

Authority Monitoring Report 2024/25

January 2026

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1. Introduction

1.1 Background

1.1.1 This authority (annual) Monitoring Report (AMR) 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 period 2024/25.

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 the 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 them 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 The 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 2024/25 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 Local Plan output 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.”

1.3.7 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 previously used dataset 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 the data reported in previous AMRs.

Progress on Plan-Making

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 set out in the Local Development Scheme (LDS).

2.2 The Local Development Scheme (LDS)

2.2.1 The current [LDS](#) was adopted on 6 March 2025. The LDS identifies the documents that will be prepared over the period 2025-2028. No documents are currently proposed for the reasons set out in that document.

2.2.2 This position is being kept under constant review bearing in mind not only the performance of the current plan – as set out in this AMR, but progress with regard to the government’s proposed reforms to the plan-making system.¹

2.3 Adopted Documents

2.3.1 The adopted planning policy documents are:

- Burnley’s Local Plan 2012-2032 (Adopted 31 July 2018)
- Statement of Community Involvement (version 2 - July 2015)

- Shopfront and Advertisement Design SPD (Adopted June 2019)
- Developer Contributions SPD (Adopted December 2020)
- Air Quality Management: Protecting Health and Addressing Climate Change SPD (Adopted December 2020)
- Houses in Multiple Occupation and Small Flats SPD (Adopted April 2022)
- Local List SPD (Adopted April 2022)
- Planning for Health SPD (Adopted October 2022)
- Residential Extensions SPD (Adopted October 2022)

- Burnley Town Centre Public Realm Strategy SPD (September 2011)
- Weavers’ Triangle Public Realm Strategy SPD (September 2011)

2.3.2 Further details of these is 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.

2.4.2 A proposed update of the 2015 SCI had commenced in 2020 but was delayed, initially due to the Coronavirus pandemic, but it was later put on hold pending the outcome of the proposed planning

¹ The Labour Government stated in its July 2024 consultation “Proposed reforms to the National Planning Policy Framework and other changes to the planning system” that it intends to implement the new plan-making system as set out in the Levelling-up and Regeneration Act from summer or autumn 2025. As at December 2025 there have been no legislative changes to bring in the new system.

reforms, set out initially in the White Paper – ‘planning for the future’ (Aug 2020) and subsequently the Levelling Up and Regeneration Bill 2022 (LURB) as these would significantly alter the procedures for plan-making and consultation. As a result, the Council resolved at its Executive meeting on 12 Jul 2023 that it was not sensible to proceed with an update to the SCI at the present time. This matter will be revisited once the outcome of the LURB reforms becomes clearer. See also Section 5 of this AMR.²

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 Plan. Work on Burnley’s Local Plan is complete, and the plan was formally Adopted on 31 July 2018. It sets out strategic and detailed development management policies and identifies site specific allocations - other than any required specifically for Gypsy and Traveller use. The 2018 LDS proposed a separate Gypsy and Traveller Site Allocation(s) DPD.

2.5.2 Regulations introduced in 2017 require local planning authorities to ‘review’ their local plans every five years from the date of their adoption to assess whether they need updating; and to publish their reasons if they consider that no update is necessary. Local plans were always required to be kept under review, but the new Regulations formalise this requirement.

2.5.3 The [5-year Review](#) was considered by the Council’s Executive at its meeting on 12 July 2023, following consideration by Scrutiny Committee on 5 July 2023.

2.5.4 The decision was that an Update of Burnley’s Local Plan 2012-2032 was not necessary. Further information on the current position is set out in the March 2025 [LDS](#).

Gypsy and Traveller Site Allocation(s) DPD

2.5.5 The Gypsy and Traveller Site Allocation(s) DPD would identify any sites needed to provide pitches for specific Gypsy and Traveller use. The most recent timetable for the production of this DPD was 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. The Council's Executive on the 12 July 2023 resolved to formally put on hold the production of this DPD “until such time as *inter alia* the outcome of the proposed planning reforms set out in the LURB become clearer, and that this matter revisited by spring 2024.” It did not therefore feature in the July 2023 LDS, nor the current March 2025 version.

2.5.6 The continued requirement for and ability to prepare the DPD, and a revised timetable, if applicable, will be considered through an update of the LDS once the outcome of the new Government’s policy and system reform proposals becomes clearer.³

² Whilst the Levelling-up and Regeneration Act received Royal Assent in November 2023, the plan-making reform proposals within it are not yet in force and await secondary legislation.

³ The Labour Government stated in its July 2024 consultation “Proposed reforms to the National Planning Policy Framework and other changes to the planning system” that it intends to implement the new plan-making system as set out in the Levelling-up and Regeneration Act from summer or autumn 2025. As at December 2025 there have been no legislative changes to bring in the new system.

2.6 Evidence Base

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

2.6.2 The following table 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 joint evidence 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 3	Dec 2024	No	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	*See below	Produced by Nathaniel Lichfield and Partners (NLP) for Burnley Borough Council
Burnley SHMA Addendum 2014-based SNHP Update	Oct 2017	No	Produced by Lichfields for Burnley Borough Council
Burnley Affordable Housing Needs Study	Included in 2016 SHMA above	*Yes	To be prepared externally via tender process
Burnley Employment Land Demand Study (ELDS) (Update)	June 2016	No	Produced by Nathaniel Lichfield and Partners (NLP) for Burnley Borough Council
Retail, Office and Leisure Assessment	2013	No	Produced by (NLP) in February 2013 for Burnley Borough Council
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
Burnley Green Belt Review Addendum (To include identification of possible Grey Belt)		Yes	To be prepared externally via tender process 2026
Flood Risk Mapping		Yes	Updated regularly by the Environment Agency

Study/Evidence	Date Published	Update currently planned?	Produced by
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 (LTP3)	May 2011	Yes (LTP4) Underway 2025	Lancashire County Council
LTP: East Lancashire Highways and Transport Masterplan	Feb 2014	No	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
Burnley Playing Pitch & Outdoor Sport Strategy (PPOSS)	2023	No	Prepared by KKP for Burnley Council
Indoor Sports Facilities Review	Feb 2015	No	Burnley Borough Council Planning Policy Team
Burnley Play Area Strategy (updated)	July 2017	Update planned in 2026/27	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, the Council will normally set out all the new planning documents it proposes 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 2020 LDS proposed six SPDs as set out in the table below. Following some delays due to the Coronavirus pandemic, work on all but one of these was completed.

2.7.3 Preparation of the Design Guide: Addressing Quality and Climate Change SPD was to commence in 2020 and be led by consultants appointed by the Council. £40,000 was set aside for this work. The subsequent LDS report considered by the Council's Executive on the 12 July 2023 confirmed that this document is being put on indefinite hold awaiting an indication of the outcome of the previous Government's reforms set out in the LURB Bill (which would make 'Design Codes' mandatory as part of the local plan and remove the ability to prepare SPD's).⁴

⁴ Whilst the Levelling-up and Regeneration Act received Royal Assent in November 2023, the plan-making reform proposals within it are not yet in force and await secondary legislation.

The Labour Government stated in its July 2024 consultation "Proposed reforms to the National Planning Policy Framework and other changes to the planning system", that it intends to implement the new plan-making system as set out in the Levelling-up and Regeneration Act from summer or autumn 2025. As at December 2025 there have been no legislative changes to bring in the new system.

Table 2: SPD Programme and Progress

Document Title	Who to Produce?	Statutory Consultation (C) Adoption (A)
Developer Contributions SPD:	BBC Planning Policy Team	(C) 17 Jan to 13 March 2020 (A) December 2020
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) 27 Feb 2020 to 30 June 2020 (A) December 2020
Local List SPD	BBC Planning Policy Team	C) 15 December 2021 to 2 Feb 2022 (A) April 2022
Houses in Multiple Occupation (HMOS) and Small Flats SPD	BBC Planning Policy Team	C) 15 December 2021 to 2 Feb 2022 (A) Adopted April 2022
Residential Extensions SPD	BBC Planning Policy and Development Control Teams	(C) 29 June to 10 August 2022 (A) 26 October 2022
Planning for Health SPD	BBC to prepare in conjunction with Pennine Lancashire Councils (via HPHF Project led by BwD Council)	(C) 29 June to 10 August 2022 (A) 26 October 2022
Design Guide: Addressing Quality and Climate Change SPD	BBC Planning Policy Team/External Consultants	C) Autumn 2020 (A) Jan/Feb 2021 <i>Postponed – SPDs are not a feature of the new Plan-making system.⁵</i>

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, and a further updated version was published in December 2024.

⁵ Whilst the Levelling-up and Regeneration Act received Royal Assent in November 2023, the plan-making reform proposals within it are not yet in force and await secondary legislation.

The Labour Government stated in its July 2024 consultation “Proposed reforms to the National Planning Policy Framework and other changes to the planning system”, that it intends to implement the new plan-making system as set out in the Levelling-up and Regeneration Act from summer or autumn 2025. As at December 2025 there have been no legislative changes to bring in the new system.

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 A Neighbourhood Area was declared in Worsthorne with Hurstwood Parish on 31st March 2017.

2.9.3 A Neighbourhood Plan for this area was 'made' by the Council on 3 December 2025. More information can be found on both Burnley Council's website:

<https://burnley.gov.uk/planning/planning-policies/neighbourhood-planning/neighbourhood-planning-worsthorne-hurstwood-neighbourhood-plan>, and the Parish Council's website:
<https://worsthornewithhurstwoodpc.co.uk/neighbourhood-plan>

Monitoring Information

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 its 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.⁶

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 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.

Census and MYE

3.1.3 The borough's population at the time of the 2021 Census was 94,649 representing a growth of 8.7% since the previous Census in 2011 (7,590 people). The % increase is higher than the % increase for the North West (5.2%) and England (6.6%).

3.1.4 The latest ONS 2024 mid-year population estimate (MYE issued in July 2025) shows the borough's population at 99,233 (99,200 rounded), representing a 4.75% increase on the 2021 Census figure. Following analysis of the 2021 Census results, ONS have revised the previous MYEs issued since the 2011 Census.^{7 8} Whilst this process happens every 10 years following a Census, in Burnley's case it has resulted in significantly increased estimates. Another revision to 2022 and 2023 MYE occurred during the 2025 release which also resulted in a significantly higher figure (see overleaf).

Table 3: Census Population Change East Lancashire 1991-2021

Area	1991	2001	2011	2021	Change 2011-2021
Burnley	91,130	89,542	87,059	94,649	▲
Pendle	85,111	89,248	89,452	95,753	▲
Ribble Valley	51,767	53,960	57,132	61,558	▲
Hyndburn	78,390	81,496	80,734	82,236	▲
Blackburn with Darwen	136,612	137,470	147,489	154,735	▲
Rossendale	65,681	65,652	67,982	70,876	▲
Lancashire-14	1,383,998	1,414,727	1,460,893	1,531,127	▲
North West	6,726,860	6,729,764	7,052,177	7,417,393	▲
England	47,055,204	49,138,831	53,012,456	56,490,045	▲

Source: ONS Census via NOMIS (1991: L01:1 + L01:8 + L01:15 + L01:22) 2021 [Population and household estimates, England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

⁶ The borough Boundary and Local Plan allocations can be seen on [Burnley Council Public Map Cadcorp SIS WebMap 9.1](#)

⁷ [Rebasing and reconciliation of mid-year population estimates following Census 2021, England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

⁸ [Population estimates for England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

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

Year	MYE (Pre 2021 Census)	Reissued by ONS Post-2021 Census			
		Current (revised) MYE	Annual Change	Direction of change	% change since previous year
2012	87,100	87,600			
2013	86,800	87,800	+200	▲	+0.23
2014	87,200	88,800	+1000	▲	+1.14
2015	87,300	89,200	+400	▲	+0.45
2016	87,500	89,900	+700	▲	+0.78
2017	87,700	90,900	+1000	▲	+1.11
2018	88,500	92,000	+1100	▲	+1.21
2019	88,900	93,000	+1000	▲	+1.09
2020	89,300	93,900	+900	▲	+0.97
2021	94,700	94,700	+800	▲	+0.85
2022	-	*95,900	+1200	▲	+1.27
2023	-	*97,400	+1500	▲	+1.56
2024	-	99,200	+1800	▲	+1.85

Source: ONS Analyses of Population Estimates Tool (30 July 2025) (©Crown Copyright – licenced under the Open Government Licence v.3.0). *2022&2023 Figure Revised [Analysis of population estimates tool for UK - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/analysis-of-population-estimates-tool-for-uk)

Population Projections

3.1.5 Whilst the current Local Plan uses the 2014-based population and household projections to inform its housing requirement via the Strategic Housing Market Assessment (SHMA), the most recent are the 2022-based population and household projections which were released in June and October 2025 respectively.

3.1.6 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 32). However, In December 2024 the Government introduced a new Standard Method for assessing housing needs based on existing housing stock figures rather than population/household projections.⁹

3.1.7 The 2014-based sub-national population projections (SNPPs) projected that in 2021 the Borough's population would be 87,400. The 2021 Census however indicated a much higher population (94,700). The most recent 2024 MYE shows a further growth in the population of Burnley at (99,200). The recently issued 2022-based SNPPs project a much higher population in 2032 (the end of the Local Plan period) than the previous four rounds of SNPPs suggested (100,132).

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 Census and MYE.

⁹ [National Planning Policy Framework - 5. Delivering a sufficient supply of homes - Guidance - GOV.UK](https://www.gov.uk/government/publications/national-planning-policy-framework-5-delivering-a-sufficient-supply-of-homes-guidance)

Table 5: Comparison of Population Projections for Burnley Borough

	2012	2014	2016	2018	2020	2021	2022	2024	2025	2032	2012-2032	Average Annual Population Growth
2012-based SNPP	87,127	87,009	86,984	87,002	87,053	87,074	87,086	87,077	87,058	86,885	-242	-12
2014-based SNPP	(87,127)	87,291	87,250	87,286	87,369	87,400	87,424	87,442	87,435	87,303	+176	+9
2016-based SNPP	-	-	87,496	87,550	87,681	87,734	87,751	87,727	87,694	87,180		-20 (2016-2032)
2018-based SNPP	-	-	-	88,527	89,278	89,621	89,935	90,453	90,666	91,861		+238 (2018-2032)
2022-based SNPP	-	-	-	-	-	-	95,655	97,487	97,912	100,138		+448 (2022-2032)
Census (Rounded) (87,100 in 2011)	-	-	-	-	-	94,700	-	-	-	-	-	+760 (2011-2021)
MYE (Rounded)	87,600	88,800	89,900	92,000	93,900	94,700	95,900	99,200	-	-	-	+967 (2012-2024)
Burnley Local Plan Scenario Ei	87,127	87,291	87,522	87,894	88,545	88,890	89,422	90,240	90,434	92,460	5,333	+267 (2012-2032)

Source: ONS and Burnley Council. MYE, 2021 Census

Components of Population Change

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 aged 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 SHMA.

3.1.10 The following Chart shows the different elements of population change annually since the start of the Local Plan period up to 2024.

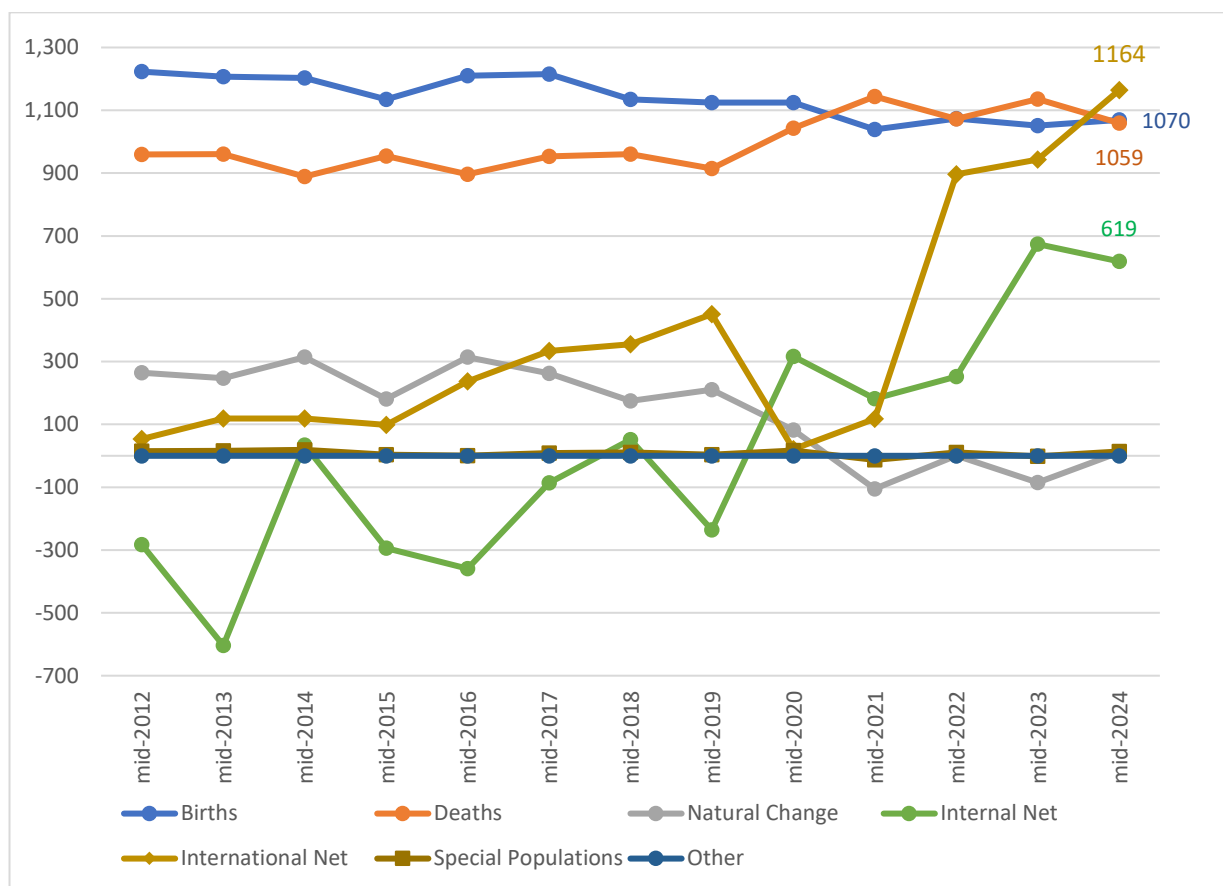
3.1.11 The statistics show a small annual increase in births, from 1,051 in 2023 to 1,070 in 2024. Deaths decreased from 1,136 in 2023 to 1,059 in 2024. Natural Change was therefore +11 in 2024.

3.1.12 Internal net migration i.e. moves between local authorities within the UK was 619 in 2024, down from 674 in 2023.

3.1.13 International net migration increased significantly in 2024 to 1,164 compared to 943 in 2023, whereas in the year to mid-2024, net international migration to England and Wales at 690,147 was much lower than the 833,696 seen in the previous year.

3.1.14 The fertility rate in Burnley in 2024 was at 1.71 children per woman, higher than the previous year's figure (1.68). This is below the so-called 'replacement level fertility' rate (2.1). Burnley's rate is above average for Lancashire-12 (1.49) the North West (1.44) and England and Wales as a whole where the total fertility rate has fallen to its lowest level on record, at 1.41 children per woman.¹⁰ The total fertility rate in England and Wales in 1964 was 2.93 at the peak of the twentieth century 'baby boom' (ONS).

¹⁰ [Births in England and Wales: birth registrations - Office for National Statistics](#)

Table 6: Components of Population Change, Burnley Borough 2012-2024

Source: ONS Analyses of Population Estimates Tool (15 July 2024) (©Crown Copyright – licenced under the Open Government Licence v.3.0). [Analysis of population estimates tool for UK - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/analysis-of-population-estimates-tool-for-uk)

Population Profile

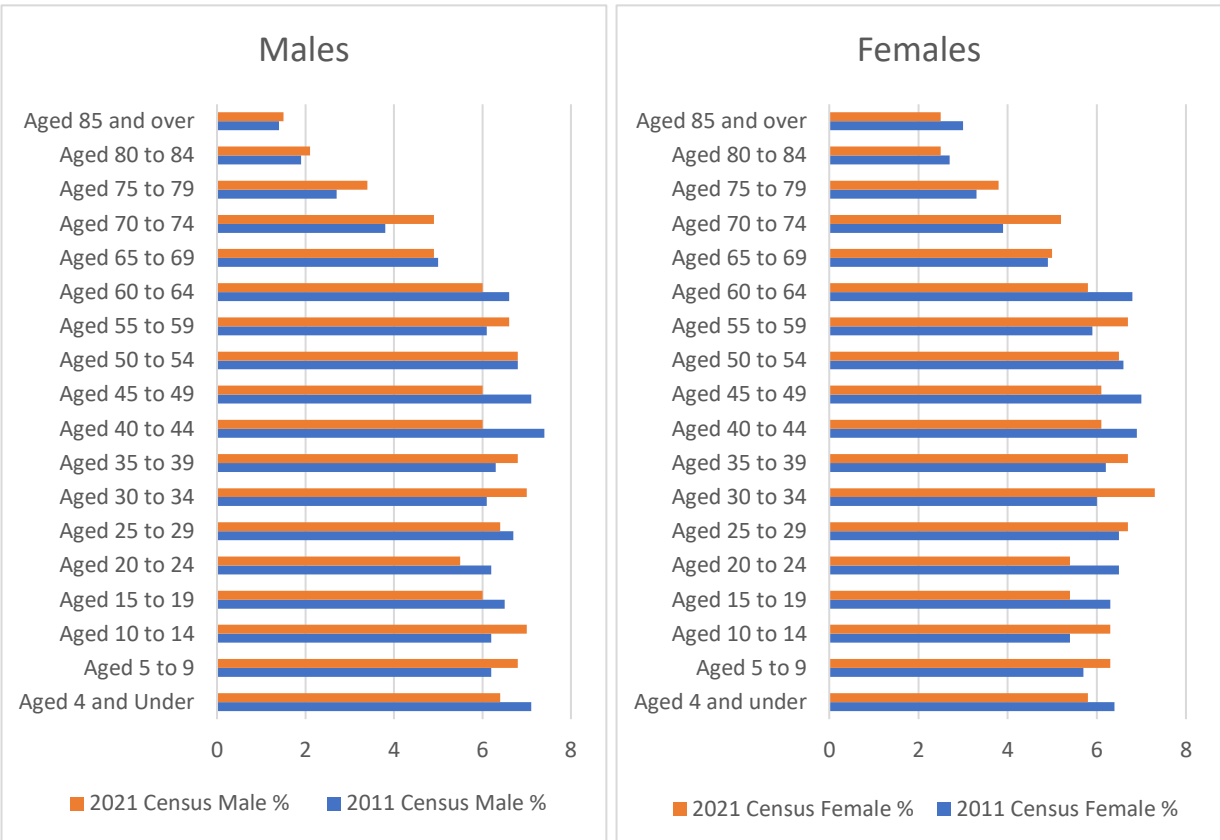
3.1.15 The following table shows the change in population age structure from the 2011 Census to the 2021 Census, in 4-year bands. It shows an increase in the proportion (and number – not shown) of people aged 0-14 in Burnley, rising from 18.4% in 2011 to 19.32% in 2021. This proportion remains above the North West and England rates of 17.60% and 17.42% respectively. A fall in the proportion (and number) of people aged 15-29 was also seen, from 19.4% in the 2011 Census to 17.74% in 2021. The proportion of people aged 30-59 remained the same at 39.2% whilst those aged 60-74 and 75+ increased slightly from 15.4% to 15.95% and 7.5% to 7.71% respectively.

Table 7: Age Profile of Burnley's population 2011-2021

Age Group	2011 Burnley	2011 North West	2011 England	2021 Burnley	2021 North West	2021 England
0-14	18.4%	17.5%	17.7%	19.32%	17.60%	17.42%
15-29	19.4%	20.0%	20.0%	17.74%	18.35%	18.32%
30-59	39.2%	39.6%	40.0%	39.20%	39.38%	40.10%
60-74	15.4%	15.1%	14.6%	15.95%	16.20%	15.61%
75+	7.5%	7.7%	7.7%	7.71%	8.50%	7.20%

Source: 2011 & 2021 Census reports (ONS)

Table 8: Age Profile of Burnley's population, 2011 and 2021 Census Compared



Source: ONS and BBC

3.1.16 The borough's population is ethnically diverse with about 17.5% (16,555) of its residents according to the 2021 Census being black or minority ethnic, an increase from 12.6% (11,005) in 2011 and 8.2% (7,371) in 2001.

