, 8, 10</p>		<p>See Policy TC2</p>	

TC6	District Centres	No specific target identified	To 2032	4	<p>Biennial Survey of District Centres and uses:</p> <p>No and % of vacancies of commercial properties.</p> <p>No. and % of A1/E(a) retail units</p>	<p>2021/22=</p> <p>Accrington Road: 5/28 (17.9%),                      Briercliffe Road: 17/69 (24.6%)                      Coal Clough Lane: 2/21 (9.5%)                      Cone Road: 18/120 (15%)                      Harle Syke: 0/15 (0%)                      Lyndhurst Road: 0/14 (0%)                      Pike Hill: 0/5 (0%)                      Rosegrove Lane: 3/31 (9.7%)</p> <p>Accrington Road: 13/28 (46.4%)                      Briercliffe Road: 18/69 (26.1%)                      Coal Clough Lane: 11/21 (52.4%)                      Cone Road: 51/120 (42.5%)                      Harle Syke: 8/15 (53.3%)                      Lyndhurst Road: 9/14 (64.3%)                      Pike Hill: 5/5 (100%)                      Rosegrove Lane: 16/31 (51.6%)</p>	BBC
TC7	Hot Food Takeaways	No specific target identified	To 2032	4	Planning permissions for hot food takeaways outside of secondary frontages in Burnley Town Centre, Padiham Town Centre or defined District Centres.	2020/21 = 0	BBC
TC8	Shopfront and Advertisement Design	Shopfront and Advertisement Design SPD produced	To 2032	1, 4, 7 8	Shopfront and Advertisement Design SPD produced	SPD Adopted June 2019	BBC
<i>Associated Plans/Strategies</i>		<i>Lancashire LEP Business Plan, Pennine Lancashire Growth and Prosperity Plan 2016-2032, Burnley Town Centre Strategy 2016, Burnley Town Centre and Canalside Masterplan 2018, Padiham Conservation Area Management Plan 2017</i>			<i>Lead Organisation(s)</i>		<i>BBC, LEP, Chambers of Trade, Town Centre Partnership, HLF</i>

<b>HE1</b>	<b>Identifying and Protecting Burnley's Historic Environment</b>	No specific target identified	To 2032	1, 5, 7, 8	Number of Conservation Areas Number of Conservation Areas with finalised character appraisals Number of buildings on the Heritage at Risk Register Number of Article 4 Directions within Conservation Areas	At 31 March 2021: = 10 = 3 2020 Register = 4 = 0	BBC, Historic England
<b>HE2</b>	<b>Designated Heritage Assets: Listed Buildings, Conservation Area and Registered Parks and Gardens</b>	No specific target identified	BBC	1, 5, 7, 8	Number of Listed Buildings (Entries) Number of Listed Buildings demolished % of LBC appeals dismissed per annum	At 31 March 2021: = 309 = 0 (2020/21) = No LBC appeals (2020/21)	BBC
<b>HE3</b>	<b>Non-Designated Heritage Assets</b>	No specific target identified		1, 5, 8	Number of buildings on the local list (Entries) Number of buildings on the local list demolished	At 31 March 2021 = 400 See para 3.8.8	BBC
<b>HE4</b>	<b>Scheduled Monuments and Archaeological Assets</b>	No specific target identified	To 2032	1, 5, 8	Number of buildings/sites on the Heritage at Risk Register	Heritage at Risk Register 2020: = 4 Listed Buildings = 3 Conservation Areas	BBC, Historic England
<i>Associated Plans/Strategies</i>		<i>Conservation Area Appraisals and Management Plans, SPDs</i>			<i>Lead Organisation(s)</i>		BBC, Historic England, HLF
<b>NE1</b>	<b>Biodiversity and Ecological Networks</b>	No specific target identified  There is Public Service Agreement (PSA) target nationally for 95% of SSSIs to be in favourable or recovering condition	To 2032	1, 3, 5, 7	Quality of SSSIs & Condition of SSSI units Area of SSSIs in adverse condition as a result of development Number of planning approvals with specific conditions/measures to manage/enhance the condition of SSSI/SAC/SPA/Ramsar features of interest Number of Biological Heritage Sites Number of Biological Heritage Sites in Positive Management	See Table 72  2020/21 = 0  31 March 2021 = 43 Data no longer collected by LCC	Natural England Lancashire County Council, BBC