3.1.17 In 2021, four out of fifteen of the Borough's wards had 3% or fewer residents who are not white compared to eight wards at the time of the 2011 census, while four wards had a black or minority ethnic population greater than 25% (Bank Hall 38%, Queensgate 45%, Daneshouse with Stoneyholme 82% and Lanehead 30%).

3.2 Deprivation

3.2.1 Within some of the inner urban neighbourhoods, despite some improvement, there remains 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 2021 Census recorded deprivation in four 'dimensions' based on selected household characteristics:

- **Employment:** A household is classified as deprived in the employment dimension if any member, not a full-time student, is either unemployed or disabled.
- **Education:** A household is classified as deprived in the education dimension if no one has at least level 2 education and no one aged 16 to 18 years is a full-time student.

- Health and disability: A household is classified as deprived in the health dimension if any member is disabled.
- Housing: A household is classified as deprived in the housing dimension if the household's accommodation is either overcrowded, 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 in one to four of these dimensions and is only classified to one of the five options.

3.2.4 According to the 2021 Census, the percentage of Burnley households classed as 'not deprived' was 40.9%, an increase from 36.2% in 2011. Similar increases were seen across Lancashire and the North West and England and Wales as a whole. The proportion of households classed as deprived in Burnley however, remains above the Lancashire 14, North West and England averages.

Table 9: Percentage of Households by Deprivation Category

District	Not deprived (2011 Census)	Not deprived (2021 Census)	Deprived in one dimension (2011 Census)	Deprived in one dimension (2021 Census)	Deprived in two dimensions (2011 Census)	Deprived in two dimensions (2021 Census)	Deprived in three dimensions (2011 Census)	Deprived in three dimensions (2021 Census)	Deprived in four dimensions (2011 Census)	Deprived in four dimensions (2021 Census)
Burnley	36.2	40.9	31.3	34.3	23.5	18.3	8.1	6.1	0.8	0.4
Chorley	48.1	52.5	30.2	32.6	17.1	12.0	4.2	2.8	0.3	0.1
Fylde	45.6	50.8	32.7	33.9	17.5	12.4	3.8	2.7	0.4	0.2
Hyndburn	37.9	42.4	31.6	34.1	22.7	17.5	7.2	5.7	0.7	0.3
Lancaster	44.0	48.4	31.8	33.9	18.6	14.0	5.1	3.6	0.5	0.2
Pendle	37.3	42.5	32.2	35.0	22.5	16.9	7.4	5.3	0.6	0.3
Preston	40.9	46.6	31.8	33.6	19.8	15.0	6.7	4.5	0.8	0.3
Ribble Valley	53.3	58.6	30.1	30.5	13.9	9.2	2.6	1.6	0.2	0.1
Rossendale	43.5	48.0	30.5	33.0	19.7	14.7	5.8	4.2	0.5	0.2
South Ribble	48.6	52.4	31.2	33.0	16.6	12.1	3.4	2.4	0.3	0.1
West Lancashire	43.1	48.7	32.6	33.9	19.6	14.0	4.4	3.2	0.3	0.1
Wyre	40.2	46.0	33.4	34.9	21.6	15.4	4.5	3.6	0.4	0.2
Lancashire (12)	43.0	48.0	31.7	33.6	19.5	14.3	5.3	3.8	0.5	0.2
Blackburn w Dw	35.9	41.2	32.1	34.0	22.8	18.2	8.3	6.3	0.8	0.3
Blackpool	31.6	38.2	32.2	35.1	25.6	19.7	9.3	6.5	1.4	0.5
Lancashire (14)	41.2	47.3	31.8	33.7	20.5	14.7	6.0	4.0	0.6	0.2
North West	40.5	46.7	31.7	33.1	20.8	15.4	6.4	4.5	0.6	0.2
England & W's	42.3	48.3	32.6	33.5	19.3	14.3	5.2	3.7	0.5	0.2

Source: ONS 2011 & 2021 Census. [Census Maps - Census 2021 data interactive, ONS](#)

Deprivation according to the IMD

3.2.5 The Indices of Deprivation 2025 uses a group of statistical indicators to rank 33,755 small geographical areas in England with an average population of 1,500 people (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 the IMD - Rank of average scores, Burnley is ranked the 3rd most deprived area out of 296 local authority areas in England. In 2019 it was ranked 8th. The most prevalent form of deprivation in Burnley relates to health and disability. It is important to note that the IMD results, being a ranking, are relative not absolute and so a reduction in deprivation levels may not change an area's position in the ranking if other areas have experienced similar reductions.

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	76.2	▼	78.4	▲	79.4	▲
	2013-2015	76.4	▲	78.5	▲	79.4	-
	2014-2016	76.8	▲	78.7	▲	79.5	▲
	2015-2017	76.4	▼	78.6	▼	79.5	-
	2016-2018	76.4	-	78.5	▼	79.6	▲
	2017-2019	76.3	▼	78.5	-	79.7	▲
	2018-2020	76.0	▼	78.3	▼	79.3	▼
	2019-2021	75.7	▼	78.0	▼	79.0	▼
	2020-2022	75.5	▼	77.8	▼	78.9	▼
	2021-2023	75.5	-	77.9	▲	79.1	▲
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	80.1	-	82.1	-	83.1	-
	2014-2016	80.5	▲	82.1	-	83.1	-
	2015-2017	80.9	▲	82.2	▲	83.1	-
	2016-2018	81.4	▲	82.2	-	83.2	▲
	2017-2019	80.8	▼	82.3	▲	83.3	▲
	2018-2020	80.4	▼	82.0	▼	83.1	▼
	2019-2021	80.0	▼	81.8	▼	82.9	▼
	2020-2022	79.9	▼	81.8	-	82.8	▼
	2021-2023	80.1	▲	82.0	▲	83.1	▲

Source: Office for Health Improvement & Disparities <https://fingertips.phe.org.uk/profile/health-profiles>

3.3.2 The following table shows that Burnley's rates of mortality from circulatory diseases, including heart disease and stroke, and from cancer, remain significantly higher than the Lancashire and England averages. Mortality rates due to circulatory diseases continue to fluctuate across all areas but, Burnley's rate in 2023 at 119.7 per 100,000 population is lower than it was in 2012 (125.2).

3.3.3 Mortality rates due to cancer have seen a strong downward trend across all areas since 2012. This is particularly marked in Burnley where rates in 2023 were more than 37% lower than in 2012 (139.2 per 100,000 population in 2023 compared to 221.1 in 2012).

3.3.4 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 rate from all circulatory diseases (inc. heart disease and stroke) per 100,000 population of those under 75	2012	125.2	83.8	77.3
	2013	105.6	87.8	76.2
	2014	98.0	84.9	73.8
	2015	112.4	82.4	74.2
	2016	95.2	79.0	72.8
	2017	95.6	81.8	71.1
	2018	103.2	83.1	71.8
	2019	98.0	86.2	69.1
	2020	127.3	87.7	74.2
	2021	114.6	88.5	76.0
	2022	109.9	95.0	77.8
	2023	119.7	91.8	77.4
Mortality due to cancer per 100,000 population of those under 75	2012	221.1	153.0	144.6
	2013	163.2	153.1	141.6
	2014	165.8	143.5	138.6
	2015	178.5	134.4	136.7
	2016	156.3	137.3	136.0
	2017	168.0	141.4	132.3
	2018	157.5	136.4	129.9
	2019	171.7	131.3	126.9
	2020	159.1	133.6	125.8
	2021	148.0	130.6	121.5
	2022	130.7	125.5	122.4
	2023	139.2	130.0	120.8

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

3.3.5 The following table shows that in 2021-2023 the infant mortality rate in Burnley increased to 5.4 per 1000 live births. This is above the average for Lancashire and England.

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
2019-2021	3.6*	3.5	3.9
2020-2022	4.4*	4.0	4.0
2021-2023	5.4*	4.0	4.1

Source: Public Health England & ONS, Local Authority Health Profiles (as above table) (rate per 1000 live births)

*Interpret with caution as per ONS guidance. Rates were not calculated where there were fewer than 3 deaths; rates based on such low numbers are susceptible to inaccurate interpretation. Rates calculated where there were between 3 and 19 deaths should be treated with caution, as their reliability as a measure may be affected by the small number of events.

3.3.6 According to the Burnley Health Profile, in 2023/24 some 24.8% (300) Year 6 children aged (10-11 years old) were classified as obese; a decrease from 2022/23 26.5% (315). Obesity levels remain above the Lancashire 12 and England averages. In 2023 Burnley participated in the Beat the Street Campaign¹¹. Whilst anyone can participate in this programme, there is a strong focus on getting primary school aged children active by incentivising exercise with rewards and prizes. Along with a school leaderboard system, in total, 12,364 players took part covering 155,121 miles. It will be interesting to see whether programs such as this have a positive impact on Child Obesity levels in future years.

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

Year	Burnley	Lancashire (12)	England
2012/13	19.1	17.8	18.9
2013/14	21.0	18.0	19.1
2014/15	21.6	18.4	19.1
2015/16	23.6	18.9	19.8
2016/17	21.0	18.8	20.0
2017/18	22.8	18.8	20.1
2018/19	19.9	20.0	20.2
2019/20	22.0	20.7	21.0
2020/21	*	*	25.5
2021/22	28.1	22.9	23.4
2022/23	26.5	22.1	22.7
2023/24	24.8	21.0	22.1

Source: Public Health England & ONS, Local Authority Health Profiles (As above) *Value Not published for data quality reasons

3.3.7 The following table compares the 2011 and 2021 Census's and the number and proportion of people in Burnley whose day-to-day activities were limited by long term illness or disability. These showed an improving picture with the proportion of people whose day-to-day activities are limited "a

¹¹ [Burnley | Beat the Street](#)

lot” falling from 11.6% in 2011 to 9.8% in 2021. Likewise, the proportion of people who recorded their day-to-day activities as “not limited” increased from 77.5% in 2011 to 79.4% in 2021.

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

	Population	A lot	A lot %	Little	Little %	Not limited	Not limited %
Burnley 2011	87,059	10,090	11.6	9,517	10.9	67,452	77.5
Burnley 2021	94,646	9,319	9.8	10,183	10.8	75,144	79.4

Source: ONS 2011 & 2021 Census

Healthcare Facilities

3.3.8 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 four whole time equivalent GPs, with associated nursing and administrative staff. It was anticipated that this growth could be accommodated within existing practices and that it would 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.

3.3.9 The East Lancashire Clinical Commissioning Group (CCG) was replaced on 1 July 2022 by the NHS Lancashire and South Cumbria Integrated Care Board

3.3.10 A review of the Council’s Infrastructure Delivery Plan (IDP) was completed in December 2024 and sets out updated information on health infrastructure.

3.3.11 In December 2020 the Council 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

3.3.12 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.

3.3.13 In January 2021 the building regulations were amended to require changing place facilities to be included in a wide range of large facilities that provide public access including sport, recreation and entertainment venues, shopping centres and large retail stores.¹²

3.3.14 In the monitoring period 2018/19, one such facility, the Borough’s first, was completed at St Peter’s Leisure Centre. Four more facilities opened in Burnley in 2019/20.

3.3.15 In March 2022, the government announced it would provide £90,000 in funding to Burnley Council to provide two additional changing places facilities [Changing Places Fund: local authority allocations - GOV.UK \(www.gov.uk\)](#) and in 2023/24 the first scheme at Thompson Park Burnley was

¹² Approved_Document_M_vol_2.pdf (publishing.service.gov.uk)

delivered with this funding. In 2024/25 two further schemes were completed at Padiham Leisure Centre and in Burnley Town Centre.

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
2021/22	N/A	0
2022/23	N/A	0
2023/24	Thompson Park, Burnley	1
2024/25	'Down Town' Burnley	1
	Padiham Leisure Centre	1
Total		8

Source: <http://changingplaces.uktoiletmap.org>, Burnley Council.

3.4 Crime

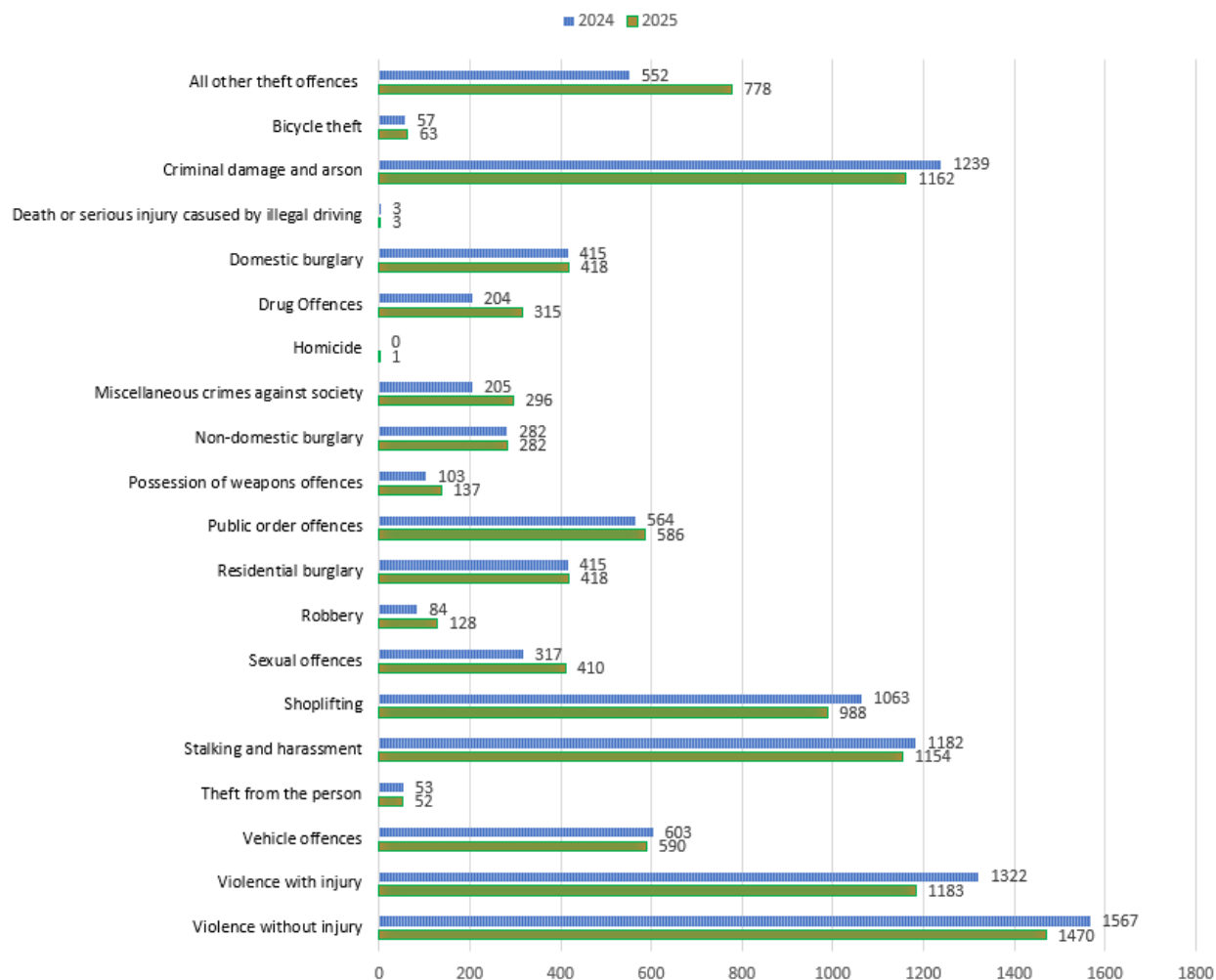
3.4.1 According to Home office data for the year to 31 March 2025, there were 10,016 recorded crimes (excluding fraud) in Burnley borough. Giving a crime rate per 1,000 population (based on the 2024 MYE of 99,233) of 100.93. This represents a decrease on the previous year's figures in number and rate. 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 2024 MYE of 1,601,645) would be 80.65, a decrease 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 2024 and 2025 by category can be seen in the following table. 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: [Community Safety overview - Lancashire County Council](#)

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/>

Table 16: Recorded Crime by category, Burnley 2024 and 2025 (31 March)

Source: [Police recorded crime and outcomes open data tables - GOV.UK](#) (Police recorded crime Community Safety Partnership open data, year ending March 2016 to year ending March 2025). Note: Calculation used to Calculate Crime rate – (Number of Offences ÷ Population x 1000)* 2024 Figures Revised due to delays in reporting and reclassification of crime types.

3.5 Housing

Type and Tenure

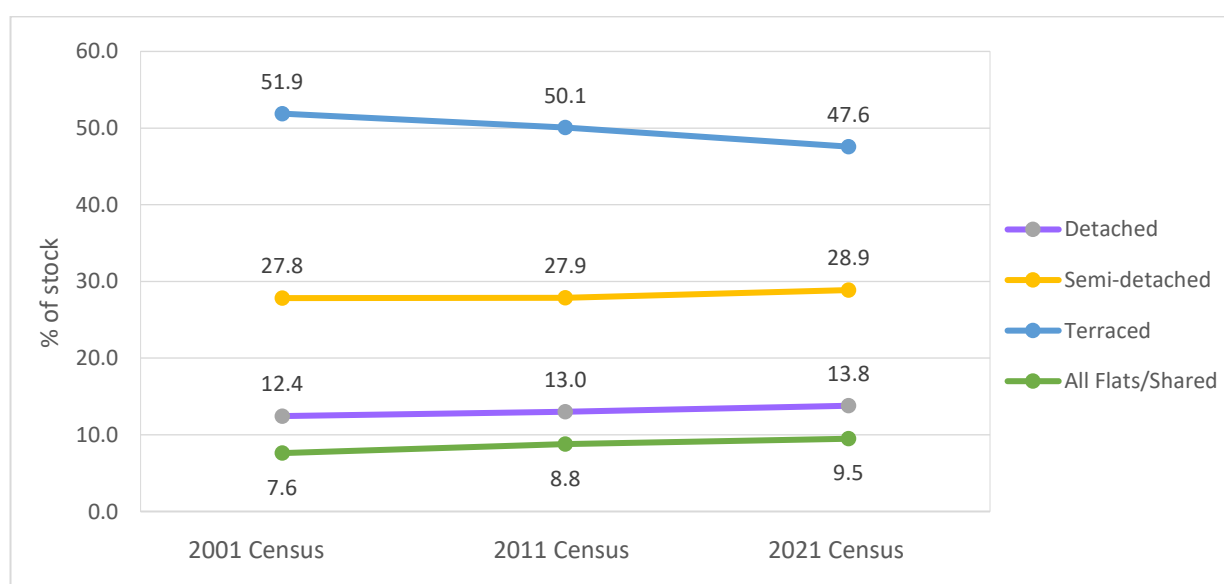
3.5.1 According to the 2021 Census, 47.6% of Burnley's housing stock consists of terraced properties. Whilst the overall proportion of terraced housing has now fallen below 50%, the proportion is still significantly higher than the regional average of 28.2% and the England average of 22.8%. The proportion of flats is also increasing in Burnley rising from 8.8% at the time of the 2011 Census to 9.5% at the time of the 2021 Census. Much of the terraced housing comprises pre-1919 two bedroomed houses with small rear yards and this constrains choice in the housing market.

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. This is reflected in the Local Plan. As the statistics below show, progress has been made in this regard. It also recognised, 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 17: Census Housing Type (Number and % all stock, including vacants) Table

Type	Burnley 2001 Census		Burnley 2011 Census		Burnley 2021 Census	
	Number	%	Number	%	Number	%
Detached	4,952	12.4	5,203	13.0	5,785	13.8
Semi-detached	11,077	27.8	11,144	27.9	12,115	28.9
Terraced	20,654	51.9	20,009	50.1	19,965	47.6
Flat/maisonette	3,031	7.6	3,505	8.8	3,980	9.5
Caravan/mobile st're	88	0.2	103	0.3	110	0.3
Total	39,802		39,964		41,955	

Table 18: Census Housing Type (% all stock, including vacants) Chart



Source: 2001 Census Table KS16, ONS 2011 Census Table KS401EW, 2021 Census [Number of dwellings by housing characteristics in England and Wales - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/housing/dwellings)

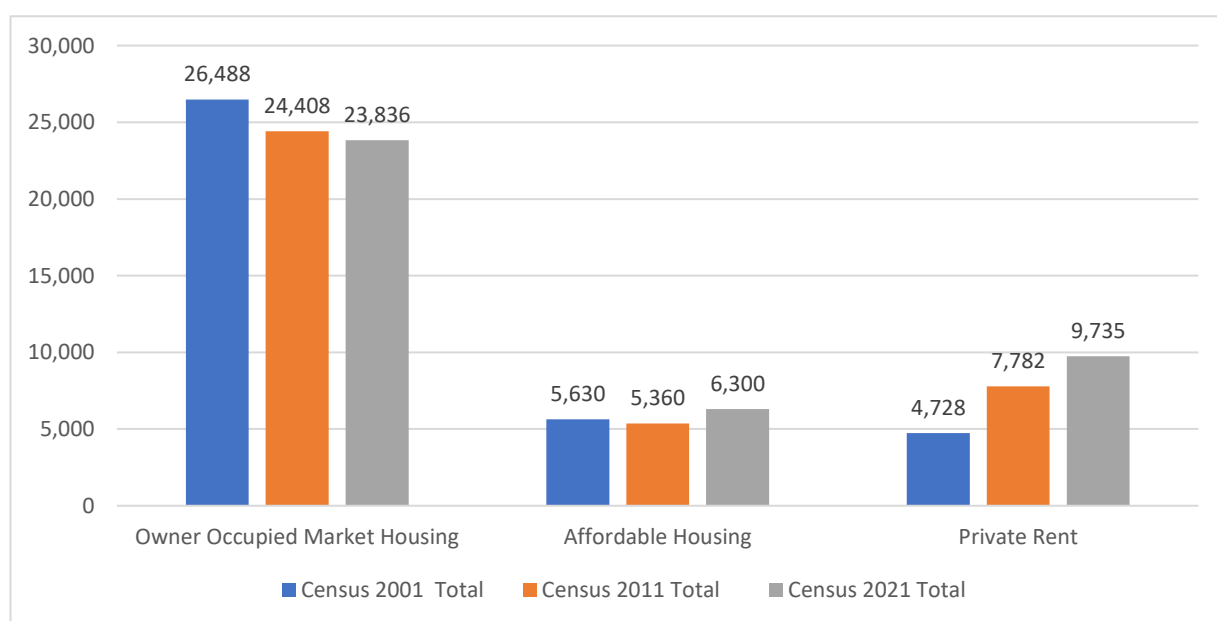
3.5.3 Census data (Table 19) shows that between 2011 and 2021 there was a decrease in the number and proportion of Burnley residents in owner occupation and an increase in the number and proportion in private rented accommodation. It also shows that overall, the affordable housing stock has increased in number and proportion. The number of properties rented from the Council is however, much smaller than shown (see Table 21). Following the housing stock transfer, many occupiers' perception is that their private registered provider was/is the 'Council'.

Table 19: Census Housing Tenure (occupied dwellings only)

Tenure	Census 2001			Census 2011			Census 2021		
	Burnley (number)	Burnley %	England %	Burnley (number)	Burnley %	England %	Burnley (number)	Burnley %	England %
Owner occupied									
Owned outright	10,994	29.7	29.2	11,815	31.5	30.8	13,051	32.7	32.5
Owned with mortgage or loan	15,494	42.1	38.9	12,593	33.5	32.7	10,785	27.0	28.8
Shared: part owned and part rented	107	0.3	0.7	79	0.2	0.8	91	0.2	1.0
Social rented									
Rented from Council	2,593	7.0	13.2	1,418	3.8	9.4	1,747	4.4	8.3
Other social rented	2,930	8.0	6.1	3,863	10.3	8.2	4,462	11.2	8.8
Private rented									
Private landlord or letting agency	3,409	9.3	8.8	6,664	17.7	15.3	8,621	21.6	18.2
Other private rented	1,319	3.6	3.2	603	1.6	1.4	1,075	2.7	2.2
Rent free	n/a	n/a	n/a	515	1.4	1.3	39	0.1	0.1
Total	36,796	100	100.1	37,550	100	99.9	39,871	99.9	99.9

Source: ONS Census: 2001 Table KS18; 2011 Table KS5402EW, and 2021 Table TS054

Table 20: Burnley Housing Tenure 2001-2021 (occupied dwellings only)



Source ONS Census as above

3.5.4 The following data taken from Local Authority Housing Statistics returns, shows an increase in the overall number of social rented properties in Burnley (+28), Lancashire and England as a whole since 2023 (2023 figures not shown); and more accurately indicates the number of properties rented from the Council and other registered providers.

Table 21: Housing Tenure April 2024

	Local Authority		Private Registered Provider		Other public sector		Private sector		Total
	Number	%	Number	%	Number	%	Number	%	
Burnley	36	0.08	6,492	15.17	0	0.00	36,260	84.74	42,788
Pendle	1	0.00	4,816	11.55	0	0.00	36,896	88.45	41,713
Hyndburn	1	0.00	5,035	13.30	0	0.00	32,826	88.70	37,862
Ribble Valley	10	0.03	2,335	7.71	15	0.05	27,910	92.20	30,270
Rossendale	20	0.06	4,749	14.46	12	0.04	28,057	85.44	32,838
Lancashire 12	9,719	1.69	61,144	10.62	440	0.08	504,487	87.62	575,790
England	1,574,098	6.14	2,671,675	10.43	29,016	0.11	21,342,624	83.31	25,617,413

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. 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 2025, 59.8% of dwellings in Burnley were in the lowest Band 'A' compared to the average for England of only 23.7%. Although fairly steadily increasing in number, there has also been a fairly steady decrease in the proportion of Band 'A' properties since the start of the Plan period.

3.5.6 The largest rise in number and percentage terms since the start of the Plan period, 2012, has been in Band 'B' properties.

3.5.7 Since the adoption date of the Plan in 2018, the largest rise in percentage terms has been in Band D properties, 10.42%, followed by Band E, 7.71%.

3.5.8 The highest Bands 'F' to 'H' account for 9.36% of properties in England, but just 1.14% in Burnley.

3.5.9 The later sections on housing density and housing mix (Page 65) analyse this further.

Table 22: Burnley Dwelling Stock by Council Tax band 2012 – 2025

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

Year	Band A	%	Band B	%	Band C	%	Band D	%	Band E	%	Band F	%	Band G	%	Band H	%	Total
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
2022	25,710	60.4	5,742	13.5	6,355	14.9	2,954	6.9	1,284	3.0	334	0.8	134	0.3	20	0.0	42,533
2023	25,761	60.2	5,806	13.6	6,419	15.0	3,014	7.0	1,301	3.0	336	0.8	134	0.3	21	0.1	42,792
2024	25,774	59.9	5,841	13.6	6,504	15.1	3,061	7.1	1,334	3.1	335	0.8	133	0.3	21	0.1	43,003
2025	25,798	59.8	5,849	13.4	6,554	15.2	3,084	7.2	1,355	3.1	336	0.8	133	0.3	22	0.1	43,131
Change 2012-25	+851		+898		+475		+365		+92		+10		-1		+1		2,691
% Change 2012-25	3.41%		18.14%		7.81%		13.42%		7.28%		3.07%		-0.75%		4.76%		6.65%
Change 2018-25	+505		+398		+392		+291		+97		+7		0		+2		+1,692
% Change 2018-25	2.00%		7.30%		6.36%		10.42%		7.71%		2.13%		0.00%		10.0%		4.10%

Source: Council Tax, Burnley Borough Council Figures are for 10 September 2025, taken from (Council Tax local authority level data 2024) [Council Taxbase 2025 in England - GOV.UK](#)

Vacant Dwellings

As at October 2025, there were 1,786 empty homes in the borough, 4.1% of the overall housing stock; an increase of 62 from the previous year. 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 492 excess vacancies (as opposed to over 2,015 in 2009). This demonstrates significant progress in addressing this issue, achieved in part due to selective demolition, conversion of surplus stock to new uses and targeted action by the Council to bring homes back into use.

Table 23: 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	1,907	4.6%	41,889	▼
*2021 October	1,832	4.3%	42,192	▼
*2022 October	1,867	4.4%	42,533	▲
*2023 October	1,731	4.1%	42,792	▼

*2024 October	1,724	4.0%	43,003	▼
*2025 October	1,786	4.1%	43,131	▲

Source: (Council Tax local authority level data 2025) [Council Taxbase 2025 in England - GOV.UK](#) *Previous year's figures revised (Table 615: vacant dwellings by local authority district: England, from 2004) [Live tables on dwelling stock \(including vacants\) - GOV.UK](#)

3.5.10 In October 2025, 646 or 36.17% of the vacant properties had been empty for six months or more. This represents an increase in the number but slight decrease in the percentage from 2024 (638 or 36.5%). These 'long term vacants' represent 1.5 % of all properties in the borough.

3.5.11 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'. 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.

3.5.12 Strong progress has been made in the three identified housing regeneration neighbourhoods. The programme in Burnley Wood is complete with developer Keepmoat completing over 240 new homes in conjunction with Accent who delivered 24 of these as 'affordable' homes. In South West Burnley, Keepmoat also completed their programme of new build housing delivering 180 units by 31 March 2019. In Daneshouse, by 31 March 2025, developer Gleeson had completed 191 units and Great Places Housing Group had completed 59 new homes, 53 of which were 'affordable'. In Stoneyholme, Gleeson had completed 50 units.

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

3.5.14 Following the cessation of the Pathfinder Programme, the Council continues to deliver an empty homes programme which uses a range of tools 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.

3.5.15 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.

3.5.16 These measures are helping to tackle the ongoing problems of empty homes and have helped bring 836 empty homes back into use since 2014, but resources are limited. Additional external funding would allow these initiatives to have a greater impact.

3.5.17 Policy SP2 of Burnley's Local Plan 2012 – 2032 makes an allowance of 228 for empty homes brought back into use via these targeted initiatives for the period 2014-2019 (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 24: 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
(Sub Total	(282)
2019/20	94
2020/21	88
2021/22	106
2022/23	84
2023/24	91
2024/25	97
Overall Total	836

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

Condition

Decency

3.5.18 In 2023, data from the Building Research Establishment (BRE) showed that there were 6,212 homes in Burnley with Category 1 hazards in the private sector.¹³ As defined by the Housing Health and Safety Rating System (Housing Act 2004) This equates to 14.7% of properties in Burnley, compared with a national average of 8% for England.

3.5.19 The number of private rented properties in Burnley grew by 25.1% between 2011 and 2021 (Census records) - with many of the inner areas of the town having over 40% of properties in the private rented sector (PRS). Whilst the PRS plays a valuable role in providing accommodation and choice, some landlords do not take appropriate responsibility for the condition of their properties or for the way they manage the properties and tenancies.

3.5.20 Private rented sector stock in Burnley has a significantly higher percentage of properties that contain a category 1 hazard at 22.5%. Out of the 15 wards in Burnley, 9 have a higher-than-average percentage of private rented properties that contain category 1 hazards, ranging from 23% to 27%.

3.5.21 Across all tenures, Burnley has a higher percentage of non-decent dwellings with private rented properties recording 29.6% against an England average of 22.5%, and owner-occupied properties recording 19.4% against an England average of 13.9%. In Burnley terraced housing has the highest level of non-decency at 26.4% of the stock.

3.5.22 Improving conditions in the Private Rented Sector (PRS) is a priority for the Council (Strategic Plan 2023). To improve standards in the PRS the Council are currently implementing/or have implemented the following:

¹³ Source: BRE Integrated Dwelling Level Housing Stock Modelling and Database for Burnley Council, July 2023.

- 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.
- Houses in Multiple Occupation: The Council continues to assess licence applications for houses in multiple occupation to ensure these high-risk properties are of good condition and managed in line with the statutory requirements. In addition to this, the Council has strengthened its planning policy position by adopting the Houses in Multiple Occupation and Small Flats Supplementary Planning Document¹⁴ and has introduced a 'non-immediate' Article 4 Direction which removes permitted development rights for the change of use from Use Class C3 (dwellinghouses) to C4 (Houses of Multiple Occupation (HMO))¹⁵.
- There are currently 7 'selective licensing' areas operating across the Borough:
 - The following schemes came into force on 21st July 2022 and will end on 20th July 2027:
 - The Burnley Wood with Healey Wood Selective Licensing area
 - The Leyland Road area Selective Licensing area
 - The following schemes came into force on 27th April 2025 and will end on 26th April 2030:
 - The Trinity Selective Licensing area
 - The Queensgate Selective Licensing area
 - The Gannow Selective Licensing area
 - The Daneshouse and Stoneyholme Selective Licensing area
 - The Padiham Selective Licensing area

3.5.23 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.

3.5.24 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.

¹⁴ <https://burnley.gov.uk/planning/planning-policies/supplementary-planning-documents/houses-multiple-occupation-and-small-flats-spd/>

¹⁵ <https://burnley.gov.uk/planning/planning-permission/do-i-need-planning-permission/article4/article-4-direction-houses-in-multiple-occupation/>

Energy Efficiency and Fuel Poverty

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

3.5.26 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.

3.5.27 In June 2014, fuel poverty results for 2012 were published by the Department of Energy and Climate Change (Now the Department for Energy Security & Net Zero DESNZ). 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
- Were the household to spend that amount, they would be left with a residual income below the official poverty line.

3.5.28 Using this definition, in 2023, (the latest stats available) the number of households in fuel poverty in England was estimated at c2.8million, representing approximately 11.4% of all English households, a decrease on the previous year's figures. The results indicated that in Burnley 6,639 households (16.2%) were in fuel poverty. This shows a much higher proportion than the national figure, but a figure that has also decreased from 7,899 (19.3%) in 2022. In Burnley, two (LSOAs) had levels of fuel poverty above 30% - a significant decrease on the nine in 2022 (BEIS - Lower Super Output Areas).

Table 25: Households in fuel poverty in East Lancashire 2025 (2023 data)

Area	All households (estimated number)	Fuel-poor households (estimated number)	Fuel-poor households (%)	Rank out of 314 local authorities in England
Burnley	41,071	6,639	16.2	Data Not Available
Blackburn with Darwen	60,548	8,827	14.6	Data Not Available
Hyndburn	35,864	5,448	15.2	Data Not Available
Pendle	39,250	6,278	16.0	Data Not Available
Ribble Valley	27,553	3,112	11.3	Data Not Available
Rossendale	31,467	4,133	13.1	Data Not Available
Lancashire	541,261	66,833	12.4	-
North West	3,248,748	393,065	12.1	-
England	24,568,372	2,801,647	11.4	-

Source: Department for Business, Energy & Industrial Strategy [Fuel Poverty in England: sub-regional - data.gov.uk](https://data.gov.uk)

3.5.29 In February 2021 a new fuel poverty sustainable strategy was published [Sustainable warmth: protecting vulnerable households in England - GOV.UK \(www.gov.uk\)](https://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

- Its disposable income (income after housing costs (AHC) and energy needs) would be below the poverty line.

3.5.30 The issues of thermally inefficient stock and higher than average levels of fuel poverty overlap.

3.5.31 It will be interesting to monitor how this new LILEE strategy affects fuel poverty levels over time. At the time of publishing this AMR, no new statistics were available.

House Prices, Sales and Affordability

House Prices

3.5.32 In the 2024 calendar year, median house prices in the borough stood at £125,000. The mean figure for 2024 stood at £150,296 a 5.9% increase from 2023. (Note - Previously reported figures can change due to the time lag in registering some property sales.)

3.5.33 Average prices by all measures remain well below the North West and England and Wales levels e.g. mean prices are only c41 % of the England and Wales level. These marked differences in price partly reflect the different stock profiles (see earlier). If median detached house prices are compared then the difference is significantly less e.g., Burnley's are 68% of the national average (£280,000 compared to £415,000).

3.5.34 There is also a marked difference between house prices in the rural and urban parts of the borough.

Table 26: Average House Prices – All Types - Calendar Years (£)

		2012	2018	2019	2020	2021	2022	2023	2024	% Annual Change
Burnley	Mean	93,751	106,293	110,697	123,200	136,192	149,356	141,926	150,296	+5.9%
	Median	77,500	90,000	94,000	104,000	120,000	130,000	115,000	125,000	+8.7%
	Lower Quartile	45,000	54,995	57,500	62,999	75,000	81,000	75,000	79,500	+6.0%
North West	Mean	155,020	194,248	200,213	217,621	238,126	248,714	250,132	256,471	+2.5%
	Median	130,000	161,000	167,500	180,000	195,000	208,000	210,000	215,000	+2.4%
	Lower Quartile	90,000	113,000	117,500	125,000	137,500	143,000	143,000	150,000	+4.9%
England & Wales	Mean	238,271	297,513	301,873	327,142	349,666	369,144	367,670	367,337	-0.1%
	Median	180,000	235,000	239,995	257,495	276,000	290,000	285,400	290,000	+1.6%
	Lower Quartile	125,000	153,500	157,500	169,000	182,500	190,000	189,995	194,745	+2.5%

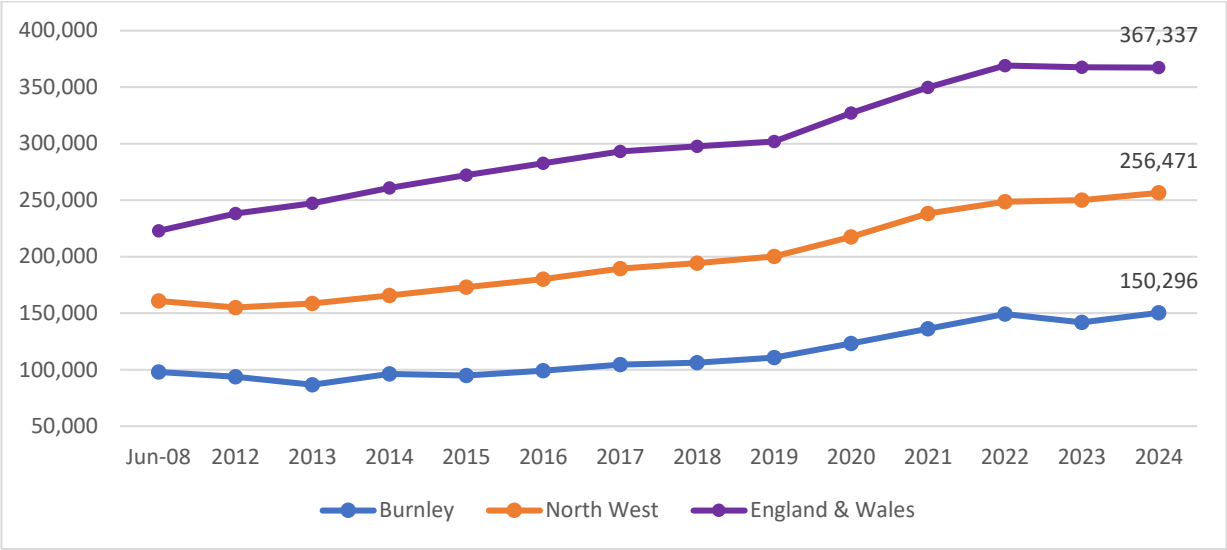
Source: Land Registry via Office for National Statistics (Tables 1a and 2a) Accessed Sep 2025.

Mean price for administrative geographies- [Price Paid Data – Standard Reports - HM Land Registry Open Data](#)

Lower Quartile price for administrative geographies- [Lower quartile price paid for administrative geographies - Office for National Statistics \(ons.gov.uk\)](#)

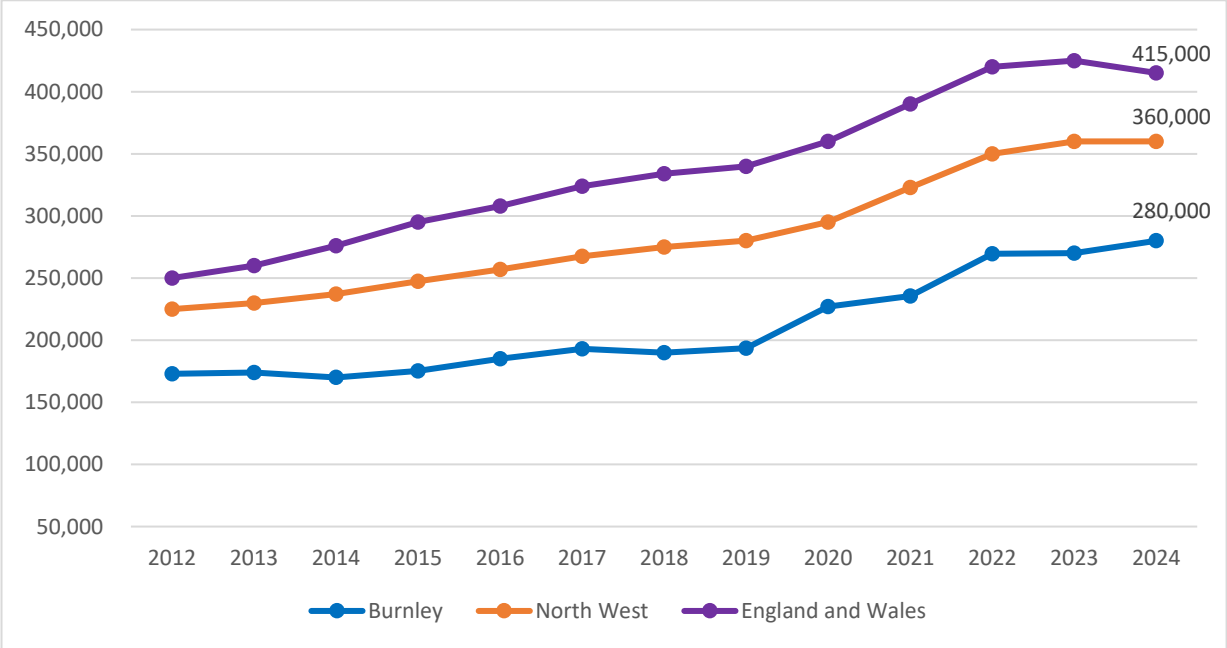
Median house price for administrative geographies- [Median house prices for administrative geographies - Office for National Statistics \(ons.gov.uk\)](#)

Table 27: Mean House Prices (All Types) June 2008 to Dec 2025 (£) Compared



Source: BBC from Land Registry - Accessed Sep 025

Table 28: Median House Prices - Detached - 2012 to 2024 (£) Compared



Source: ONS [Median house prices for administrative geographies - Office for National Statistics](#)- Accessed Sep 2025

3.5.35 There are marked differences in house prices across the borough (significantly influenced by the differing stock profiles). The following table shows median house price variation between ONS’s Middle layer Super Output Areas (MSOAs). Ward figures are no longer published by ONS, but using MSOAs and ONS’s ‘ward best fit analysis’ this shows the rural ward of Cliviger with Worsthorpe as having the highest prices (£237,500) and Daneshouse with Stoneyholme the lowest (£70,000). The wards of Gannow and Gawthorpe recorded the biggest increase in median house prices in percentage terms between 2024 and 2025. Increasing by 33.3% and 19.6% respectively. The increase in Gannow is likely due to the final sales at ‘Valour Park’.

Table 29: Median House Prices by MSOA, year ending March (£)

MSOA Code	MSOA Name& Best Fit Ward	Mar 2012	Mar 2018	Mar 2019	Mar 2020	Mar 2021	Mar 2022	Mar 2023	Mar 2024	Mar 2025	% Annual Change
E02005176	Burnley 001 Lanehead	105,000	114,250	115,500	115,000	125,000	130,000	130,000	142,000	148,500	+4.6
E02005177	Burnley 002 Queensgate	53,000	69,972	61,250	64,000	67,500	85,000	82,500	78,000	88,000	+12.8
E02005178	Burnley 003 Daneshouse w' Stoneyholme	38,000	44,000	45,000	49,000	59,999	65,000	75,500	68,000	70,000	+2.9
E02005179	Burnley 004 Gawthorpe	72,500	89,475	73,000	75,000	90,000	95,000	100,000	92,000	110,000	+19.6
E02005180	Burnley 005 Whittlefield with Ightenhill	118,000	147,000	142,500	163,750	204,995	197,995	214,995	205,000	217,000	+5.9
E02005181	Burnley 006 Gannow	73,500	80,000	84,000	75,739	75,000	97,500	103,000	90,000	120,000	+33.3
E02005182	Burnley 007 Bank Hall	61,250	54,498	54,995	65,500	62,000	85,000	79,999	78,500	82,500	+5.1
E02005183	Burnley 008 Brunshaw	89,500	100,000	100,000	116,000	130,000	130,000	140,000	160,000	167,500	+4.7
E02005184	Burnley 009 Cliviger with Worsthorne	141,500	165,000	166,000	175,000	185,000	220,000	239,975	255,000	237,500	-6.9
E02005185	Burnley 010 Coal Clough with Deerplay	50,000	55,000	65,000	62,000	62,999	84,000	82,999	82,500	90,000	+9.1
E02005186	Burnley 011 Hapton with Park	123,500	143,000	142,000	143,998	161,500	150,000	185,000	193,500	189,000	-2.3
E02006881	Burnley 014 Trinity	90,000	105,000	97,995	99,000	115,000	122,500	139,750	119,000	121,000	+1.7

Source: ONS Accessed Sep 2025

Dataset [Median house prices by Middle layer Super Output Area - Office for National Statistics](#)Best Fit Ward [Open Geography Portal](#)

Sales

3.5.36 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. 2021 saw a surge in sales not seen for at least a decade. Sales reduced in 2022, 2023 and 2024 but remain well above 2012 levels.

Table 30: House Sales by Type in Burnley

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Detached	117	119	184	155	174	213	223	213	210	290	279	207	173
Semi-detached	237	242	335	313	375	427	403	360	315	518	474	309	304
Terraced	518	611	769	806	896	909	878	827	681	956	883	768	708
Flat/maisonette	19	27	34	43	25	40	32	25	25	45	68	38	40
Total	891	999	1,322	1,317	1,470	1,589	1,536	1,425	1,231	1,809	1,704	1,322	1,225

Source: Land Registry [Price Paid Data – Standard Reports - HM Land Registry Open Data](#) Accessed May 2025

Previous year's figures are often updated due to delays in registering sales.

3.5.37 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, and building regulation changes 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

3.5.38 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 residual income taking into account lifestyle and outgoings, rather than on multipliers of gross income.

3.5.39 The current national Planning Practice Guidance does not suggest a particular formula but indicates that any assessment of affordable need should “identify the minimum household income required to access lower quartile (entry level) market housing”. (Paragraph: 021 Reference ID: 2a-021-20190220)

3.5.40 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.

3.5.41 The following table shows the ratios of house prices in the borough (all types) to income from 2012 to 2024 using median and lower quartile data. In Burnley, the Lower Quartile ratio fell from 1 to 3.25 in 2023 to 1 to 2.86 in 2024 and the Median ratio fell from 1 to 3.77 to 1 to 3.67, thus showing housing as becoming more affordable. Similarly, the much higher ratios for England also fell.