					BAP habitat - created/ managed via planning obligations	To be reported in future AMRs or the IFS (see Section 4)	
<b>NE2</b>	<b>Protected Open Space</b>	All identified sites to be protected	To 2032	2, 5, 7,	Hectares of protected open space lost to development	2020/21 = 0.105	BBC
<b>NE3</b>	<b>Landscape Character</b>	No specific target identified	To 2032	5, 8	No. of planning appeals dismissed on ( <i>inter alia</i> ) landscape character grounds	2020/21 = 0	BBC
<b>NE4</b>	<b>Trees, Hedgerows and Woodlands</b>	No specific target identified	To 2032	1, 5	Number of approvals for the felling of trees protected by a TPO	2020/21 = 4	BBC
<b>NE5</b>	<b>Environmental Protection</b>	No AQMA	To 2032	1, 7	Household waste collected per person (kg):	2019/20 = 325.6	BBC/DEFRA
					% of household waste sent for re-use, recycling or composting Burnley:	2019/20 = 32.2%	BBC/DEFRA
					Amount of non-household waste recycled:	2019/20 = 258 tonnes	BBC/DEFRA
					Amount and % of municipal waste sent to Landfill:	2019/20 = 203,670 tonnes or 35.2% Lancashire 12	LCC/DEFRA
					No of AQMA	As at 31 March 2021 = 0	BBC
					No of noise related complaints	April 2019 – Mar 2020 = 245 April 2020 – Mar 2021 = No information available	BBC
					Ecological Status of Burnley's Rivers	See Table 75	Environment Agency
Greenhouse Emissions Per Capita by Local Authority (CO2)	2019 = 4.5 tonnes	DECC/BEIS					
<i>Associated Plans/Strategies</i>		<i>Lancashire BAP, Burnley GI Strategy,</i>			<i>Lead Organisation(s)</i>		<i>BBC, Natural England, Lancashire Wildlife Trust, Environment Agency</i>
<b>CC1</b>	<b>Renewable and Low Carbon Energy (not including wind energy)</b>	No specific target identified	To 2032	1, 3, 5	% of electricity consumption met by renewable energy in the Borough (equivalent)	As at 2020: equivalent number homes powered using renewable energy = 20,813 (Table 79) this is equivalent to 49.3% of the Borough's total housing stock (Table 21)	DBEIS/VOA/BBC

					Installed renewable energy capacity through the planning system	2020 = 35.8 MW	
<b>CC2</b>	<b>Suitable Areas for Wind Energy Development</b>	No specific target identified	To 2032	1, 5	No of turbines approved outside of and within identified suitable areas	2020/21 Inside = 0 Outside = 0	BBC British Wind Energy Association
<b>CC3</b>	<b>Wind Energy Development</b>	No specific target identified	To 2032	1, 5	Installed wind energy capacity	As at 31 Dec 2020 = 28.7 MW	DBEIS British Wind Energy Association
<b>CC4</b>	<b>Development and Flood Risk</b>	No specific target identified	To 2032	1	Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds  Quality of Burnley's main rivers  Number of Flood Incidences (Section 19 of FWMA Act 2010)  Number of residential properties built in areas of Flood Zone 3	2020/21 = 0  See Table 75  2020/21 Non recorded by LCC  2020/21 = 0	Environment Agency/BBC  Environment Agency LCC  Environment Agency/BBC
<b>CC5</b>	<b>Surface Water Management and Sustainable Urban Drainage (SuDS)</b>	All new major developments to incorporate SuDS	To 2032	1, 5, 6	% of new major housing developments approved incorporating SuDS	2020/21 = 6 major housing developments were approved. All incorporated SuDS or a requirement to submit further details on drainage including SuDS (100%)	BBC
<i>Associated Plans/Strategies</i>		SFRA			<i>Lead Organisation(s)</i>		
<b>IC1</b>	<b>Sustainable Travel</b>	No specific target identified	To 2032	1, 6, 7, 9	Amount of new residential development within 1.2Km of key local services	2019/20 = 97.25%	BBC
					Amount of new residential development within 30 minutes public transport time of key borough services	2020/21 = 100%	BBC