Table 31: House Purchase Affordability Ratios 2012-2024

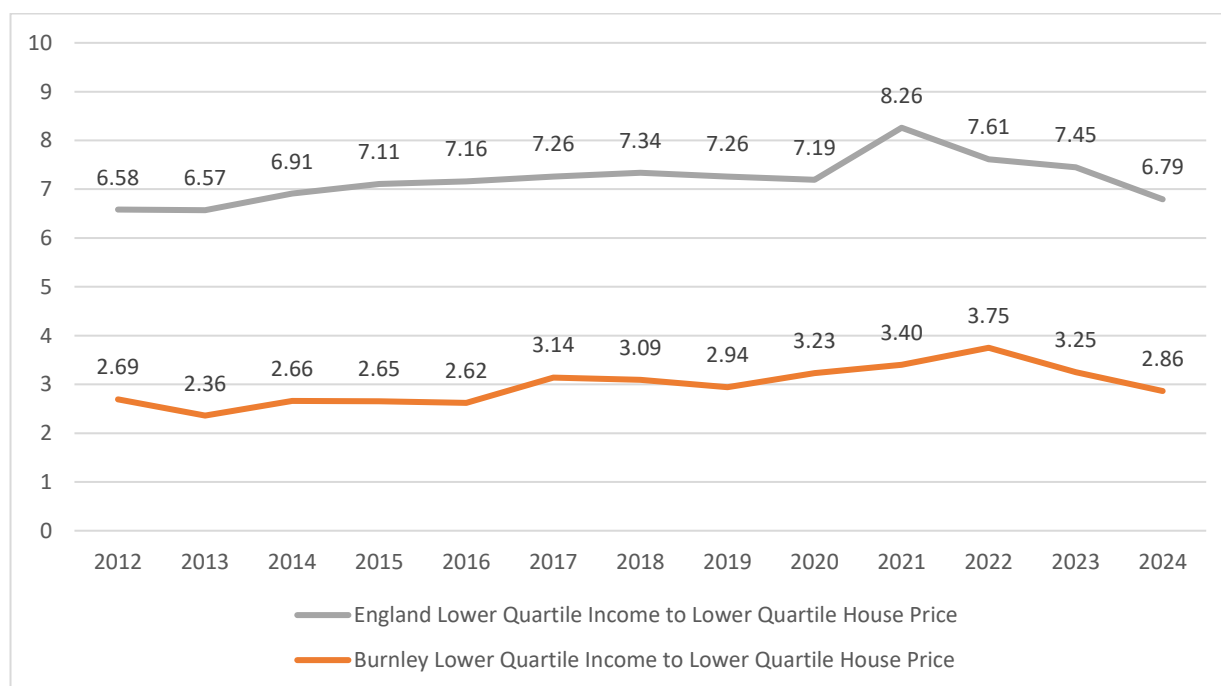
		Burnley	England
Median Income to Median House Price	2012	1 to 3.31	1 to 6.77
Lower Quartile Income to Lower Quartile House Price	2012	1 to 2.69	1 to 6.58
Median Income to Median House Price	2013	1 to 3.12	1 to 6.76
Lower Quartile Income to Lower Quartile House Price	2013	1 to 2.36	1 to 6.57
Median Income to Median House Price	2014	1 to 3.77	1 to 7.09
Lower Quartile Income to Lower Quartile House Price	2014	1 to 2.66	1 to 6.91
Median Income to Median House Price	2015	1 to 3.45	1 to 7.53
Lower Quartile Income to Lower Quartile House Price	2015	*1 to 2.65	1 to 7.11
Median Income to Median House Price	2016	1 to 3.69	1 to 7.72
Lower Quartile Income to Lower Quartile House Price	2016	1 to 2.62	1 to 7.16
Median Income to Median House Price	2017	1 to 3.70	1 to 7.91

Lower Quartile Income to Lower Quartile House Price	2017	1 to 3.14	1 to 7.26
Median Income to Median House Price	2018	1 to 3.63	1 to 8.04
Lower Quartile Income to Lower Quartile House Price	2018	1 to 3.09	1 to 7.34
Median Income to Median House Price	2019	1 to 3.31	1 to 7.88
Lower Quartile Income to Lower Quartile House Price	2019	1 to 2.94	1 to 7.26
Median Income to Median House Price	2020	1 to 3.95	1 to 7.87
Lower Quartile Income to Lower Quartile House Price	2020	1 to 3.23	1 to 7.19
Median Income to Median House Price	2021	1 to 4.39	1 to 9.06
Lower Quartile Income to Lower Quartile House Price	2021	1 to 3.40	*1 to 8.26
Median Income to Median House Price	2022	1 to 4.39	*1 to 8.56
Lower Quartile Income to Lower Quartile House Price	2022	1 to 3.75	*1 to 7.61
Median Income to Median House Price	2023	*1 to 3.77	*1 to 8.41
Lower Quartile Income to Lower Quartile House Price	2023	*1 to 3.25	*1 to 7.45
Median Income to Median House Price	2024	1 to 3.67	1 to 7.71
Lower Quartile Income to Lower Quartile House Price	2024	1 to 2.86	1 to 6.79

Source: ONS Tables (1C,2C,5C,6C) [House price to residence-based earnings ratio - Office for National Statistics](#)

*Previous year's figures are often updated due to delays in registering sales. In 2025 ONS found a human error in the statistics which has now been corrected

Table 32: Lower Quartile Income to Lower Quartile House Price Ratios 2012-2024



Source: ONS as above

Housing Target

Plan Period and Housing Target

3.5.42 The Borough's housing target is set in 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.

CLG Household Projections

3.5.43 The Plan target was informed by the Burnley Strategic Housing Market Assessment (SHMA) Update of 2016 and its later October 2017 Addendum¹⁶ (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.¹⁷

3.5.44 Since the October 2017 SHMA Addendum was produced, 2016, 2018 and most recently, 2022-based Sub-National Household Projections (SNHPs) have been published by ONS¹⁸. The following table compares the last five rounds of the household projections, the Census and the SHMA projection used for the Local Plan.

Table 33: Comparison of Household Projections for Burnley Borough

	2012	2014	2016	2018	2020	2021	2022	2025	2032	2012-2032	Average annual h'hold growth	Average annual dwellings required if inc. 3.5 % for vacancies & 2nd homes
2012-based SNHP	37,579	37,652	37,787	37,941	38,056	38,130	38,182	38,329	38,675	1,096	55	57
2014-based SNHP	37,583	37,732	37,856	38,029	38,183	38,263	38,322	38,459	38,880	1,297	65	67
2016-based SNHP	37,247	37,358	37,489	37,624	37,731	37,797	37,869	38,047	38,434	1,187	59	61
2018-based SNHP	37,247	37,358	37,489	37,952	38,342	38,531	38,714	39,214	40,289	3,042	152	157
2021 Census	-	-	-	-	-	39,872	-	-	-	-	-	-
2022-based SNHP	(37,583)	-	-	-	-	-	39,945	41,145	43,327	5,744	287	297
Burnley Local Plan Scenario Ei	37,583	37,732	37,530	37,915	38,404	38,684	38,989	39,737	41,326	3,743	187	194

Source: ONS, CLG and Burnley Borough Council

¹⁶ 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

¹⁷ [2017 SHMA Addendum Burnley.docx](#)

¹⁸ [Household projections: 2022-based - Office for National Statistics](#) Household projections are not a prediction or forecast of how many houses should be built in the future. Instead, they show how many additional households would form if assumptions based on previous demographic trends in population growth and household formation were to be realised.

The projections are calculated using a two-stage process. The first stage takes the latest mid-year 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. [Methodology used to produce household projections for England 2022-based.pdf](#)

3.5.45 As can be seen in the above table, the latest SNHPs project that over the Local Plan period (2012-2032), the Borough will have grown by 5,744 households to a total of 43,327, a 15.28% increase (equivalent to +287 households annually over the period 2012 to 2032). The 2022 based-SNPPs project that in 2025 there are already 1,408 more households than projected for 2025 in the Local Plan scenario; and there will be 2,001 more than projected in the Local Plan scenario by 2032 (i.e. a further 593 more).

3.5.46 In terms of the current Local Plan, it is important to note that it provides, through Policies SP2 and HS1, for at least 320 households (8.3%) above its requirement and this includes a conservative windfall allowance. It is also important to note that the majority of the additional household growth projected in the latest SNHPs to 2032 (c70%) has already taken place. The additional projected future growth in households to 2032 together with the introduction of a new 'Standard Method' would indicate that a new local plan for Burnley would need to be in place before the end date of the current plan i.e. 2032.¹⁹ Housing is not the only matter relevant to this decision. (See also Section 3.1 for information on the population projections and estimates and Section 3.6 on Employment Land.)

3.5.47 The 2022 based-SNHPs project the household growth well beyond the current plan period - until 2041 (46,181). Future household growth would be assessed in a new local plan and/or county-wide spatial development strategy²⁰ and be informed by the 'Standard Method'.

The Standard Method

3.5.48 'Housing need' according to national policy is an unconstrained 'policy off' assessment of the minimum number of homes needed in an area. Assessing housing need is the first step in deciding how many homes to plan for but it does not set the actual Local Plan housing requirement. The Local Plan housing requirement is a 'policy on' figure which takes into account local factors and constraints to determine whether the unconstrained housing need figure can be delivered in full – or should be exceeded.

3.5.49 A 'standard method' for assessing local housing needs for planning purposes was first introduced in 2018. It was based on the 2014-based Household Projections with a formula uplift for affordability and then subject to a 'cap' in relation to then current plan requirements. In December 2020, the method was changed to include an urban uplift in the 20 most populated cities and urban areas. Burnley was not identified as one of these areas. Burnley Standard method figure was around 55 dwellings per annum.

3.5.50 In December 2024, a new NPPF introduced changes to the standard method. The new standard method has two steps.

¹⁹ The Labour Government stated in its July 2024 consultation "Proposed reforms to the National Planning Policy Framework and other changes to the planning system" in that it intends to implement the new plan-making system as set out in the Levelling-up and Regeneration Act 2023 from summer or autumn 2025. As at December 2025 there have been no legislative changes to bring in the new system, but provisional indications are that Burnley would be required to begin the formal process of preparing a new local plan under the new system at the latest by 31 Dec 2026, and then 'start' preparing it on 30 April 2027. It would then be in place well before 2032 (c2030).

²⁰ The Levelling-up and Regeneration Act 2023 and Planning and Infrastructure Act 2025, would introduce a system of strategic planning across England. The Planning and Infrastructure Act places a duty on combined authorities, combined county authorities, upper-tier county councils and unitary authorities to prepare a Spatial Development Strategy (SDS) for their area. An SDS will specify the "shape of growth" and the total housing need for a sub-region, which it will then distribute across the SDS area to ensure a consistent and strategic approach to development. Local plans would then be required to align with the SDS.

- Step 1 (baseline need) is 0.8% of the existing housing stock in the local authority.²¹
- Step 2 introduces an affordability uplift in some areas. It is calculated by taking the average of the median affordability ratio²² for each local authority over the five most recent years available.

3.5.51 The current standard method figure for Burnley, calculated using the most recent dwelling stock estimates and the median affordability data released in March 2025, is 342 dwellings per annum. Whilst this does not replace Burnley's Local Plan housing target/requirement, if a future plan review found the Local Plan to be out of date, the standard method figure can then be used to measure performance²³ until such time as a new Plan target is put in place.

Housing Delivery

Net Additional Dwellings Delivered

3.5.52 To calculate the number of net additional dwellings delivered per annum it is necessary to subtract the number of housing demolitions from the number of net housing completions (i.e. completions taking account of new build and changes of use). The table below shows that the Plan's indicative annual requirement of 194 was exceeded in the 4 years 2015/16 to 2018/19 and again in the 5 years 2020/21 to 2024/25.

Table 34: Net Additional Dwellings 2012 - 2025

Financial Year	Planning Permissions	Net Completions	Demolitions	Net Additional Dwellings	Above or below Local Plan indicative annual target
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	▲
2021/22	86	330	1	329	▲
2022/23	517	258	2	256	▲
2023/24	298	249	1	248	▲
2024/25	232	264	2	262	▲
Total	3,437	2,961	208	2,753	

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.

²¹ Table 125: dwelling stock estimates by local authority district www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants

²² Table 5c Local authority mean www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian

²³ For the [Housing Delivery Test](#) and the [5 Year Supply Calculation](#).

Housing Delivery Test

3.5.53 The Housing Delivery Test is a measurement of the number of homes delivered against the number of homes required according to a specified source over a rolling three-year period. At present, in Burnley's case, the number of homes required is **not** calculated using the adopted Local Plan. Further information on the Housing Delivery Test is provided in the NPPG on Housing Supply and Delivery.²⁴ This states that the Secretary of State will publish the Housing Delivery Test results annually in November. (The 2023 results were published in December 2024.) No results for 2024 have yet been issued.

3.5.54 Burnley's score for 2023, was 603% and as a result there is no consequence of the Housing Delivery Test for the Borough.

Table 35: Housing Delivery Test

	No. of homes required			Total	No. of homes delivered			Total	HDT	Consequence
	20/21	21/22	22/23		20/21	21/22	22/23			
Burnley	41	58	58	157	348	336	265	949	603%	None

Source: [Housing Delivery Test: 2023 measurement - GOV.UK](https://www.gov.uk/guidance/housing-delivery-test-2023-measurement)

2024/25 Completions Analysis

3.5.55 Between 1 April 2024 and 31 March 2025, there were 264 net dwelling completions. Of these, 257 were new build and 7 were changes of use/conversion. Over the same period, 2 dwelling were demolished, giving a net additional dwellings figure of 262.

3.5.56 192 of the 264 new build dwellings were completed on sites which are allocated for housing in Burnley's Local Plan.

3.5.57 The 2024 NPPF (para. 124) indicates that planning policies should promote an effective use of land by setting out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or 'brownfield' land.

3.5.58 As the table below shows, 68.6% of the completions in 2024/25 were on previously-developed (brownfield) land. The overwhelming majority of housing developments in the borough since 2012 have taken place on brownfield land, often former housing or mill sites in sustainable locations. A reduction in the proportion of completions on brownfields sites was anticipated in the Local Plan as the build out of its greenfield allocations started to feed into the figures.

Table 36: Dwellings Completed on PDL 2012 to 2025

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

²⁴ <https://www.gov.uk/guidance/housing-supply-and-delivery>

2018/19	251	245	97.6
2019/20	167	128	76.6
2020/21	235	183	77.9
2021/22	330	285	86.4
2022/23	258	204	79.1
2023/24	249	132	53.0
2024/25	264	181	68.6
Total	2,961	2,550	86.1%

Source: Burnley Borough Council.

3.5.59 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.

3.5.60 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 six years. The large former Hameldon Schools site at Kiddrow Lane ('Valour Park') although in Burnley, also serves Padiham which is close by.

3.5.61 A number of the large housing allocations in Burnley are now progressing through the planning system and completions in Burnley will continue to rise – see later table.

Table 37: 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
2021/22	255	27	47	0	1
2022/23	198	0	58	0	2
2023/24	210	0	31	0	2
2024/25	237	0	25	0	2
Total	1,639	161	268	0	15

Source: Burnley Borough Council

Housing Land Supply and Permissions

Permissions

3.5.62 During 2024/25, planning permissions and prior approvals were granted for a total of 182 new dwellings; of these, 156 were new build dwellings and 26 changes of use/conversions. A list of these permissions is provided in the Council's Housing Land Supply Assessment of October 2025.²⁵

²⁵[Housing-Land-Supply-Assessment-October-2025.pdf \(burnley.gov.uk\)](#)

Table 38: New Housing Planning Permissions Granted 2012 - 2025

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
2021/22	48	38	86
2022/23	406	111	517
2023/24	227	71	298
2024/25	188	44	232
Total	2,676	791	3,467

Source: Burnley Borough Council

5-Year Housing Land Supply Calculation

3.5.63 Paragraph 78 of the National Planning Policy Framework 2024 states that local planning authorities should identify (in their local plan) and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies , or against their local housing need where the strategic policies are more than five years old (unless these strategic policies have been reviewed and found not to require updating). The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:

- a) 5% to ensure choice and competition in the market for land; or
- b) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply; or
- c) From 1 July 2026, for the purposes of decision-making only, 20% where a local planning authority has a housing requirement adopted in the last five years examined against a previous version of this Framework , and whose annual average housing requirement is 80% or less of the most up to date local housing need figure calculated using the standard method set out in national planning practice guidance."

3.5.64 National Planning Practice Guidance on housing supply and delivery states local authorities can 'demonstrate' a 5-year housing land supply when dealing with applications and appeals²⁶ using the latest available evidence such as a Strategic Housing Land Availability Assessment (SHLAA), Housing and Economic Land Availability Assessment (HELAA), or an Authority Monitoring Report (AMR). This evidence is set out in the Council's Housing Land Supply Assessment: October 2024 which considers that a housing land supply in excess of 12 years can be demonstrated; concluding as follows:

²⁶ The appeal at Land off Barcroft Green, Walk Mill accepted that the Council had a five-year supply.
APP/Z2315/W/21/3279005 <https://acp.planninginspectorate.gov.uk/ViewCase.aspx?CaseID=3279005&CoID=0>

- The current 5-year supply target = 480
- This is equivalent to 96 per annum (480 divided by 5 = 96)
- Given the 5-year supply of 1183 this is equivalent to 12.3 years (1183 divided by 96 = 12.3)

Housing Trajectory

3.5.65 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 2025 Housing Land Supply Assessment. This updated trajectory can also be seen in the chart and table overleaf. For full information and a clearer image, please see the [Housing Land Supply Assessment: October 2025](#).

3.5.66 The following table sets out the progress on the Local Plan's allocated housing sites as at 31 October 2025.

Table 39: Allocated Housing Sites Progress as at 31 October 2024

Site Ref.	Site Name	Site Area (Ha)	Anticipated Yield	Extant PP?	PP Yield	Under Construction	Complete
HS1/1	Former Hameldon Schools Sites	10.10	250	Complete	244	–	Yes
HS1/2	Hollins Cross Farm	8.65	184	Yes	200	Yes	No
HS1/3	Former William Blythe Site (Allocated Part)	6.00	151	Complete	151	–	Yes
HS1/4	Land at Rossendale Road	7.52	188	Yes	198	Yes	No
HS1/5	Former Baxi Site - see Note 1	8.23	244	No	–	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	Complete	125	–	Yes
HS1/9	Higher Saxifield	5.17	120	Yes	130	Yes	No
HS1/10	Land at Burnley General Hospital	1.27	64	Complete	93	–	Yes
HS1/11	Former AIT Site	1.81	54	No	–	No	No
HS1/12	Former Heckenhurst Reservoir	1.38	35	Yes	36	Yes	No
HS1/13	Tay Street	1.18	35	Complete	42	–	Yes
HS1/14	Former Gardner's Site - see Note 2	1.43	43	No	–	No	No
HS1/15	Coronation Avenue, Thompson Street - see Note 3	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	Perserverance Mill, Padiham	1.18	56	Complete	56	–	Yes
HS1/19	Land at NE of Sycamore Avenue	0.77	34	Complete	34	–	Yes
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	35	No	No
HS1/23	Land to rear of Bull and Butcher - see Note 4	0.95	24	No	–	No	No
HS1/24	Land at Oswald Street - see note 5	0.60	20	No	–	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	Complete	18	–	Yes

HS1/27	Cleavelands Road (South)	0.42	13	No	—	No	No
HS1/28	George Street Mill - See Note 6	0.00	0	No	—	No	No
HS1/29	Former Lodge Mill, Barden Lane	2.32	35	Yes	73	Yes	No
HS1/30	Land West of Smithyfield Avenue	1.72	30	Yes	38	Yes	No
HS1/31	Barden Mill, Barden Lane	0.85	37	Complete	35	—	Yes
HS1/32	Butchers Farm	1.17	24	Yes	28	Yes	No
			2,118				

Source: Burnley Council

Note 1 Application OUT/2023/0294 for 40 dwellings on higher part of site. Awaiting s.106

Note 2 Former Gardner's Site: Site now considered unlikely to come forward in this plan period. Application FUL/2020/0204 implemented to retain site in employment use

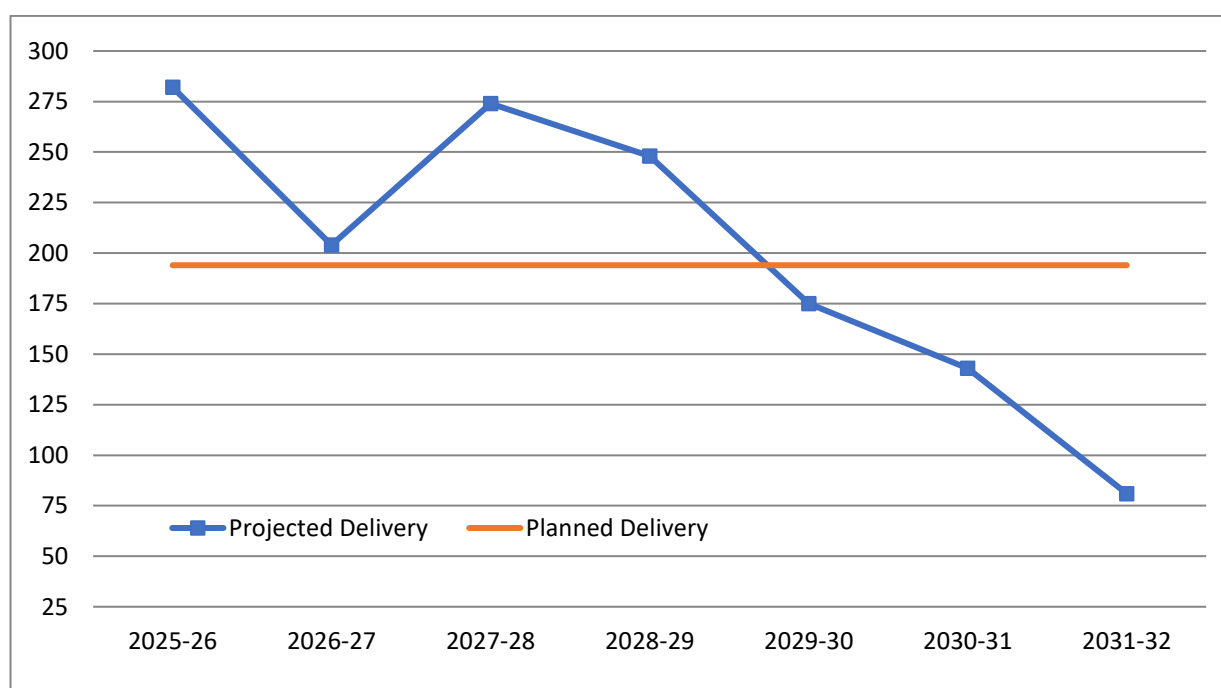
Note 3 Application FUL/2023/0748 for 29 dwellings submitted 2023/24 – pending

Note 4 Application for C2 care home approved 2021/22 on part of site. Care home complete

Note 5 Application FUL/2023/0437 for 105 dwellings refused. Previous scheme approved for 8 dwellings (APP/2019/0069) now lapsed

Note 6 George Street Mill: No capacity identified in the Local Plan as dual allocation for housing or employment use. Site now expected to be brought forward for housing through the Joint Venture Partnership

Table 40: Housing Trajectory Table and Graph (Table overleaf)



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Supply Category													
1	Net additional dwellings 1 April 2012 - 31 March 2025						2753						
2	Re-occupation of Vacant stock 2014 -2019						282						
			Planning Status*			Outstanding Anticipated Yield as at 31 March 2025							
Allocation Ref.	SHLAA Ref.	Site Name	Extant PP 31/03/25?	Progress 31/03/25	Progress as at 31/10/25		2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32
3	Sites Under Construction (Remaining units as at 31st March 2025)												
	HS1/4	HEL/094d	Land at Rossendale Road (Part - Barratt Homes)	Full	Site active	Site active	30	30					
	HS1/9	HEL/074	Higher Saxifield	Full	Site active	Site active	130	33	31	39	27		
	HS1/30	HEL/720	Land West of Smithyfield Avenue	Full	Site active	Site active	7	7					
	HS1/29	HEL/246	Former Lodge Mill, Barden Lane Burnley	Full	Site active	Site active	50	34	16				
	HS1/12	HEL/033	Land West of Heckenhurst Avenue, Brownside	Full	Site active	Site active	36	13	14	9			
	HS1/4	HEL/094d	Land at Rossendale Road (Part - Seddon Homes)	Full	Site active	Site active	111	27	31	28	25		
	HS1/32	HEL/019	Butchers Farm	Full	Site active	Site active	28	28					
		HEL/061	Land off Lennox Street, Worsthorne	Full	Site active	Site active	3	1	1	1			
			Dwellings at Hapton Boat Yard (East)	Full	Site active	Site active	1	1					
			106 Wellfield Drive, Burnley	Full	Site active	Site active	1	1					
			78 Stirling Court, Briercliffe	Full	Site active	Site active	1	1					
			Westgate Mill, Sandygate	Full	Site active	Site active	13	13					
			66-68 Bank Parade Burnley	Full	CoU Underway	CoU Underway	9	9					
			Chaddesley House, Manchester Road	Full	CoU Underway	CoU Underway	32	32					
		HEL/134	Land SE of Sycamore Avenue (including Life Church)	Full	Site stalled	Site stalled See Note 1	0						
			Land at Cog Lane	Full	Site stalled	Site stalled	0						
			1 Calder Street, Burnley	Full	Site stalled	Site stalled	0						
4	Sites with Planning Permission - Not Started						Outstanding Anticipated Yield as at 31 March 2025						
4a	Sites with detailed Planning Permission (major and minor) and not major sites with outline planning permission												
	Sites with detailed PP (major and minor) and not major sites with outline planning permission (excluding sites allocated in the Local Plan) split over 5 years						181	36	36	37	36	36	
	Sites allocated in the Local Plan												
	HS1/22	HEL/534	Former Dexter Paints, Gannow Lane	Full	Application Approved	Awaiting pre-commencement conditions	35		19	16			
	HS1/2	HEL/071	Hollins Cross Farm	Full	Condition discharge underway	Site active	200	16	46	36	43	46	13
4b	Major sites with outline permission (including those sites allocated in the Local Plan)												
			5-17 Croft Street 3-9 Yorkshire Street	Outline	No Progress	No Progress	0						
5	Burnley's Local Plan Housing Allocations without Planning Permission						Outstanding Anticipated Yield as at 31 March 2025						
	HS1/5	HEL/011	Former Baxi Site (Lower)	No	See Note 2	Note 2	0						
	HS1/6	HEL/055b	Lambert Howarth	No	Pre-application (part)	Further Pre-application	100			15	20	25	20
	HS1/7	HEL/231	Ridge Wood	No	See Note 3	Note 3	0						
	HS1/11	HEL/007	Former AIT Site	No	No Progress	No Progress	54						15
	HS1/14	HEL/067	Former Gardner's Site	No	See Note 4	Note 4	0						
	HS1/15	HEL/027	Coronation Avenue, Thompson Street	No	See Note 5	Note 5	41		10	20	11		
	HS1/16	HEL/039	Gordon Street Mill	No	No Progress	No Progress	39					15	20
	HS1/17	HEL/109	Livingstone Mill	No	No Progress	Pre-application	38			21	17		
	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	Pre-application	No Progress	29					15	14
	HS1/23	HEL/100	Land to rear of Bull and Butcher	No	See Notes 6 & 7	See Notes 6 & 7	0						
	HS1/24	HEL/077	Land at Oswald Street	No	Application refused Note 8	No Progress	20						10
	HS1/25	HEL/014	Brampton House, 500 Colne Road	No	No Progress	No Progress	18						12
	HS1/27	HEL/139	Clevelands Road (South)	No	No Progress	No Progress	13						13
	HS1/28	HEL/036b	George Street Mill	No	No Progress	Council owned site See Note 9	57			26	31		

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6	Windfall Allowance								
	Windfall Allowance	130			26	26	26	26	26
	Total Supply 2012-2032	4466	282	204	274	248	175	143	81
	Indicative annual average		194	194	194	194	194	194	194

Note 1: Land SE of Sycamore Avenue - Replacement Planning Application FUL/2025/0420 for 5 dwellings submitted

Note 2: Former Baxi Site (Upper) OUT/2023/0294 Outline application for erection of up to 40 dwellings Approved subject to s.106 November 2023 (Lower): Site now considered unlikely to come forward in this plan period

Note 3: Ridge Wood: Site now considered unlikely to come forward in this plan period due to difficult ground conditions

Note 4: Fomer Gardner's Site: Site now considered unlikely to come forward in this plan period. Application FUL/2020/0204 implemented to retain site in employment use

Note 5: Coronation Avenue/Thompson Street: Full application FUL/2023/0748 submitted for 29 dwellings.

Note 6: Land to rear of Bull and Butcher: East - Permission implemented for C2 Nursing Home on part (0.38 Ha) of the allocation.

Note 7: Land to rear of Bull and Butcher: West - No progress

Note 8: Land at Oswald Street: Application FUL/2023/0437 for 105 dwellings on a larger site including this allocation refused July 2024.

Note 9: George Street Mill: No capacity identified in the Local Plan as dual alloctaion for housing or employment use. Site now expected to be brought forward for housing through the Joint Venture Partnership

*Planning Status:

Progress - this only relates to formal applications or pre-application requests - other progress, e.g.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.

Homelessness

3.5.67 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.

3.5.68 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.

3.5.69 There were 44 homeless acceptances in 2024/25.²⁷ This is the same as the figure for 2023/24. These last four years have seen a significant increase from the previous four years which recorded 2021/22 45, 3 in 2020/21, 7 in 2019/20 and 11 in 2018/19.

Affordable Housing

Affordable Housing Need

3.5.70 The Council's 2016 Strategic Housing Market Assessment (SHMA) which informed the Local Plan, assessed the overall need for affordable housing for those who cannot afford to meet their own housing needs to rent or buy without subsidy, and the specific tenure required (social rent, affordable rent and intermediate housing). The SHMA concluded that the need for affordable housing (based on the definition in the 2012 NPPF) amounted to **52 dwellings per annum** over the Plan period (1,040 units over the 20 years), although this is not a specific policy target in the Plan.

3.5.71 The July 2018 NPPF first 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 where a discount of 20% was required. This wider definition remains in the current December 2024 NPPF, although starter homes have been replaced by "first homes" with a discount of at least 30%. Whilst for planning purposes these discounted sale products meet the national definition of affordable housing, these are an entirely different product and in Burnley's case would not meet the needs identified in the SHMA and as such would not count towards the 52 dwellings per annum. New build properties normally attract a significant premium which may be around or even exceed 20% and so a discount may not make these more affordable than similarly sized and situated second-hand stock. In some parts of the country, price caps may regularly come into play making such properties significantly more affordable than similarly sized and situated second-hand stock, but in Burnley's case this is unlikely and households who can afford up to £250,000 (the price cap in Burnley) can normally afford to meet their needs in the market and may not therefore want to sign up to a restricted discounted sale. Discounted sales do however provide a subsidised option for a very limited number of qualifying people who want a new build property in a particular location and have been successfully delivered in small numbers.

²⁷ [Tables on homelessness - GOV.UK](#) (Table LA dropdown MD1-MD3) Since the 2017/18 AMR, the method for collecting homelessness data has changed. 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).

Local Plan Requirement

3.5.72 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, *inter alia*, economic viability as set out in the Developer Contributions SPD.

3.5.73 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 market housing scheme). Alternatively, it can be delivered through requiring a proportion of new build housing developments on a market-led site to be affordable, with either the units transferred/sold to a RP or managed by the private sector to an affordable or special needs model or sold with a discount.

Affordable Housing Provision – Homes England Data

3.5.74 The following table sets out the affordable housing units completed or acquired since 2012 according to Homes England data. 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 new build statistics may differ from the method used by Burnley Council to measure overall completions (i.e. windows in and roof on) and it is not therefore possible to draw a direct comparison between the two sets of figures for a given year. This is further complicated due to the occasional purchase of newly built market housing by RPs.

Table 41: Affordable Housing Provision since April 2012

		Affordable Rent ²⁸	Social Rent	Shared Ownership/ First Buy/Other	Total Affordable Housing
2012/13	New Build	4	23	27	54
	Acquisitions	13	0	1	14
2013/14	New Build	6	0	0	6
	Acquisitions	18	0	1	19
2014/15	New Build	61	0	0	61
	Acquisitions	77	0	0	77
2015/16	New Build	0	0	0	0
	Acquisitions	0	0	0	0
2016/17	New Build	76	0	0	76
	Acquisitions	0	0	0	0
2017/18	New Build	16	0	0	16
	Acquisitions	1	0	0	1
2018/19	New Build	115	0	10	125
	Acquisitions	11	0	0	11
2019/20	New Build	34	0	0	34
	Acquisitions	122	0	0	122

²⁸ Affordable Rent and Social Rent are both types of 'Social Housing' offered by social landlords such as Housing Associations or Councils. Social rent is a low-cost rent that is set by a government formula. Affordable Rent is a rent of up to 80% of market rent levels within the local area. Which is lower, will depend on market prices in a given area.

2020/21	New Build	69	0	0	69
	Acquisitions	43	0	0	43
2021/22	New Build	53	0	0	53
	Acquisitions	52	0	0	52
2022/23	New Build	34	0	0	34
	Acquisitions	31	0	0	31
2023/24	New Build	0	0	0	0
	Acquisitions	31	0	0	31
2024/25	New Build	61	0	0	61
	Acquisitions	8	0	0	8
Total		936	23	39	998

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

Affordable Housing Provision – Planning Data

3.5.75 In addition to the affordable housing units completed or acquired set out in Table 41, there are number of other affordable houses planned on sites under construction, on sites with full planning permission or reserved matters approval awaiting a development start, or on sites with full applications awaiting the signing of a Section 106 agreement (having been agreed by Development Control Committee).

3.5.76 The following table shows these, together with summary details of the affordable homes completed and committed using the Council's housing monitoring system.

3.5.77 Of the overall housing completions declared for the 2024/25 monitoring period, 140 were affordable, accounting for 53% of the overall housing completions for 2024/25. 109 of these were Affordable Rent and 22 were shared ownership, 9 were discounted sale. These were:

- 2019/0155 HS1/8 Land to the West Red Lees Road Burnley (Miller Homes) - 5 Discounted Sales (in addition to an offsite contribution)
- 2021/0169 Land South of Rossendale Road (Barrat Homes) - 2 Shared Ownership
- 2021/0274 HS1/30 Land West of Smithyfield Avenue (Applethwaite Homes) - 4 Discounted Sales
- 2021/0659 Land to the West of Briercliffe Road, Burnley General Hospital (Dovestone Gardens, Calico) - 93 Affordable Rent
- 2022/0023 Land at Kinross Street & Airdrie Crescent (Calico) - 13 Affordable Rent
- 2023/0169 HS1/29 Land at Lodge Mill, Barden Lane, Burnley (Together Homes) - 20 Shared Ownership and 3 Affordable Rent

Table 42: Affordable Housing - Planning Permissions & Completions, 31 July 2018 to 31 Oct 2025

PP Ref/Site/Developer (If known)	PP year	Scheme Status	Total number of Homes	Affordable Rent	Social Rent	Shared Ownership	First Homes	Other Discounted Sale	Total Affordable Housing
2018/0376 - Phase 4 Station Road, Padiham (Calico)	2018/19	Complete	22	22	0	0	0	0	22
2017/0601 - Royal Court, Briercliffe (Calico)	2018/19	Complete	10	10	0	0	0	0	10
2018/0384 - Former Office, Wytham St, Padiham (Calico)	2018/19	Complete	10	10	0	0	0	0	10
2018/0151 - 79-115 Brunshaw Avenue (Calico)	2018/19	Complete	10	10	0	0	0	0	10
2018/0504 - Phase 5&6 Station Road, Padiham (Calico)	2019/20	Complete	45	45	0	0	0	0	45
2020/0504 - HS1/19 Land NE of Sycamore Avenue	2020/21	Complete	34	34	0	0	0	0	34
2019/0606 - HS1/13 Tay Street (Calico)	2020/21	Complete	42	42	0	0	0	0	42
2022/0023 - Melrose/Kinross Street (Calico)	2022/23	Complete	61	61	0	0	0	0	61
2019/0155 - HS1/8 Red Lees Road (Miller Homes)	2020/21	Complete	125	0	0	0	0	5	5
2021/0264 - Harrogate Crescent (McDermott Homes)	2021/22	Complete	44	0	0	3	0	0	3
2021/0659 - HS1/10 Burnley General Hospital (Calico)	2022/23	Complete	93	93	0	0	0	0	93
Sub Total			496	327	0	3	0	5	335
2019/0315/VAR/2024/0115 - HS1/9 Higher Saxifield (McDermott Homes)*	2020/21	U/C	130	0	0	0	0	13	13
2021/0273-HS1/4 Rossendale Road (Barratt Homes)	2022/23	U/C	87	0	0	4	0	0	4
2021/0274 - HS1/30 Land West of Smithyfield Avenue (Applethwaite Homes)**	2022/23	U/C	38	0	0	0	0	4	4
2020/0321 - HS1/32 Butchers Farm (Skipton Properties)	2022/23	U/C	28	0	0	0	0	3	3
2022/0059 - Land at Padiham Primary School	2022/23	Full PP	19	19	0	0	0	0	19
2021/0443 - HS1/29 Lodge Mill (Together Housing)***	2023/24	U/C	73	42	0	31	0	0	73

PP Ref/Site/Developer (If known)	PP year	Scheme Status	Total number of Homes	Affordable Rent	Social Rent	Shared Ownership	First Homes	Other Discounted Sale	Total Affordable Housing
2022/0149 - HS1/2 Hollins Cross Farm (Prospect Homes) ****	2023/24	U/C	200	8	0	0	0	12	20
2021/0691 - HS1/4 Rossendale Road (Seddon Homes)	2024/25	U/C	101	0	0	8	0	0	8
2022/0629-HS1/12 H'hurst Reservoir (Applethwaite Homes)	2024/25	U/C	36	0	0	2	0	0	2
2024/0113-Land Off Villiers Street Burnley	2024/25	Full PP	32	32	0	0	0	0	32
2024/0353-18 - 24 Nicholas Street Burnley Lancashire	2024/25	Full PP	18	18	0	0	0	0	18
Sub Total			762	119	0	45	0	32	196
Grand Total			1,258	446	0	48	0	37	531

Source: Burnley Borough Council.

Note: This Table only includes sites (and numbers of units) where affordable housing is to be provided on-site

Note: These figures only include schemes considered after 31 July 2028 (i.e. the Local Plan's Adoption)

Note: These figures do not include schemes not yet considered by planning committee, or outline permissions

Note: Italics - Site already counted by HCA and included in Table 41

* The S106 agreement required 13 shared ownership units but allowed a fallback provision of discounted sales which has been triggered

** The S106 agreement required 4 shared ownership units but allowed a fallback provision of discounted sales which has been triggered

*** The S106 agreement requires 4 First Homes but an application has been granted to remove this requirement and the applicant proposes to provide the tenure stated above

**** The S106 Agreement provided for 20 affordable units (8 AR/SR and 12 SO/DS) and requires an affordable housing scheme to be agreed

3.5.78 If these firm commitments are added to the affordable homes already completed, and the discounted sales excluded, this gives a grand total of **1,258**. In purely numerical terms therefore, the affordable housing to meet the need referred to in the Plan as evidenced by the 2016 SHMA is already provided for (1,040 units), but not the need for all specific types and tenures e.g. intermediate tenure e.g. shared ownership. In 2025 there have been reported difficulties in delivering shared ownership tenure properties on market sites (due to a lack of interest from registered providers), and some S106 Agreement have either been modified or 'fall back' positions within Agreements activated to replace these with discount market sales and/or 'first homes'.

3.5.79 As part of the statutory 5-year Local Plan Review in July 2023, it was concluded that updated evidence on the quantum of need and the types and tenures of affordable housing required is necessary in order that proposals for such housing can be appropriately considered and weighed in the planning balance, and any contribution requests justified. However, as Policy HS2 does not include a specific target it is unlikely to require updating. The Developer Contributions SPD which sets out the expected percentages of affordable housing by site type may need to be updated. Updated Affordable Housing Needs evidence is required and will be commissioned as part of an updated SHMA to support

the new local plan.²⁹ In the meantime, it is accepted that there is an ongoing need for new/replacement affordable rent/social rent properties in particular.

Table 43: Affordable Housing Tenure, Size and Type - Suggested in 2016 SHMA and as delivered/committed to 31 October 2025

Affordable Housing Tenure	2016 SHMA suggested %	Equivalent number (of the 1040 total)	Delivered (HCA)		Committed*	Total
			New Build	Acquired		
Affordable/Social Rent	80%	832	552	407	212	1,171
Intermediate	20%	208	37	2	48	87
Discounted Sale (All Types)	-	-	-	-	37	37
Total	100	1,040	589	409	297	1,295
Affordable Housing Size	2016 SHMA suggested %	Equivalent number (of the 1040 total)	Delivered (HCA)		Committed*	Total
			New Build	Acquired		
1 bed flat/ bungalow	70%	728	51	71	207	992
2 bed flat/house/bungalow			325	338		
3 bed house / bungalow	30%	312	192	0	90	303
4 bed house			21	0		
Total	100	1,040	589	409	297	1,295
Affordable Housing Type	2016 SHMA suggested %	Equivalent number (of the 1040 total)	Delivered (HCA)		Committed*	Total
			New Build	Acquired		
Detached house	10%	104	11	0	9	20
Semi-detached house	35%	364	269	1	128	398
Terraced house	15%	156	161	312	20	493
Flat / Maisonette	15%	156	65	27	117	209
Bungalow/Elderly Housing	25%	260	83	69	23	175
Bedsit/Studio/Room Only	0%	0	0	0	0	0
Caravan or temp structure	0%	0	0	0	0	0
Total	100	1,040	589	409	297	1,295

Source: Burnley Borough Council, Homes England and SHMA 2016. Note - the breakdown of types for the acquired properties is approximate.

*Committed in this table includes completions recorded in the Council's own housing monitoring, but not yet recorded by HCA

3.5.80 In terms of tenure, from the data above, it can be seen that the estimated need for intermediate housing has not yet been met, even with the commitments. The estimated need for affordable rent/social rent has been exceeded.

²⁹ The Labour Government stated in its July 2024 consultation "Proposed reforms to the National Planning Policy Framework and other changes to the planning system" that it intends to implement the new plan-making system as set out in the Levelling-up and Regeneration Act 2023 from summer or autumn 2025. As at Dec 2025 there have been no legislative changes to bring in the new system, but provisional indications are that Burnley would be required to begin the formal process of preparing on a new local plan under the new system at the latest by 31 Dec 2026, and then 'start' preparing it on 30 April 2027.



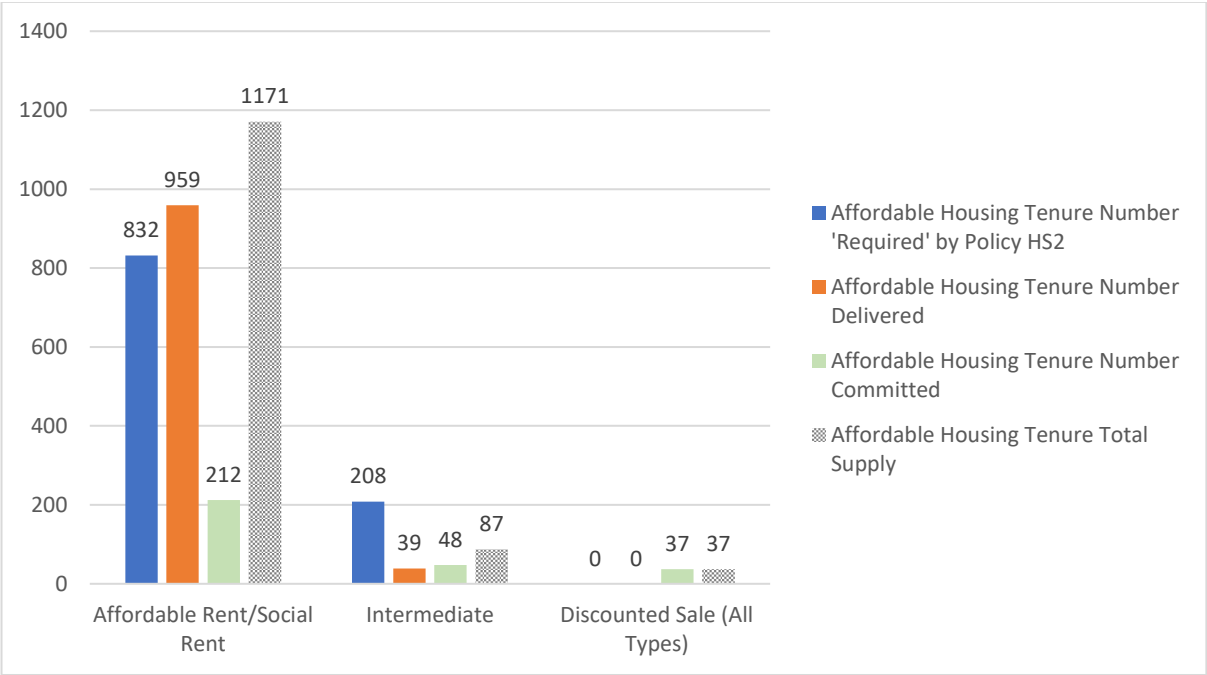
Left – ‘Extra Car’ Affordable Rented flats, Dovestone Gardens (Courtesy of Calico Homes 2025)

3.5.81 In terms of size, the estimated need for three and four-bedroomed properties has now also largely been met. The estimated need for smaller one and two bed properties has been exceeded.

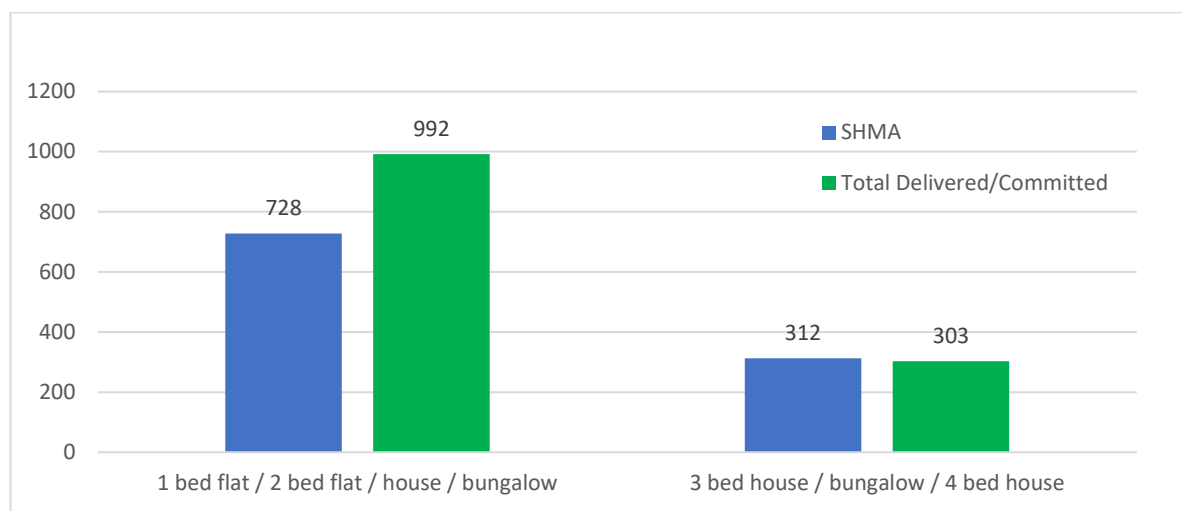
3.5.82 In terms of types, the estimated need for semi-detached homes will be met with commitments, but the need for detached properties has not been met. The estimated need for terraced homes has been significantly exceeded and the need for flats comfortably met.

3.5.83 The statistics from the table above are illustrated in the following charts.

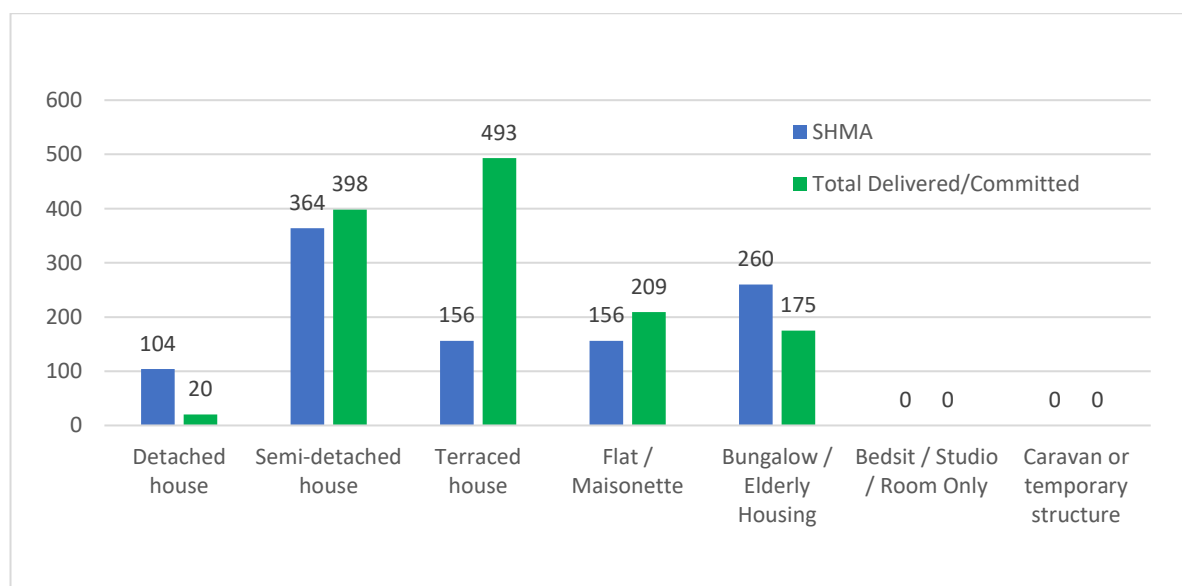
Table 44: Affordable Housing Tenure: SHMA ‘Requirement’ and as Delivered/Committed



Source: Burnley Borough Council and Homes England

Table 45: Affordable Housing Size - SHMA 'Requirement' and as Delivered/Committed

Source: Burnley Borough Council and Homes England

Table 46: Affordable Housing Type - SHMA 'Requirement' and as Delivered/Committed

Source: Burnley Borough Council and Homes England

Residential Institutions

3.5.84 Residential institutions include C2 Use Class residential care homes, nursing homes, boarding schools, residential colleges and training centres. Some such uses are *sui generis* (uses which do not fall within a specific use class).