					Road Casualties: people killed or seriously injured Road Casualties: children killed or seriously injured	2020 = 46 2020 = 7	DfT Accidents and Casualties
					Motor vehicle traffic flow estimates (million vehicle km)  Car flow traffic estimates (million vehicle km)	'Lancashire 12' 2020 = 10,143  Count Points 2020: Ref. 8416 i.e. A679/M65 j10 (Cavalry Way s'bound) = <b>41930</b> Ref. 28444 i.e. A671/A679/ (Church Street, Burnley) = <b>13272</b>	DfT National Road Traffic Statistic for Local Authorities  DfT Count Point
IC2	Managing Transport and Travel Impacts	No specific target identified	To 2032	1, 6, 7, 9	Number of Full Travel Plans approved as part of the planning application process.	2020/21 = 3 approved schemes with a Travel Plan	BBC
IC3	Car Parking Standards	No specific target identified	To 2032	1, 2, 3, 4, 7	No. of planning appeals allowed/ dismissed on ( <i>inter alia</i> ) parking grounds	2020/21 = 0	PINS
IC4	Infrastructure and Planning Contributions	No specific target identified	To 2032	All	Amount of S106 contributions requested via planning applications  Amount of S106 spent by type	Data to be reported in IFS - See Section 4	BBC and LCC
IC5	Protection and Provision of Social and Community Infrastructure	No specific target identified	To 2032	6, 7, 11	New major community infrastructure projects delivered  Review of the Playing Pitch Strategy (PPS) (3 yearly)  Number of Playing Pitches lost and or replaced (approved)  People classed as 'inactive' (less than 30 minutes activity per week) People classed as 'fairly active' (30-149 minutes of activity per week) People were classed as 'active' (at least 150 minutes of activity per week)	2020/21= None  Final Report Published 2017. PPS to be reviewed/renewed 2022  2020/21 = None  May 2020/21 = 34.4% May 2020/21 = 10.9% May 2020/21 = 54.7%	BBC  BBC, Sport England Rossendale, Pendle Borough Councils BBC  Sport England

<b>IC6</b>	<b>Telecommunications</b>	No specific target identified		9			Network Providers
<b>IC7</b>	<b>Taxis and Taxi Booking Offices</b>			4, 9	Number of new taxi booking offices approved outside of areas specified in Clause 1) of Policy	2020/21 = 0	BBC
<i>Associated Plans/Strategies</i>		<i>Lancashire LEP Business Plan 2018, Pennine Lancashire Growth and Prosperity Plan 2016-2032, East Lancashire Highways and Transport Masterplan, Burnley Car Parking Strategy</i>			<i>Lead Organisation(s)</i>		<i>BBC, LCC, DfT</i>



Economy & Growth  
Burnley Borough Council  
Town Hall  
Burnley BB11 9SA





## **Burnley Borough Council**

### **Scrutiny Work Programme Proposal**

#### **For completion by Members and Consideration by Scrutiny Committee**

Getting the right topics for scrutiny reviews is the first step in making sure scrutiny adds value to the work of the Council and the community it serves.

The proposal form has been designed to assist members in developing their scrutiny review ideas so that the Committee can have an informed discussion on the work that it will carry out over the year.

In order to be effective, each scrutiny review needs to be properly project managed; should have set of objectives and an initial view on the outcomes that the review will seek to achieve. Any review group should be guided by SMART objectives (Specific, Measurable, Achievable, Realistic and Time-bound) where possible.