3.5.85 In 2023/24 development of a two-storey care home at the former Bull and Butcher site, Manchester Road, Burnley was completed (FUL/2021/0135).

3.5.86 In 2022/23 permission was granted for a 34-bed residential care home in Padiham (FUL/2022/0431). This site is currently under construction.

3.5.87 A development at Sandygate in Burnley which included 136 student bedrooms (APP/2019/0001) was completed during the 2020/21 monitoring year. This development is classed as *sui generis*.

Housing Density

3.5.88 Policy HS3 of the 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 density of at least 25 dwellings per hectare (dph)³⁰ 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 following table shows the density of development achieved on sites of 5 or more dwellings. Density and mix are linked.

3.5.89 Terraced housing now makes up 47.6% of Burnley's total housing stock according to the 2021 census (compared to a regional average of 28.2% and an England average of 22.8%). The Vision and Objectives of the Local Plan identified the need to improve housing quality and choice to meet needs and support economic growth. This included diversifying away from smaller terraced properties to 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.

3.5.90 Progress is being made in this regard, with the proportion of lower density homes (i.e. at 30 dph or less) completed being considerably higher than before and in the early years following the Local Plan's adoption; whilst still also providing new more-affordable stock at the medium and higher density end of the spectrum. Over the 7-year period 2018/19 to 2024/25, 31.8% 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 (not shown).

Table 47: Density of New Housing Developments - Completions

Housing Density (dwellings per hectare (dph) gross)	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	Total over 7-year period
	Number of Dwellings (developments of 5 or more)							
Completions at less than 25 dph	9	44	63	76	53	39	20	304
Completions at 25-30 dph	0	10	0	21	58	67	66	222
<i>Sub-Total Completions ≤ 30dph</i>	<i>9</i>	<i>54</i>	<i>63</i>	<i>97</i>	<i>111</i>	<i>106</i>	<i>86</i>	<i>526</i>
Completions at 31-40 dph	87	59	33	46	46	47	29	347
Completions at 41-75 dph	89	36	117	73	34	64	133	546
Completions at over 75 dph	48	12	9	98	54	10	0	231
<i>Sub-Total Completions ≥ 30dph</i>	<i>224</i>	<i>107</i>	<i>159</i>	<i>217</i>	<i>134</i>	<i>121</i>	<i>162</i>	<i>1124</i>
Total	233	161	222	314	245	227	248	1650

Source: Burnley Borough Council

³⁰ 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.

Housing Mix

3.5.91 Providing a mix of new housing types across the borough is essential. Whilst each site will be considered on its merits, taking into account its size, characteristics (including shape/landform) and context and townscape setting, 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 meeting the Vision and Objectives referred to in paragraph 3.5.89 above. Due to the time lag between permissions and completions, it will take some time for the Local Plan policies to fully translate into delivery.



The Calders, Red Lees Road (Source: BBC)

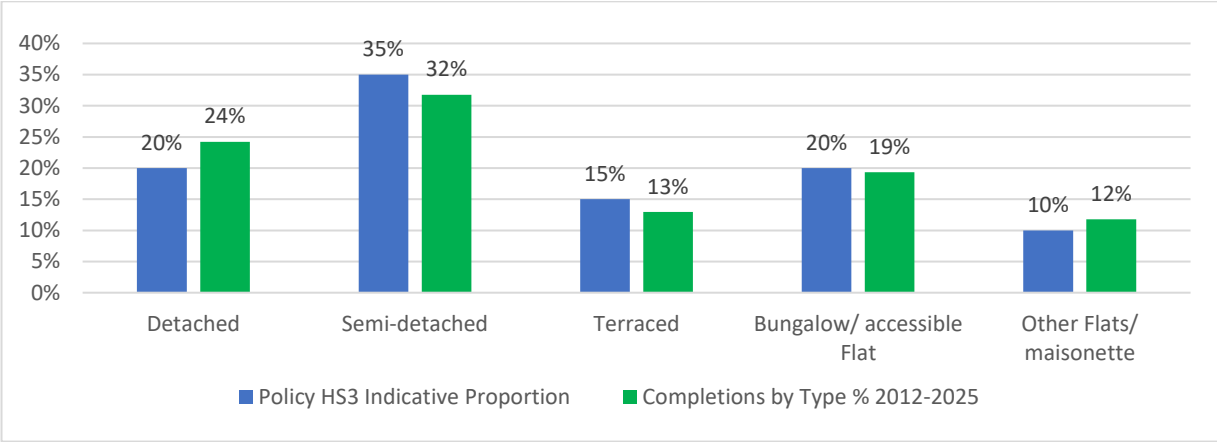
Table 48: Policy HS3 Indicative Housing Mix

Property Type:	Proportion:	Size (bedrooms)
Detached	20%	3 to 4+
Semi-detached	35%	2, 3, 4
Terraced	15%	2 to 3
Bungalow / accessible flat	20%	1, 2, 3
Other flats / maisonette	10%	1, 2

Source: Burnley Local Plan

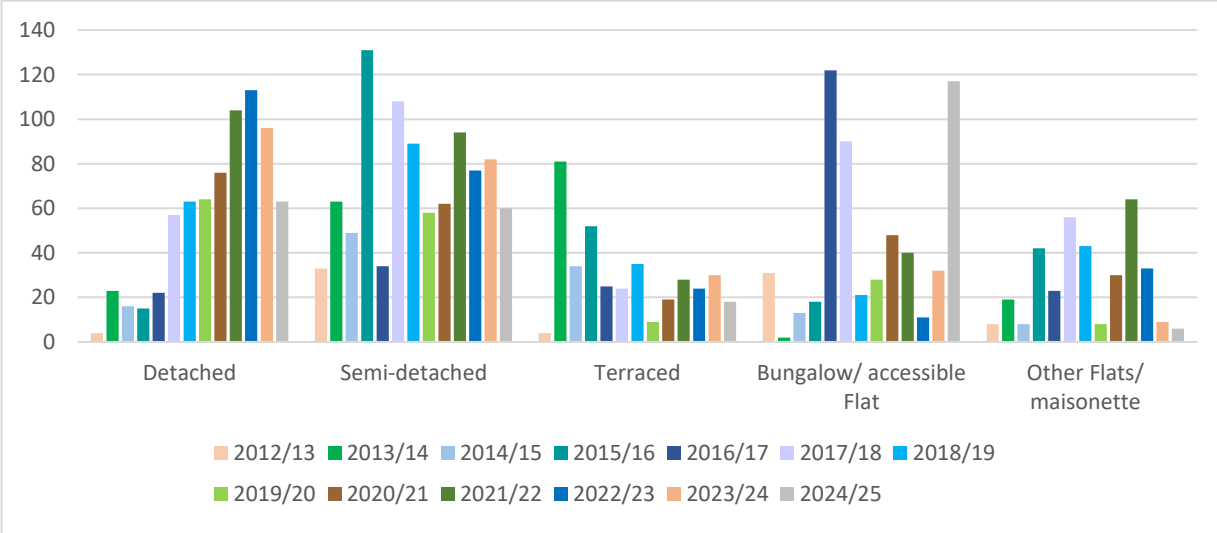
3.5.92 The following chart compares the types of properties completed since the start of the Plan period (1 April 2012) to 31 March 2025 and shows that delivery is generally on target. The subsequent chart then shows delivery year by year as sites are built out. The third chart shows completions by size since the start of the Plan period (1 April 2012) to 31 March 2025.

Table 49: Policy HS3 Indicative Types - Requirement and Completions 2012/13 to 2024/25



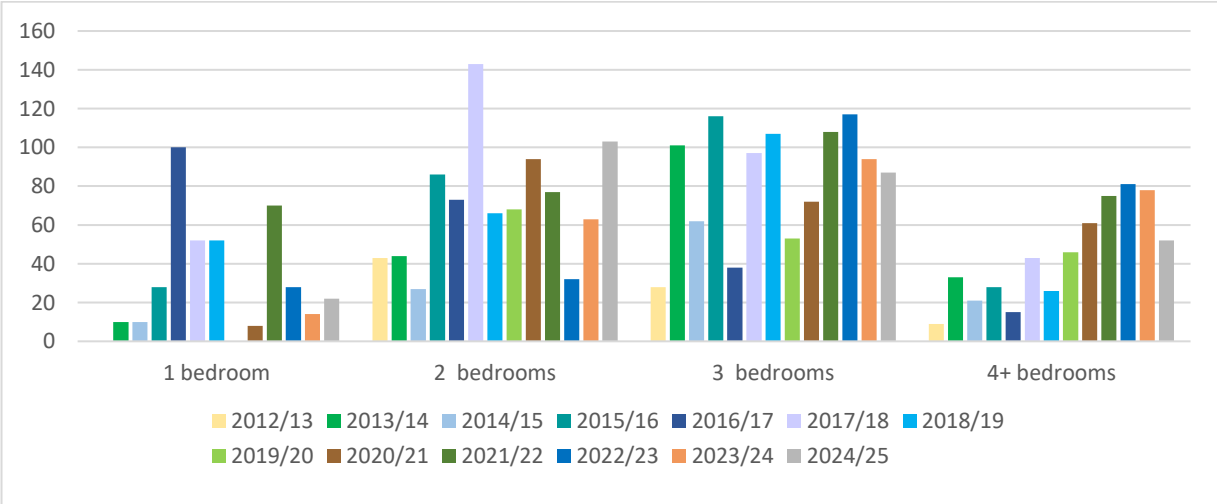
Source: Burnley Borough Council. The total figures in these charts 49 - 51 differ from those in Table 34 as they relate to gross completions. The percentage totals may not equal 100 due to rounding.

Table 50: Housing Completions by Type 2012/13 to 2024/25



Source: Burnley Borough Council.

Table 51: Housing Completions by Size 2012/13 to 2024/25



Source: Burnley Borough Council

Housing Standards

3.5.93 In March 2015 the then Government introduced a new approach to establishing 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 a nationally described space standard. These optional standards cover three matters: accessibility; water efficiency; and internal space. Councils can, through their Local Plans, introduce one or more of the optional standards where they address a clearly evidenced need and where their impact on viability has been considered.

3.5.94 Policy HS4 of Burnley's Local Plan has introduced one of these optional standards and requires 20% of dwellings on schemes of over 10 units to be to the accessibility standard under part M4(2) of the building regulations.

3.5.95 There have been 30 schemes approved (since the Plan was adopted on 31 July 2018) which were subject to the new policy requirement.

Table 52: M4(2) Accessible dwellings approved for schemes of over 10 units (since 31 July 2018)

Scheme Ref and Address/ (PP year)	Permission Type & Site Type	Number of dwellings approved	Number of dwellings completed to 31 Mar 2025	M4(2) units required by Policy HS4 (20%)	M4(2) units actually required by pp	M4(2) units completed to 31 March 2025 (If known)
2018/19						
2018/0235 1 Calder Street, Burnley	Full/ New Build	11	0	2	0	N/A
2018/0384 Wytham St & Albion St, Padiham	Full/ Conversion	11	11	2	0	N/A
2018/0513 Land off Florence Ave, Burnley	Full/ New Build	24	24	5	0	N/A
2019/20						
2018/0504 Phase 5&6 Station Road, Padiham	Full/ New Build	45	45	9	0	N/A
2019/0255 Springbank, Padiham	Full/ New Build	15	15	3	0	N/A
2019/0059 3 Elizabeth Str	Full/ Conversion	15	0	3	0	PP Lapsed
2020/21						
2018/0598 Land at former Baxi Site, Padiham	Outline/ New Build	40	0	8	8 (see note 1)	0
2020/0504 Land at Sycamore Avenue	Full/ New Build	34	34	7	0 (see note 2)	N/A
2019/0606 Land at Tay Street	Full/ New Build	42	42	8	0 (see note 3)	N/A
2019/0444 2 Healey Wood Road	Full/ Conversion	21	21	4	0	N/A
2019/0340 Former Bull and Butcher, Burnley	Outline/ New Build	20	0	4	0	Scheme not Implemented
2019/0315 Land at Higher Saxifield	Full/ New Build	130	0	26	27	0
2019/0155 Red Lees Road, Cliviger	Full/ New Build	125	125	25	25	25 (Confirmed by developer)
2021/22						
2020/0186 Land north of Brownside Rd W'horne	Full/ New Build	18	18	4	4	4 (Confirmed by developer)

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2021/0264 Former Isaac Centre, Harrogate Cres't	Full/ New Build	44	44	9	10	10
2022/23						
2022/0023 Land at Kinross St & Airdrie Cres't	Full/ New Build	61	61	12	15	15 (Confirmed by developer)
2021/0729 Westgate Mill, Sandygate, Burnley	Full/ Conversion	13	0	3	0 (see note 4)	N/A
2021/0352 Land adjacent Belvedere Road	Full/ New Build	20	0	4	4	0
2021/0274 Land West of Smithyfield Avenue	Full/ New Build	38	11	8	38	10 (Confirmed by developer, Awaiting further Verification Report)
2021/0273 Land South of Rossendale Road, Burnley (Barratt)	Full/ New Build	87	28	17	19	0 (Verification Report submitted but refusal of discharge of condition)
2021/0659 Land West of Burnley General Hospital	Full/ New Build	93	93	19	0 (see note 5)	N/A
2021/0443 Land at Barden Lane, Burnley	Outline/ New Build	73	0	15	17	0 (Verification Report not yet submitted)
2021/0234 5-17 Croft St and 3-9 Yorkshire St	Outline/ Conversion	32	0	6	0 (see note 6)	N/A
2020/0321 Butchers Farm, Ormerod Street	Full/ New Build	28	0	6	6	0
2022/0059 Former Primary School, Padiham	Full/ New Build	19	0	4	0 (see note 7)	N/A
2023/24						
2022/0149 Hollins Cross Farm, Woodplumpton Road	Full/ New Build	200	0	40	131	0
2023/0204 Chaddesley House, Manchester Road	Conversion	24	0	5	0 (see note 8)	N/A
2024/25						
24/0040 Former Dexter Paints Site, Gannow Lane	Full/ New Build	35	0	7	7	0
22/0629 Land Wof Heckenhurst Ave, B'side	Full/ New Build	36	0	7	9	0
21/0691 Land S of Ross. Road, Burnley (Seddon)	Full/ New Build	111	0	22	23	0
24/0113 Land off Villiers Street, Burnley	Full/ New Build	32	0	6	10	0
24/0353 18 - 24 Nicholas St	Conversion	18	0	4	5	0
Total				304	358	64

Source: Burnley Borough Council

Note 1. Condition attached requiring any application for the approval of Reserved Matters to show how the minimum 20% of dwellings would comply with the standard.

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

Note 3. 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.

Note 4. M4(2) not sought due to building constraints.

Note 5. M4(2) not sought due to building constraints.

Note 6. Outline application, however, M4(2) optional technical standards may not be possible due to building constraints.

Note 7. M4(2) optional technical standards not a condition of planning permission.

Note 8. Prior Approval - M4(2) standard not able to be required

Self and Custom Build Housing

3.5.96 Self 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 and custom-build housing.

3.5.97 The Self-build and Custom Housebuilding Act 2015 (as amended) requires the Council to keep a self and custom build register and plan accordingly to meet demand. National policy at paragraph 63 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 paragraph 5.1.40 acknowledges these 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.

3.5.98 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" 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.

3.5.99 The "level of demand" is established by reference to the number of entries added to the Council's register over a specific ('base') period. However, this isn't the true level of demand as self and custom build developments have been, and will continue to be, developed by people who are not on the register.

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

Table 53: Number of individuals on Self and Custom Build Register (excluding those in groups)

	Single Register	Part 1	Part2	Total
Total Registrations as at 30 October 2024 (as previously reported)	2	0	0	2
Prior year adjustments (if any)	0	0	0	0
Total Registrations as at 30 October 2024 (restated)	2	0	0	2
Additions between: 31 October 2023 and 30 October 2024	0	0	0	0
Changes to individual registrations between 31 October 2023 and 30 October 2024 (if any)	0	0	0	0
Total Registrations as at 30 October 2025	2	0	0	2

Source: Burnley Council

3.5.101 The first 'base' period began on the day on which the register was established and ended on 30 October 2016. Subsequent base periods run yearly from 31 October to 30 October.

3.5.102 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.

3.5.103 The Levelling-up and Regeneration Act 2023 made two targeted reforms to Section 2A of the Self-build and Custom Housebuilding Act 2015 in Section 123 relating to self-build and custom housebuilding, stating that local authorities are required to carry over unmet demand on a cumulative basis and that new Regulations will be published to prescribe the types of development that are permitted to be counted to meet demand³¹.

Permissions sought and granted by the Council:

3.5.104 In 2019, outline planning permission was sought and granted on land at Lawrence Avenue, Burnley, to assist with meeting the demand for self and custom build housing as expressed on the register during the first 'base' period (OUT/2019/0447: Land at Lawrence Avenue Burnley for two self/custom build dwellings: Approved 18/10/2019).

3.5.105 To date, there have been no expressions of interest in bringing this site forward and instead, as can be seen from the following table, the demand expressed during the first and subsequent 'base' periods has been met, and exceeded, by permissions sought by third parties. As this is the case, the Council has not sought to renew the permission at Lawrence Avenue since it lapsed.

Permissions sought by third parties:

3.5.106 Most single dwelling plots are likely to come forward as self-build or custom-build projects. In addition, some sites of less than 10 units will be developed by local or specialist builders as custom build. Both these sources can therefore provide suitable plots in terms of both the current 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.

3.5.107 The table below shows the number of single dwelling plots that have been granted permission (full or outline) that are available for self and custom build compared with the cumulative demand for plots since 2016. Those that are clearly not intended for this route are excluded. It also includes some sites (or parts 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 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.

³¹ Section 123 (Duty in relation to Self-build and Custom housebuilding) came into force on 31 January 2024. From this date the way that demand is calculated changed, however, the regulations with regard to prescribing the types of development that can be counted to meet demand have not to date been published.

Table 54: Self and Custom build permissions compared to cumulative demand

		Number of serviced plots permitted		
AMR Year	Self and Custom Build Year	Single dwelling plots	Sites of 2 – 9 dwellings	Total
1st Base Period 1st April 2016 to 30th October 2016				
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
	TOTAL	18	2	20
Demand as expressed by number of individuals/groups joining the Register during this base period = 2				
Number of Serviced plots permitted to meet demand = 20				
Demand carried forward = (18)				
2nd Base Period 30th October 2016 to 30th October 2017				
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
	TOTAL	12	4	16
Demand as expressed by number of individuals/groups joining the Register during this base period = 4				
Cumulative demand Base Period 1 and 2 = (14)				
Additional Serviced plots permitted to meet demand = 4				
Demand carried forward = (18)				
3rd Base Period 30th October 2017 to 30th October 2018				
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		4	0	4
	TOTAL	14	2	16
Demand as expressed by number of individuals/groups joining the Register during this base period = 5				
Cumulative demand Base Period 1 - 3 = (13)				
Additional Serviced plots permitted to meet demand = 7				
Demand carried forward = (20)				
4th Base Period 30th October 2018 to 30th October 2019				
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		4	0	4

2021-2022	October 2021 – October 2022	2	0	2
2022-2023		2	0	2
	TOTAL	13	2	15
Demand as expressed by number of individuals/groups joining the Register during this base period = 6				
Cumulative demand Base Period 1 - 4 = (14)				
Additional Serviced plots permitted to meet demand = 4				
Demand carried forward = (18)				
5th Base Period 30th October 2019 to 30th October 2020				
2020-2021	October 2020 – October 2021	3	0	3
2021-2022		4	0	4
2021-2022	October 2021 – October 2022	2	0	2
2022-2023		2	0	2
2022-2023	October 2022 – October 2023	1	0	1
2023-2024		0	9	9
	TOTAL	12	9	21
Demand as expressed by number of individuals/groups joining the Register during this base period = 3				
Cumulative demand Base Period 1 - 5 = (15)				
Additional Serviced plots permitted to meet demand = 10				
Demand carried forward = (25)				
6th Base Period 30th October 2020 to 30th October 2021				
2021-2022	October 2021 – October 2022	2	0	2
2022-2023		2	0	2
2022-2023	October 2022 – October 2023	1	0	1
2023-2024		0	9	9
2023-2024	October 2023 – October 2024	2	0	2
2024-2025		3	0	0
	TOTAL	10	9	19
Demand as expressed by number of individuals/groups joining the Register during this base period = 0				
Cumulative demand Base Period 1 - 6 = (25)				
Additional Serviced plots permitted to meet demand = 5				
Demand carried forward = (30)				
7th Base Period 30th October 2021 to 30th October 2022				
2022-2023	October 2022 – October 2023	1	0	1
2023-2024		0	9	9
2023-2024	October 2023 – October 2024	2	0	2
2024-2025		3	0	3
2024-2025	October 2024 – October 2025	1	0	1
2025-2026		Not Yet Available		
	TOTAL	7	9	16
Demand as expressed by number of individuals/groups joining the Register during this base period = 0				
Cumulative demand Base Period 1 - 6 = (30)				
Additional Serviced plots permitted to meet demand = 1				
Demand carried forward = (31)				

Source: Burnley Council

Houses in Multiple Occupation

3.5.108 Houses in Multiple Occupation (HMOs) form part of the borough's privately rented housing provision, contributing to people's housing choices. This form of accommodation is generally more affordable and flexible than other housing types and therefore suitable for younger people and other households that are not living as families. As well as reducing housing costs for individuals, sharing homes can also have positive social benefits for occupiers, helping individuals, especially young people, to form new networks and relationships.

3.5.109 Analysis of planning applications in the borough between 2019 and 2022 showed an increase in the numbers of planning applications for HMOs and some concerns were raised about the quality of accommodation they provide and their concentration within certain locations.

3.5.110 Due to the nature of the accommodation that they provide, unless they are properly planned and managed, HMOs can create issues, including:

- **Reduced Housing Choice:** The Local Plan seeks to provide a mix of housing types and tenures to meet the needs of all households. An oversupply of HMOs can create an imbalance in housing type and tenure, reducing the supply and affordability of homes for families to rent or to purchase their first home.
- **Detriment to visual amenity/character:** resulting from additional waste, other outside storage and parking.
- **Noise and disturbance:** resulting from the intensification of the residential use and/or the lifestyle of occupants.
- **Overlooking and loss of privacy:** resulting from revised internal layouts and intensification of use.
- **Highway safety concerns:** resulting from additional on and off-street parking requirements.
- **Additional demands on local services and infrastructure:** resulting from a higher concentration of adults compared to a typical family home or household.
- **Reducing community cohesion:** resulting from and lack of interaction and/or high turnover of occupants.

3.5.111 The Council is committed to better managing the supply of HMOs. With regard to planning, the first step was to prepare and adopt the Houses in Multiple Occupation and Small Flats SPD in April 2022.

3.5.112 The Houses in Multiple Occupation and Small Flats SPD highlighted that, should the need arise, the Council could consider an Article 4 Direction to better manage the creation of small HMOs and their impacts on the amenity of certain areas. With this in mind, research was undertaken on the appropriateness of introducing an Article 4 Direction. This research was used as the justification for the making of a non-immediate Article 4 Direction in October 2023. Following consultation in October and November 2023, the Article 4 Direction was confirmed in June 2024 and came into force on 14 October 2024. This is a non-immediate Direction under Article 4 of the Town and Country Planning (General Permitted Development) Order (GPDO) 2015 (as amended), to remove the permitted development rights granted by Schedule 2 Part 3 Class L(b) of that Order - which allows a change of use from a dwellinghouse (C3) to a house in multiple occupation with between 3 and 6 occupants (C4), and it applies to the wards of the borough as listed below:

- Trinity;
- Bank Hall;

- Daneshouse with Stoneyholme;
- Rosegrove with Lowerhouse;
- Gannow;
- Gawthorpe;
- Queensgate;
- Brunshaw; and
- Rosehill with Burnley Wood

3.5.113 The table below details the baseline position with regard to HMOs which was used in the background document for the introduction of the Article 4 Direction.

Table 55: Combined data sets of HMOs (October 2023)

Ward	Licensed HMOs	Student Exemptions	Accredited Agents/ Websites	All	Approx no. households ³²	% HMO
Bank Hall	8	7	17	32	2,777	1.15
Briercliffe	2	4	6	12	2,468	0.49
Brunshaw	3	5	12	20	2,978	0.67
Cliviger with Worsthorpe	0	3	0	3	2,298	0.13
Coal Clough with Deerplay	0	2	0	2	2,286	0.09
Daneshouse with Stoneyholme	2	5	4	11	2,361	0.47
Gannow	2	7	20	29	2,625	1.10
Gawthorpe	2	5	11	18	2,929	0.61
Hapton With Park	4	2	4	10	2,811	0.36
Lanehead	2	5	1	8	2,614	0.31
Queensgate	2	4	15	21	2,534	0.83
Rosegrove with Lowerhouse	9	5	10	24	3,062	0.78
Rosehill with Burnley Wood	4	3	8	15	2,825	0.53
Trinity	16	5	53	74	2,764	2.68
Whittlefield with Ightenhill	0	3	1	4	2,541	0.16
	56	65	162	283	39,873	0.71

Source: various as stated in - <https://burnley.gov.uk/wp-content/uploads/2023/10/HMO-Article-4-Background-Document-October-2023.pdf>

3.5.114 There were a number of applications for Lawful Development Certificates after the introduction of the Article 4 Direction was publicised, as landlords sought evidence that their HMOs were in operation before the Article 4 Direction came into force. Between October 2023 and October 2024 twelve such applications were determined resulting in four Lawful Development Certificates being issued. Applications continue to be submitted since the Article 4 Direction came into force as landlords continue to make the case that their HMOs were already in operation, with, to date, five applications being determined and four Lawful Development Certificates issued.

³² Approx number of households data is derived from Table TS054 2021 Census Tenure by household

3.5.115 To date, since the Article 4 Direction came into force, there have been eleven applications for Change of Use from a dwellinghouse (C3) to a house in multiple occupation with between 3 and 6 occupants (C4). Five of the applications have been approved and five have been refused, with one still to be determined. There has been one appeal lodged, to date, in respect of the refused applications. Over the same period, two applications were approved for larger HMOs, both for 9 people, and two applications, for 11 and 23 people, are awaiting determination.

Design

3.5.116 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.

3.5.117 '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 2024/25.

3.5.118 '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 2024/25, no schemes received accreditation.

Table 56: Design Quality

SP5 Design Quality and Sustainability	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Number of Secured by Design awards/ Endorsements.	1* APP/2015/0319	1	0	0	0	0	0	0
No. of schemes achieving Building for Life 12 accreditation or 'outstanding' status.	0	0	0	0	0	0	0	0

Source: Lancashire Constabulary and [Housing Design Awards | Design For Homes](#) Note* for Burnley housing completion monitoring purposes, this scheme was completed in 2016/17

Householder Extensions

3.5.119 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.

3.5.120 The Council adopted a Residential Extensions Supplementary Planning Document (SPD) on 26 October 2022. This SPD provides detailed guidance on the application of the Local Plan policies in respect of residential alterations and extensions.

3.5.121 The number and % of householder planning appeals dismissed per annum is used as an indicator to help monitor the effectiveness of this policy and also now the SPD. During 2024/25 there were two householder appeals decided. One appeal was dismissed (50%), and one appeal allowed.

Gypsies and Travellers

3.5.122 National planning policy states that " Local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities" 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".³³

3.5.123 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 following table.

3.5.124 In 2015, an updated national 'Planning Policy for Traveller Sites', was issued and the definition of Gypsies and Travellers for planning purposes was 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".

3.5.125 In light of this change, only those members of the Gypsy and Traveller community who still travelled or can have reasonably been said to intend to live a nomadic lifestyle in the future, required their needs to be specifically and separately addressed and met in the Local Plan. For those who didn't, their needs, requirements and demands, including for caravan living, were to be assessed along with those of the non-traveller community through the general housing needs assessment.

3.5.126 In view of this change, the survey results from the 2012 GTAA were revisited to reassess the need on the basis of the new definition.³⁴ The revised figures are shown in column B, of the following table.

3.5.127 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.

³³ [Planning policy for traveller sites - GOV.UK](#)

³⁴ Burnley & Pendle GTAA. Burnley Addendum June 2016

Table 57: Requirement for Gypsy and Traveller Pitches 2012 - 2026

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

Net Additional Pitches for Gypsies and Travellers

3.5.128 The table below shows the formal Gypsy and Traveller pitch provision in the borough i.e. the pitches specifically restricted for occupancy by 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 a planning permission granted on appeal under APP/2016/0427.

Table 58: Gypsy and Traveller Pitch Provision as at 31 March 2025

Year	Existing provision	Additional pitches approved		2021/22	5	0
2018/19	0	5		2022/23	5	0
2019/20	5	0		2023/24	5	0
2020/21	5	0		2024/25	5	0

Source: Burnley Borough Council

3.5.129 Following the judgment in the Court of Appeal in the case of *Smith v SSLUHC & Ors*, the previous government reverted the definition of Gypsies and Travellers used in the Planning Policy for Travellers Sites to that adopted in 2012; for plan and decision making, with the change applying from 19 December 2023. The government stated that it intended to review the approach to this area of policy and case law in 2024.

3.5.130 A new PPTS was then issued by the current government in December 2024 which defines Gypsies and Travellers largely in line with the 2012 definition, but with an additional category of people added (in italics below). The new definition is:

“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 dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, *and all other persons with a cultural tradition of nomadism or of living in a caravan*, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.”³⁵

An updated assessment of need is to be undertaken for the proposed Gypsy and Traveller Site Allocations DPD.³⁶

³⁵ 2024 [Planning policy for traveller sites - GOV.UK](#)

³⁶ Prior to the 2023 change to the definition referred to in paragraph 3.5.130, on the 12 July 2023 the Council's Executive resolved to formally put on hold the production of this DPD until such time as, inter alia, the outcome of the proposed planning reforms set out in then LURB become clearer, and that this matter be revisited by spring 2024. It did not therefore feature in July 2023 LDS nor the current March 2025 version. See paragraph 2.5.5 and footnote 3 for the current position.

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 2021 Census showed 13,568 people commute into Burnley from other local authorities in the UK, whereas 13,035 people commute out of Burnley to other local authorities in the UK or abroad, meaning that, overall, Burnley is a net importer of 553 employees.

3.6.3 This is a changed position from the 2011 Census when Burnley was a net exporter of 664 employees, with 14,608 people commuting in, and 15,272 commuting out. It is important however, to also note the difference in the numbers of people commuting between the two Census periods, with 2,237 less people commuting out, and 1,040 less commuting into Burnley in 2021 than in 2011.

3.6.4 On Census Day, 21 March 2021, a nationwide lockdown was still in place due to the Coronavirus pandemic, with government guidance requiring people to work from home wherever possible, with non-essential retail and businesses closed. The increased opportunities for people to work from home by choice (which had developed since the start of the pandemic) will also have had an impact on these figures. The impact of these ongoing opportunities on commuting patterns will need to be carefully considered, including when defining future FEMAs (Functional Economic Market Areas) and TTWAs (Travel to Work Areas).

3.6.5 Most commuting remains to and from adjoining local authority areas. However, the 2021 Census showed that 401 residents commuted to Manchester, Salford and Trafford, a reduction from 631 in 2011. It also showed that 12,489 people in Burnley either worked from home or had no fixed place of work. This has increased from 2,941 in the 2011 Census.

Table 59: Commuter flows to and from Burnley 2021

	Inflow to Burnley	Outflow from Burnley	Net inflow
Pendle	4,687	4,024	+663
Hyndburn	2,103	1,937	+166
Rossendale	1,512	956	+556
Blackburn with Darwen	1,436	1,979	-543
Ribble Valley	1,057	1,010	+47
Calderdale	346	244	+102
Bury	238	262	-24
South Ribble	224	265	-41
Rochdale	191	292	-101
Chorley	203	118	+85
Bolton	157	139	+18

Preston	168	291	-123
Bradford	120	151	-31
Manchester	104	255	-151
Craven	65	126	-61
Oldham	53	91	-38
Salford	60	97	-37
Trafford	33	49	-16
Other	811	749	+62
	13,568	13,035	+533

Source: 2021 Census via NOMIS [Origin-destination data explorer - Census 2021 - ONS](#)

Total Jobs and Sectoral Split

3.6.6 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 2024 estimates with earlier years difficult. 2015 was a 'cross over' year where statistics were available using both the methods.

3.6.7 Nomis's 'Local Authority Profiles – time series' – (following table) shows the 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, but in 2020 they dropped back to 2015/2016 levels of 38,000, likely as a result of the Coronavirus pandemic. In 2021 they bounced back to pre-Covid 19 levels of 40,000 but fell again to 39,000 in 2022. Another fall was seen in 2023 to 38,000. In 2024 the figure remained at 38,000. These are all rounded figures. Although they 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 2024 the sectoral split data totals to 38,745 employee jobs (Table 61) (an increase from the 37,990 in 2023). Both figures exclude farm-based agriculture, the self-employed, government-supported trainees and HM Forces.

Table 60: Total Employee Jobs (Rounded) 2015-2024

	Burnley	North West	England and Wales
2015	38,000	3,151,000	26,277,000
2016	38,000	3,235,000	26,733,000
2017	39,000	3,287,000	27,072,000
2018	39,000	3,317,000	27,216,000
2019	40,000	3,395,000	27,571,000
2020	38,000	3,304,000	27,052,000
2021	40,000	3,428,000	27,785,000
2022	39,000	3,474,000	28,410,000
2023	38,000	3,544,000	28,776,000
2024	38,000	3,576,000	28,925,000

Source: ONS Nomis - from Local Authority Profiles – time series – Accessed Nov 2025 – previous year's figures changed. These figures are for employees and exclude farm-based agriculture, self-employed, government-supported trainees and HM Forces.

3.6.8 The following table shows that in 2024, the biggest employment sectors within Burnley were 'Wholesale and retail trade, repair of motor vehicles and motorcycles' (21.1%), 'Human health and social work activities' (18.4%) and 'Manufacturing' (15.8%).

3.6.9 The number of manufacturing jobs has remained static compared to 2023 at 6,000 and the proportion of jobs in this sector at 15.8% remains significantly higher than the North West proportion (8.7%) and the England and Wales proportion (7.3%). This demonstrates the concentration of manufacturing locally and its continued importance to the borough's economy.

3.6.10 In terms of job increases, it is noted that there has been an increase of 250 (from the 2023 figures) in the number of people employed in construction, which could be linked to the delivery of the Local Plan housing and employment sites, and an increase of 250 (from the 2023 figures) of people employed in the arts, entertainment and recreation sector.

Table 61: Number and % of people employed in Burnley by Industry sector (2024)

Industry	Change from previous year (number)	Burnley Number	Burnley %	North West %	England & Wales %
B : Mining and quarrying	-	0	0.0	0.1	0.1
C : Manufacturing	-	6,000	15.8	8.7	7.3
D : Electricity, gas, steam and air conditioning supply	▲	20	0.1	0.4	0.4
E : Water supply; sewerage, waste management and remediation activities	▼	175	0.5	0.7	0.7
F : Construction	▲	2,000	5.3	4.9	4.9
G : Wholesale and retail trade; repair of motor vehicles and motorcycles	-	8,000	21.1	14.0	13.7
H : Transportation and storage	▲	1,750	4.6	4.7	5.0
I : Accommodation and food service activities	-	2,500	5.9	7.5	7.7
J : Information and communication	▲	450	1.2	3.0	4.7
K : Financial and insurance activities	-	400	1.1	2.4	3.4
L : Real estate activities	-	700	1.8	1.9	1.9
M : Professional, scientific and technical activities	-	1,500	3.9	9.6	9.4
N : Administrative and support service activities	-	2,250	5.9	8.7	8.7
O : Public administration and defence; compulsory social security	▲	800	2.1	5.1	4.7
P : Education	-	3,500	9.2	8.3	8.6
Q : Human health and social work activities	-	7,000	18.4	15.9	13.9
R : Arts, entertainment and recreation	▲	1,250	3.3	2.3	2.4
S : Other service activities	▼	450	1.2	1.6	1.9
Total		38,745	101.4	99.8	99.4

Source: Business Register and Employment Survey (BRES) 2024 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

3.6.11 Table 62 overleaf 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.

3.6.12 Since 2014, the number of enterprises and local units across the borough overall has grown significantly. However, whilst modest annual increases in the number of both enterprises and local units were recorded in 2022 and 2023, a decrease in the number of these was seen in 2024. In 2025 a small increase in the number of enterprises was recorded, but a small decrease in the number of local units was seen.

Economic Activity Rates

3.6.13 The economically active population includes all those of working age who are in employment and those unemployed but seeking work. In 2024/25 the borough had an estimated 40,500 economically active residents. This equates to an economic activity rate of 77.6% of all 16–64-year-olds. The number and rate increased from 39,600 (77.3%) in 2023/24 and 37,000 (72.0%) in 2022/23. (Source: ONS Annual Population Survey (APS) via Nomis, July 2025³⁷)

3.6.14 Whilst the APS data, at a district level, should be treated with caution as it is based on a small sample size with a wide margin of error, the figures do show that Burnley's economic activity rate in 2024/25 (77.6%) is above the wider North West rate (76.7%), but below the England & Wales rate (78.7%).

3.6.15 The economically inactive population includes all those of working age that are retired, students and others who are not actively seeking work. In 2024/25 an estimated 11,700 people were economically inactive in Burnley, giving an economic inactivity rate of 22.4% of all 16–64-year-olds. This is a slight increase on 2023/24 when 11,600 people (22.4%) were economically inactive.

Employment Rates

3.6.16 The APS also gives figures for the numbers (and % of people aged 16-64) within the economically active population who are in employment and who are unemployed (see Table 63).

3.6.17 From 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. Following a dip in 2018/19, a bounce back was seen in 2019/20. The rate dipped again in 2021/22 but has since risen each year and in both 2023/4 and 2024/25 it exceeded the regional and national rate.

3.6.18 The fluctuations could, however, be caused by the small sampling sizes mentioned above.

³⁷ [Nomis - Official Census and Labour Market Statistics](#) Previously published figures may be revised

Table 62: 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	2022	2023	2024	2025	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Micro (0 to 9)	1,860	1,795	1,875	2,105	2,135	2,210	2,180	2,590	2,295	2,305	2,320	2,325	2,295	2,295	86.0	84.5	85.1	86.3	86.4	86.1	86.2	87.7	87.0	87.3	87.4	87.1	86.8	86.3
Small (10 to 49)	255	280	275	275	275	295	290	295	275	270	270	280	285	295	11.7	13.2	12.6	11.4	11.2	11.5	11.4	10.0	10.5	10.2	10.2	10.5	10.8	11.2
Medium (50 to 249)	40	40	45	50	45	50	50	55	50	50	45	45	50	50	1.9	1.9	2.0	2.0	1.9	2.0	1.9	1.8	1.9	1.9	1.8	1.7	1.9	1.8
Large (250+)	5	10	10	10	10	10	10	15	15	15	15	20	15	20	0.3	0.4	0.4	0.3	0.5	0.4	0.5	0.5	0.6	0.6	0.6	0.7	0.6	0.7
Total	2,160	2,125	2,200	2,440	2,470	2,565	2,530	2,955	2,640	2,640	2,655	2,670	2,645	2,655	100	100	100	100	100	100	100	100	100	100	100	100	100	100
	Number of Local Units Burnley														Burnley (%)													
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Micro (0 to 9)	2,225	2,155	2,220	2,445	2,460	2,540	2,500	2,895	2,605	2,620	2,635	2,630	2,605	2,585	79.3	78.7	79.3	80.3	80.1	80.1	79.7	81.7	80.7	81.4	81.5	81.0	80.9	80.5
Small (10 to 49)	470	470	470	485	495	510	515	515	490	475	475	495	495	500	16.8	17.3	16.7	15.9	16.1	16.1	16.3	14.6	15.2	14.8	14.7	15.3	15.4	15.5
Medium (50 to 249)	95	95	95	100	100	100	105	115	115	105	105	100	110	115	3.4	3.4	3.4	3.3	3.2	3.2	3.4	3.2	3.6	3.3	3.2	3.1	3.4	3.6
Large (250+)	15	15	20	15	20	20	20	20	15	15	15	15	15	15	0.5	0.6	0.6	0.5	0.6	0.7	0.6	0.5	0.5	0.5	0.5	0.5	0.5	0.4
Total	2,800	2,735	2,800	3,045	3,070	3,170	3,140	3,545	3,230	3,220	3,235	3,240	3,200	3,210	100	100	100	100	100	100	100	100	100	100	100	100	100	100

Source: Inter Departmental Business Register (ONS) Notes: % is as a proportion of total (enterprises or local units) 2025 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>

Table 63: Employment Rates April to March

Area	2012/ 13	2013/ 14	2014/ 15	2015/ 16	2016/ 17	2017/ 18	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25
Burnley	67.7	63.0	63.2	75.3	78.5	78.1	67.1	74.2	73.6	70.5	72.0	76.3	76.5
Hyndburn	76.4	61.5	72.2	72.6	71.3	72.8	80.2	79.5	74.2	70.0	74.6	78.2	68.4
Pendle	64.8	61.4	67.6	74.3	73.6	66.8	69.1	74.0	75.4	67.4	68.4	47.9	73.5
Ribble Valley	81.6	68.4	73.2	86.4	83.1	78.3	74.9	79.3	78.3	84.1	73.6	75.5	81.1
Rossendale	83.7	62.5	71.2	71.9	72.1	81.2	75.0	81.4	81.6	72.6	76.1	77.8	74.5
North West	69.1	68.9	69.8	71.4	71.7	73.4	73.8	74.9	73.2	73.1	73.6	73.2	73.7
England & Wales	70.8	71.6	72.7	73.8	74.3	75.0	75.5	76.1	75.0	75.3	75.6	75.6	75.5

Source: ONS Annual Population Survey, NOMIS. (Jul 2025) Table shows percentage of all people aged 16-64 economically active and in employment thereby excluding people over pension age who are still working. Green shading indicates years where Burnley's rate was above the national rate

Unemployment Rates

3.6.19 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. 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.

3.6.20 The first table shows the 'Unemployment Rates'. No data is available from this source for Burnley in 2020/21, 2022/23, 2023/24 and 2024/25 (due to a small sample size).

3.6.21 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, it is known without sampling error. This data estimates that 4.7% of people were unemployed in the borough in 2024/25, a decrease on the previous year's rate, but a rate above the national and regional levels.

Table 64: Unemployment Rates April to March (%)

Area	2012/ 13	2013/ 14	2014/ 15	2015/ 16	2016/ 17	2017/ 18	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25
Burnley	5.1	15.9	12.7	5.1	4.7	4.6	9.5	3.9	-	6.1	-	-	-
Hyndburn	5.5	8.5	7.0	7.8	7.2	-	4.2	-	-	13.6	-	-	6.3
Pendle	14.5	10.0	6.4	5.6	5.3	6.9	-	4.0	-	-	-	14.6	7.7
Ribble V'ey	5.2	6.6	5.0	-	-	-	-	-	7.9	-	-	-	-
Rossendale	3.3	12.1	5.1	-	3.8	-	3.5	3.2	-	-	8.7	-	6.9
North West	8.4	8.0	6.5	5.4	5.2	4.5	4.0	4.1	4.7	4.5	3.9	4.6	4.0
E & Wales	8.0	7.4	6.1	5.2	4.9	4.4	4.2	4.0	5.0	4.3	3.7	4.0	3.8

Source: ONS Annual Population Survey, NOMIS. Table shows percentage of all economically active people 16-64 who are unemployed (Accessed Aug 2025)

Table 65: 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	2021/ 22	2022/ 23	2023/ 24	2024/ 25
Burnley	8.9	9.9	8.1	5.5	5.5	5.3	6.3	5.4	4.7	5.8	4.3	5.3	4.7
Hyndburn	7.6	8.1	6.6	5.9	5.0	5.3	4.5	4.3	4.8	4.9	4.1	5.1	4.6
Pendle	8.3	8.1	6.0	5.3	4.7	4.7	3.9	4.4	4.3	5.5	5.5	9.6	5.2
Ribble V'ey	3.6	4.1	3.1	2.7	2.4	2.5	2.4	2.0	2.7	2.8	2.3	2.5	2.0
Rossendale	5.2	7.6	5.4	5.0	5.0	3.3	4.0	3.3	3.7	3.9	3.2	3.4	3.5
North West	8.3	7.8	6.4	5.3	5.1	4.4	3.9	4.0	4.7	4.4	3.9	4.5	3.7
E & Wales	7.8	7.2	5.9	5.1	4.7	4.3	4.1	4.0	4.9	4.2	3.6	3.9	3.9

Source: ONS Annual Population Survey, Modelled Based Estimates of Unemployment NOMIS (Accessed Aug 25)

3.6.22 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.

3.6.23 Under Universal Credit,³⁸ a broader span of claimants is required to look for work than under Jobseeker's Allowance. The number of people recorded within the Claimant Count was therefore likely to rise. Universal Credit was rolled out earlier in Burnley than in many other parts of the country.

3.6.24 In March 2025 in Burnley, the Claimant Count rate was 6.2%, compared with 4.4% in the Northwest and 4.2% in England & Wales. This is an increase from March 2024 (both rate and number show increases).

Table 66: Claimant Count

Date	Burnley Number	Burnley %	North West %	England & Wales %
March 2013	2,685	4.9	4.4	3.8
March 2014	2,035	3.7	3.3	2.8
March 2015	1,495	2.7	2.4	2.0
March 2016	1,635	2.9	2.4	1.9
March 2017	1,755	3.1	2.4	1.9
March 2018	2,515	4.5	2.7	2.1
March 2019	2,795	4.9	3.3	2.6
March 2020	2,895	5.0	3.7	3.0
March 2021	4,935	8.5	7.0	6.4
March 2022	3,120	5.3	4.6	4.1
March 2023	3,200	5.4	4.2	3.7
March 2024	3,580	6.0	4.2	3.8
March 2025	3,700	6.2	4.4	4.2

Source: NOMIS – ONS Claimant Count (2025) Rates calculated using estimates of resident population aged 16-64

³⁸ Universal Credit (UC) replaces six 'legacy' benefits and tax credits for working-age households. It was first launched in 2013 but is not understood to yet be fully rolled out to all jobcentres (Dec 2025).

Earnings

3.6.25 Average earnings of those who live in the borough (and may work in the borough or elsewhere) are slightly higher than for those who work in the borough (and may live in the borough or elsewhere). 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. Resident wages showed an increased gap in 2025, whereas workplace wages saw a decreased gap.

3.6.26 For those who live in the borough (Table 67), whilst earnings have fluctuated, average earnings (mean and median) are significantly higher than in 2016 (mean +32.20%). Between 2024 and 2025 the average annual resident earnings (mean) increased by 1.2%, lower than the increase in the North West (5.8%), and England and Wales (5.8%).