When considering whether an item should be included in the work programme the kind of questions the Scrutiny Committee should consider might include:

- Do we understand the benefits scrutiny would bring to this issue?
- How could we best carry out work on this subject?
- What would be the best outcome of this work?
- How would this work engage with the activity of the executive and other decision-makers, including partners?

The Committee should be able to justify how and why a decision has been taken to include certain issues and not others.

Scrutiny Committees have finite resources and deciding how these are best allocated can be difficult and it should be recognised that there may well be issues that they want to look at but that nonetheless are not selected.







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## Scrutiny Work Programme 2022-23

<p>Wednesday 1<sup>st</sup> June 2022</p>	<p>Notice of key decisions and private meetings            Authority Monitoring Report (Planning)-from Feb 2022 meeting            Review Groups Update from 2021/22            Reviews for 2022/23            Work Programme</p> <p><u>Scrutiny Reports to be confirmed from 2021/22</u>            Homelessness paper-update from Nov 2021 meeting            Pension Fund arrangements- from March 2022 meeting</p> <p><u>Exec Reports</u>            Tennis Court Improvements            Charter Walk 2022/23            Enforcement Cash Collection            Sale of Residential Properties</p>
<p>Thursday 7<sup>th</sup> July 2022</p>	<p>Notice of Key Decisions and Private Meetings            Review Group Updates            Work Programme            State of the Local Economy</p> <p><u>Policy Framework Items</u>            Outturn 2021/22/21 Financial Reports-Revenue, Capital, Treasury Management Annual Review of Activity</p>
<p>Thursday 15<sup>th</sup> September 2022</p>	<p>Notice of Key Decisions and Private Meetings            Review Groups            Work Programme</p> <p><u>Policy Framework Items</u>            Revenue Monitoring 2022/23 Quarter 1            Capital Monitoring 2022/23 Quarter 1            Revenue Budget 2023-26-Latest Position and Savings Proposals</p>
<p>Thursday 24<sup>th</sup> November 2022</p>	<p>Notice of Key Decisions and Private Meetings            Half Year performance report 2022-23            Liberata Scrutiny Presentation            Review Groups            Work Programme</p> <p><u>Policy Framework items</u>            Revenue Budget Monitoring Q2 2022/23            Capital Budget Monitoring - Q2 2022/23            Fees &amp; Charges -From Jan 2023            Treasury Management Mid-year update 2022/23</p>

	<p>Licensing Policy  Food Delivery Programme (Annual Update)  Health &amp; Safety Delivery Programme (Annual Update)</p>
<p>Wednesday 11<sup>th</sup>  January 2023</p>	<p>Notice of Key Decisions and Private Meetings  Resident Satisfaction Survey  Community Safety Annual Report  Review Groups  Work Programme</p> <p><u>Policy Framework items</u>  Pay Policy Statement</p>
<p>Thursday 9<sup>th</sup>  February 2023  Budget Scrutiny</p>	<p>Notice of Key Decisions and Private Meetings  Review Groups  Work Programme</p> <p><u>Policy Framework items</u>  Revenue Budget Monitoring Q3 2022-23  Capital Budget Monitoring - Q3 2022-23  Medium Term Financial Strategy  Revenue Budget 2023-4  Capital Budget 2023-24 and Cap Investment Prog 2023/24  Treasury Management &amp; Prudential Borrowing.  Strategic Plan</p>
<p>Wednesday 8<sup>th</sup>  March 2023</p>	<p>Notice of Key Decisions and Private Meetings  Leisure Trust Annual Report  Review Groups  Work Programme</p>

## Scrutiny Work Programme 2021-22

<p>Wednesday 2 June 2021</p>	<p>Notice of key decisions and private meetings  Review Groups Update from 2020/21  Reviews for 2021/22  Work Programme  <i>(Deferred-State of the Local Economy)</i></p>
<p>Thursday 8<sup>th</sup> July 2021</p>	<p>Notice of Key Decisions and Private Meetings  Outturn 2020/21 Financial Reports-Revenue, Capital, &amp; Treasury  Management Annual Review of Activity  Anti-Social Behaviour Policy  Homelessness paper  Authority Monitoring Report - planning  Review Group Updates  Work Programme</p>
<p>Monday  12<sup>th</sup> July 2021  Extraordinary</p>	<p>Charter Walk</p>
<p>Thursday 16<sup>th</sup> September 2021</p>	<p>Notice of Key Decisions and Private Meetings  Revenue Monitoring 2021/22 Quarter 1  Capital Monitoring 2021/22 Quarter 1  Revenue Budget 2022-25-Latest Position and Savings Proposals  Review Groups;  - Housing (Update after Calico Meeting with RG on 31 Aug)  - Market (Update, including on any scope discussion by RG)  Work Programme  Recycling Round  Mobile Home Fee  Waste Vehicle Fleet  Town Centre Developments Update</p>
<p>Thursday  21<sup>st</sup> October 2021  Extraordinary</p>	<p>Pioneer Place</p>
<p>Thursday 25<sup>th</sup> November 2021</p>	<p><u>Policy Framework items</u>  Revenue Budget Monitoring Q2 2021/22  Capital Budget Monitoring - Q2 2021/22  Fees &amp; Charges -From Jan 2022  Treasury Management Mid-year update 2021/22  ADDED  Gambling Act 2005 Policy 2022-24  POSTONED;  Food Delivery Programme (Annual Update)- TO JAN</p>

	<p>Health &amp; Safety Delivery Programme (Annual Update)-TO JAN</p> <p><u>Scrutiny Items</u>  Notice of Key Decisions and Private Meetings  Half Year performance report 2021-22  Liberata Scrutiny Presentation  Homelessnes -Update from July 2021 meeting  Review Groups-Housing and Markets  Work Programme</p> <p><u>Exec items - on 2 Nov 201228-day Notice Key and Private Decisions.</u>  ADDED  Household Support Fund  POSTPONED  Land at Holme Road-TO JAN</p>
<p>Wednesday 12<sup>th</sup>  January 2022</p>	<p><u>Scrutiny items</u>  Notice of Key Decisions and Private Meetings  Resident Satisfaction Survey – NOT DONE THIS YEAR  Community Safety Annual Report -DEFERRED TO MARCH 2022  Review Groups -Housing and Markets  Work Programme</p> <p><u>Policy Framework items</u>  Food Delivery Programme (Annual Update)- FROM NOV  Health &amp; Safety Delivery Programme (Annual Update)-FROM NOV</p> <p><u>Exec Items</u>  Land at Rakehead Recreation Ground  Land at Tabor Street  Levelling Up Fund  Land at Kinross Street</p> <p><u>POSTPONED to FEB Exec 28day Notice items</u>  Land at Holme Road-FROM NOV</p>
<p>Thursday 10<sup>th</sup>  February 2022  Budget Scrutiny  Panel</p>	<p><u>Scrutiny items</u>  Notice of Key Decisions and Private Meetings  Review Groups  Work Programme</p> <p><u>Policy Framework items</u>  Revenue Budget Monitoring Q3 2021-22  Capital Budget Monitoring - Q3 2021-22  Medium Term Financial Strategy  Revenue Budget 2022-23  Capital Budget 2022-23 and Cap Investment Prog 2022/23  Treasury Management &amp; Prudential Borrowing.  Strategic Plan</p>

	<p>Pay Policy Statement</p> <p><u>Items on Executive's Notice of Key and Private Decisions</u>  Land at Holme Road-FROM NOV-Public/Private  St James Street Heritage Action Zone-Private  Housing Renewal Strategy-DEFERRED TO MARCH  EV Charging Strategy  Climate Change Strategy  Land Charges Migration</p>
<p>Wednesday 9<sup>th</sup>  March 2022</p>	<p>Notice of Key Decisions and Private Meetings  State of the Local Economy (reduced to annual reporting) ????</p> <p>Community Safety Annual Report  Leisure Trust Annual Report  Review Groups  Work Programme  (Housing Renewal Strategy DEFERRED- to April Exec)</p>

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