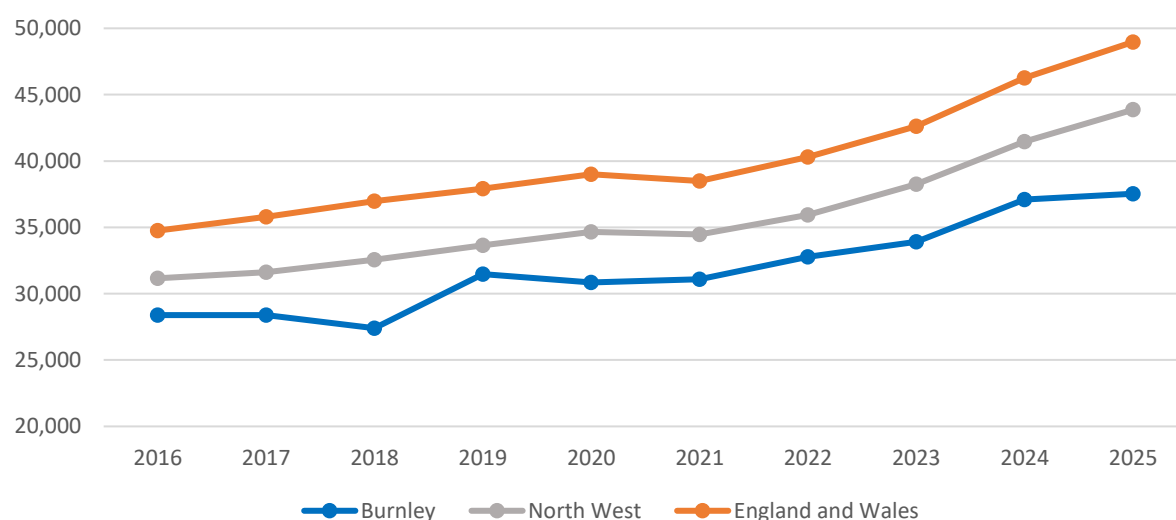
3.6.27 For those who work in the borough (Table 68), whilst earnings have also fluctuated, average earnings (mean and median) are also significantly higher than in 2016 (mean +34.39%). Between 2024 and 2025 the average annual workplace income (mean) increased by 10.9%, higher than the increase in the North West (6.5%), and England and Wales (5.9%).

Table 67: Earnings by Residence, 2016-2025

Gross pay – Full time workers		Burnley (£)		North West (£)	England and Wales (£)
Median					
2016	Weekly Annual	472.8 24,142		502.5 26,220	541.7 28,340
2017	Weekly Annual	435.8 23,659	▼	514.5 26,660	552.8 28,953
2018	Weekly Annual	480.9 24,795	▲	529.8 27,520	571.2 29,684
2019	Weekly Annual	521.6 28,050	▲	555.8 28,511	588.9 30,537
2020	Weekly Annual	474.8 25,334	▼	558.1 29,523	586.7 31,600
2021	Weekly Annual	530.5 27,115	▲	575.2 29,570	611.4 31,319
2022	Weekly Annual	574.9 28,480	▲	604.4 30,883	645.1 33,135
2023	Weekly Annual	576.4 30,774	▲	653.3 33,127	686.9 35,046
2024*	Weekly Annual	629.5 31,786	▲	696.7 35,304	729.6 37,490
2025	Weekly Annual	670.0 33,208	▲	734.8 37,445	766.6 39,036
Mean					
2016	Weekly Annual	566.4 28,392		593.4 31,163	649.9 34,757
2017	Weekly Annual	541.0 28,378	▼	603.8 31,618	666.5 35,788
2018	Weekly Annual	555.4 27,400	▼	625.8 32,566	691.2 36,986
2019	Weekly	619.1	▲	645.9	709.6

	Annual	31,477		33,643	37,917
2020	Weekly Annual	563.5 30,838	▼	654.2 34,671	714.7 38,996
2021	Weekly Annual	597.7 31,094	▲	671.3 34,457	732.6 38,489
2022	Weekly Annual	641.7 32,781	▲	701.8 35,929	764.1 40,316
2023	Weekly Annual	659.3 33,920	▲	751.8 38,247	814.5 42,631
2024*	Weekly Annual	716.9 37,088	▲	808.3 41,458	874.1 46,266
2025	Weekly Annual	753.1 37,533	▲	857.1 43,863	926.1 48,966

Residents: Full Time Workers - Mean Annual Gross Pay

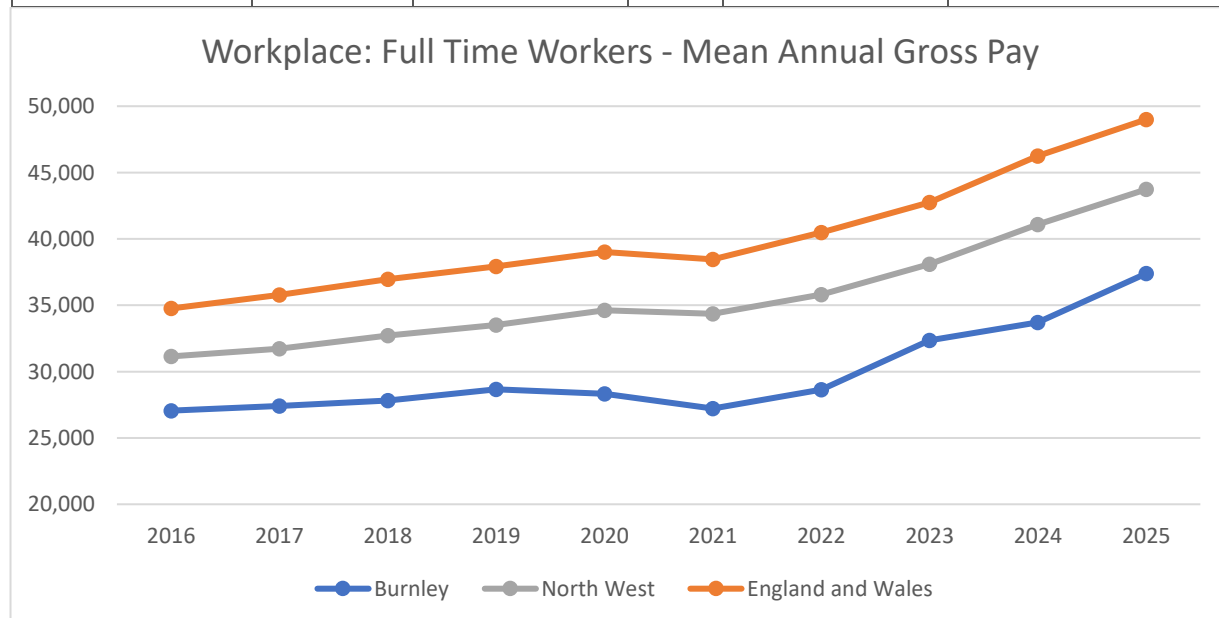


Source: Nomis/ONS annual survey of hours and earnings - resident analysis i.e. employees living in the area. (2025) Annual pay is for the year ending 5 April. Weekly pay is for the month of April. *2024 figures revised

Table 68: Earnings by Workplace, 2016- 2025

Gross pay – Full time workers		Burnley (£)		North West (£)	England and Wales (£)
Median					
2016	Weekly Annual	440.5 22,728		503.9 26,220	541.1 28,325
2017	Weekly Annual	420.1 22,538	▼	514.2 26,754	552.6 28,939
2018	Weekly Annual	452.2 22,512	▼	529.9 27,376	571.1 29,667
2019	Weekly Annual	462.0 23,648	▲	550.5 28,175	588.6 30,526
2020	Weekly Annual	431.4 23,598	▼	557.8 29,459	586.7 31,605
2021	Weekly Annual	457.8 23,231	▼	574.9 29,371	611.0 31,300

2022	Weekly Annual	504.4 25,831	▲	602.9 30,698	644.9 33,133
2023	Weekly Annual	522.4 28,160	▲	649.7 33,078	687.0 35,045
2024*	Weekly Annual	603.1 30,179	▲	693.8 35,176	729.4 37,482
2025	Weekly Annual	609.6 31,087	▲	734.2 37,361	766.6 39,059
Mean					
2016	Weekly Annual	543.1 27,058		593.1 31,145	649.6 34,758
2017	Weekly Annual	505.5 27,406	▲	602.8 31,733	666.0 35,779
2018	Weekly Annual	581.7 27,821	▲	627.5 32,710	690.7 36,973
2019	Weekly Annual	557.4 28,655	▲	645.3 33,523	709.7 37,923
2020	Weekly Annual	525.3 28,328	▼	653.6 34,617	714.6 39,003
2021	Weekly Annual	546.2 27,221	▼	667.7 34,359	732.3 38,468
2022	Weekly Annual	575.3 28,643	▲	700.3 35,807	764.4 40,492
2023	Weekly Annual	602.5 32,352	▲	748.3 38,087	814.5 42,755
2024*	Weekly Annual	666.7 33,716	▲	805.6 41,079	874.0 46,251
2025	Weekly Annual	748.6 37,389	▲	857.3 43,731	927.6 49,002



Source: Nomis/ONS annual survey of hours and earnings - workplace analysis (2025) Annual pay is for the year ending 5 April. Weekly pay is for the month of April. *2024 figures revised

Employment Target

3.6.28 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

3.6.29 Between 1 April 2012 and 31 March 2025, 47.92 hectares of employment land was completed, leaving 18.08 hectares of the target remaining. Around 85% of these completions occurred before the Local Plan was adopted in 2018.

3.6.30 If the Plan's total 66 hectare target was split evenly over the 20-year plan period, it would equate to 3.3 hectares per annum, or 42.9 hectares over the 13-year period (2012/13-2024/25). Between 2012/13 and 2024/25, the actual amount of development was 47.92 hectares (Table 69). On that basis, employment land build-out rates are ahead of target.

3.6.31 Most of the allocated sites (25.87 hectares of the 32.83 hectares) are yet to be completed, although construction is well underway on a number of these. A small number of the allocated sites have permission for non-employment development (see Table 73).

Table 69: Employment Development 1 April 2012 - 31 March 2025 (Policies SP3 and EMP1)

Year	New B/E Class** Floorspace completed (planning permissions) (sqm)	New B/E Class** site area completed (planning permissions) (Ha) Formula*	LDO (see para 3.6.33) Floorspace completed (sqm)	LDO Floorspace completed (Ha) Formula*	Total Floorspace Completed (Ha) Formula*
2012/13	9,177.60	2.29	0.00	0.00	2.29
2013/14	14,046.30	3.51	5,182.60	1.30	7.4
2014/15	10,371.50	2.59			
2015/16	16,176.00	4.04	9,501.00	2.38	21.63
2016/17	60,822.40	15.21			
2017/18	37,001.36	9.24	0.00	0.00	9.24
2018/19	4,582.00	1.14	7,284.00	1.82	2.96
2019/20	5,483.00	1.37	0.00	0.00	1.37
2020/21**	2,384.72	0.59	0.00	0.00	0.59
2021/22**	1,363.20	0.34	0.00	0.00	0.34
2022/23**	895.00	0.22	0.00	0.00	0.22
2023/24**	4,881.00	1.22	0.00	0.00	1.22
2024/25**	2,290.10	0.66	0.00	0.00	0.66
Sub Total	169,478.18	42.42	21,967.60	5.50	47.92
Total	191,445.78 (sqm) or 47.92 Ha				

Source: Burnley Borough Council Planning Application Monitoring and VOA. Figures may not add up due to rounding.

*This assumes the floorspace represents 40% of the site area and was the method used to calculate the plan requirement

** E use classes that were previously B1 - since Sept 2020

New Employment Floorspace developed – By Type

3.6.32 Over the monitoring period 1 April 2024 to 31 March 2025, five developments involving new employment floorspace were completed (former B1, B2 and B8 uses), equivalent to 0.66Ha of employment land. The largest completion was for 7 units for storage and distribution at Former Hargher Clough, Works Hargher Street Burnley (Phase 2).

Table 70: Employment Development 1 April 2024 - 31 March 2025 (Completions)

Use Class	Previous Use Class	Additional floorspace (sqm)	Equivalent Land (Ha) (formula)	Planning App. Reference	Site	Allocation/ Protected/ Windfall in Local Plan	Greenfield /PDL	Local Plan Location
B8	N/A	546.10	0.14	FUL/2023/0634	3 March Street, Burnley	Windfall	PDL	Within development boundary
B8	N/A	936.00	0.23	FUL/2023/0718	Former Hargher Clough Works, Hargher St, Burnley (Phase 2)	Windfall/ Allocated for Housing	PDL	Within development boundary
B1c/E(g) (iii)	Sui-Generis	133.00	0.12	FUL/2024/0102	80 Accrington Road, Burnley	Windfall	PDL	Within development boundary
B2	N/A	590.00	0.15	FUL/2024/0414	Lancs Paper & Board, Wc Jones, Balderstone Lane	Protected EMP2/4	PDL	Within development boundary
B8	A1/E(a)	85.00	0.02	FUL/2024/0493	7 Sowerby Street, Padiham	Windfall	PDL	Within development boundary
Total		2,290.10	0.66					

Source: Burnley Borough Council planning application monitoring and VOA

Employment Land Losses

The following table identifies the amount of employment land and premises lost to other uses over the same period, 1 April 2024 to 31 March 2025. The largest loss was attributable to the redevelopment of Newtown Mil at Queens Lancashire Way for University accommodation.



The redeveloped Newtown Mill, Queens Lancashire Way, Burnley (Source: BBC)

3.6.33 In 2024/5 the development at Burnley College approved under planning application FUL/2021/0270 was completed on Land at Stoneyholme Recreation Ground EMP1/3 (Parcel B). This has been excluded from the losses table below, as although this is a D1/F1 use on an employment allocation, the Local Plan allowed for this type of development on Parcel B.

Table 71: Employment Land loss 1 April 2024 - 31 March 2025 (Completions)

New Use Class	Previous Use Class	Floorspace lost (sq m)	Equivalent Land (Ha) (formula)	Main PP Ref.	Site	Allocation/ Protected/ Windfall (Local Plan)
F1/D1	B2	3,329	0.83	FUL/2022/0260	Newtown Mill Queens Lancashire Way, Burnley	Windfall
Sui-Generis	B2	73.00	0.02	FUL/2024/0590	Unit 4 Healey Row, Burnley BB11 2HG	Windfall
Total		3,402	0.85			

Source: Burnley Borough Council planning application monitoring and VOA.

3.6.34 The employment land target in Policy SP3 of Burnley's Local Plan includes an allowance for the replacement of employment land losses over the plan period (2012-2032) equivalent to 2.79 hectares (Ha) per annum. The table above shows a loss of 0.85Ha for the year 2024/25.

3.6.35 Cumulatively over the plan period to date, 34.52Ha have been lost, compared with the pro-rata allowance of 36.27Ha.

Table 72: 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
2021/22	3,833.96	0.97	2.79
2022/23	3,528.10	0.91	2.79
2023/24	281.40	0.08	2.79
2024/25	3,402	0.85	2.79
Total	137,024.75	34.52	36.27

Source: Burnley Borough Council Planning Application Monitoring and VOA

Local Plan Employment Allocations

3.6.36 In order to help meet the target set by Policy SP3, Policy EMP1 of Burnley's Local Plan 2012-2032 allocated 11 sites for employment use. Table 73 overleaf sets out the progress of these allocated sites.

Table 73: Policy EMP1 - Local Plan Employment Allocations Progress as at 30 November 2025

Allocation Ref:	Site Name	Site Area (Ha)	PP Main Ref.	Planning Permission (PP) Status	Approved floorspace (sqm) (if known)	Progress	Developed Floorspace (sqm)	Site Area remaining (Ha)
EMP1/1	Rossendale Road (North)	4.65	OUT/2019/0625	Outline PP (part of site)	26,900.00	N/A	0.00	1.1
			FUL/2022/0259	Full PP (part of site)	9,640.00	Complete	9,640.00	
EMP1/2	Burnley Bridge	3.14	APP/2016/0401	Outline PP	12,085.00	N/A	0.00	3.14
			REM/2020/0442	Withdrawn	N/A	N/A	N/A	
			REM/2021/0735	Reserved Matters application (refused)	N/A	N/A	N/A	
			FUL/2023/0445	Full PP	9,662.00	Not started	N/A	
EMP1/3	Vision Park	5.05	APP/2011/0346	Outline PP on part of site	8,975.00	Under Construction	2,858.00	2.46
			APP/2014/0397	Reserved Matters				
			FUL/2021/0270	Hybrid PP approved for Burnley College (use class F1a)	N/A	Complete (Parcel B)	N/A	
EMP1/4	Stoneyholme Gas Works	0.50	N/A	No PP	0.00	N/A	0.00	0.50
EMP1/5	Land South of Network 65	13.32	OUT/2020/0366	Outline PP		Under construction	0.00	13.32
			NMA/2025/0219	Increase in site floorspace above outline of 50,000sqm)	50,430.00			
			REM/2022/0707	Reserved Matters Approved (Unit 1)	3,630*			
			REM/2022/0683	Reserved Matters Approved (Unit 2) (superseded)	15,345			
			NMA/2024/0320	Change of mezzanine size	15,461			
			REM/2023/0465	Reserved Matters Approved (Units 3, 4 & 5) (B8 use) (Units 3 and 4 superseded)	8770sqm (Unit 5 only)			
			NMA/2024/0319	Unit 3 (548sqm additional floorspace)	14,483sqm			
			VAR/2025/0216	Unit 4 (442sqm additional floorspace)	8747sqm			

Burnley Borough Council: Authority Monitoring Report 2024/25

Allocation Ref:	Site Name	Site Area (Ha)	PP Main Ref.	Planning Permission (PP) Status	Approved floorspace (sqm) (if known)	Progress	Developed Floorspace (sqm)	Site Area remaining (Ha)
EMP1/6	Balderstone Lane	2.12	APP/2018/0296	PP Lapsed	7,023.00	Not Started	0.00	2.12
			FUL/2021/0375	Full PP Sui Generis Use	-1,3385	Under Construction	N/A	
			VAR/2024/0241	Awaiting Decision	N/A	Not Started	N/A	
EMP1/7	Westgate	1.80	FUL/2023/0080	Full PP Retail A1/E(a) Use	-1,804	Not started	0.00	1.80
EMP1/8 & TC4/2	Thompson Centre Car Park (Mixed Use)	0.65	N/A	No PP	0.00	N/A	0.00	0.65
EMP1/9	Innovation Drive	0.97	ENQ/2018/0098 LDO/2019/0361	LDO – part of site developed	7,284.00	Complete	7,284.00	0.15
				PP Lapsed	2,787.00	Not Started	0.00	
EMP1/10	Widow Hill Road South	0.63	APP/2016/0341	Full PP	1,244.00	Under Construction	0.00	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	N/A	No PP	0.00	N/A	0.00	0.00
Total		32.83						25.87

Source: Burnley Borough Council planning application monitoring

*Floorspace figure changed from previous AMRs due to discrepancy in application description.

Local Development Orders

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

3.6.38 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).

3.6.39 The site is already occupied by a number of companies. Research showed that businesses in the target sectors needed designated sites with modern premises^{39,40,41} 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.⁴²

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

3.6.41 There have been a number of completed schemes since the LDO came into operation which can be seen in Table 69.

BREEAM

3.6.42 Policy SP5 of the Local Plan sets out the strategic policy for design, with supporting text describing a number of nationally prescribed standards and awards relating to aspects of design. (See Table 56 for housing design awards). Policy Clause 1a) requires a BREEAM Assessment for all non-residential development with a floorspace above 1,000m² and states that a rating of 'Very Good' or better will be expected.

3.6.43 BREEAM standard is 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 74: 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%
	The Construction & Future Technologies Centre	Excellent	73.3%
2015/16	Burnley College, Energy Centre Workshop	Excellent	71.4%
	Burnley College, Energy Centre, Teaching Block	Excellent	73.9%
2016/17	Burnley Community Fire Station	Excellent	70.1%

³⁹ Econolyst (2008) Advanced Manufacturing Study

⁴⁰ Lambert Smith Hampton (2007) Michelin Demand Study

⁴¹ Burnley Borough Council & DTZ (2010) Former Michelin site, Commercial Market Review

⁴² Burnley Borough Council & DTZ (2010) Former Michelin site, Commercial Market Review

2017/18	None		
2018/19	None		
2019/20	None		
2020/21	None		
2021/22	None		
2022/23	Unit 2, Queens Lancashire Way	Very Good	69.2%
2023/24	None		
2024/25	None		

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

3.6.44 The following table below lists the non-residential developments schemes of over 1,000m² approved since the Plan's adoption and what BREEAM standard has been agreed. Three such applications were approved during the 2024/25 monitoring period.

Table 75: BREEAM requirements for new build schemes of over 1000m² (since 31 July 2018)

Planning Application reference and year approved	Floorspace (m ²)	BREEAM Requirement Imposed by PP?	Level sought	Completed at 31 March 2025?	Comments
2018/19					
APP/2018/0296	7021	No	n/a	No	Lapsed planning permission
2019/20					
FUL/2019/0478	5470.5	No	n/a	No	Replaced with planning permission FUL/2021/0029
LDO/2019/0361	2787	n/a LDO Application	n/a	No	Lapsed planning permission
2020/21					
FUL/2020/0204	1015	No*	n/a	Yes	
OUT/2019/0625	26900	Yes	Very Good	N/A	New planning application FUL/2022/0259 approved in 2022/23
FUL/2020/0214	1842	No**	n/a	Yes	
FUL/2020/0196	2700	Yes	Very Good	Yes	Condition 11 not yet discharged
2021/22					
FUL/2021/0029	2931	No***	n/a	Yes	
2022/23					
OUT/2020/0366	50000	Yes	Very Good	N/A	Reserved Matters apps. REM/2022/0683 REM/2022/0707 REM/2023/0465
FUL/2022/0259 VAR/2024/0382	9640	Yes	Very Good	Under construction Variation of condition	Condition 20: "A BREEAM issued Post Construction Review Certificate confirming that the build has achieved a minimum rating of at least 'Very Good' shall be submitted to and approved in writing by the Local Planning

					Authority no later than 9 months from first occupation of any part of the development hereby approved."
FUL/2021/0270 VAR/2023/0259 CND/2022/0702 REM/2024/0067	2381	Yes	Very Good	Yes	Condition 16 partially discharged
FUL/2022/0636 NMA/2023/0164	1198	Yes	Very Good	Yes	Condition 7 not yet discharged.
FUL/2022/0260	1018	Yes	Unknown	Yes	Letter submitted with application
2023/24					
FUL/2023/0274	1277	No****	n/a	No	
REM/2022/0683	15345	Yes	Very Good	Under construction	Unit 2
REM/2022/0707	3708	Yes	Very Good	Under construction	Unit 1
REM/2023/0465	31011	Yes	Very Good	Under Construction	Units 3, 4 and 5
FUL/2022/0720	1561	Yes	Very Good	Under Construction	
FUL/2023/0342	1749	No	n/a	No	Extension to an existing unit
2024/25					
FUL/2023/0445	9662	Yes	Very Good	No	3 Units
FUL/2024/0203	3936	Yes	Very Good	No	
FUL/2023/0080	1804	No*****	n/a	No	

Source: Burnley Borough Council

* The proposal was for storage units and the buildings unheated. The buildings were to be constructed to meet the minimum requirements of Part L2A of the Building Regulations with minimum 'U' Values for Roofs of 0.25 W/m²K, Walls of 0.35 W/m²K and Floors of 0.25 W/m²K.

**BREEAM requirements noted in the Officer Report, but it was 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.

*** No formal BREEAM assessment was submitted in support of the application, however, as noted in the submitted energy statement report (as part of the planning application), all materials will be responsibly sourced and where possible will be green guide 'A' rated to minimise the embodied carbon and achieve maximum BREEAM credits.

****No formal BREEAM assessment was submitted in support of the application, however, as noted in the Planning Statement (submitted as part of the planning application), the applicant has prepared a bespoke framework as an alternative to BREEAM.

***** The proposal involves the use of 200 photovoltaic (PV) solar panels on the roof of the proposed food store. This would not constitute BREEAM but the applicant affirms that it is likely to go beyond the BREEAM 'very good' requirement in terms of energy use. A condition to ensure that the development is constructed with the PV panels and that they are retained and appropriately maintained was attached.

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 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. [TC-Masterplan.pdf \(burnley.gov.uk\)](https://www.burnley.gov.uk/town-centre-masterplan)

3.7.5 Working closely with project partners, Burnley Council secured Levelling Up investment of £19.9 million to bring forward three major town centre schemes. The investment has enabled the further expansion of the University of Lancashire through the redevelopment of former Newtown Mill (which was completed in Dec 24 and became occupied from Sep 25); significant environmental improvements to the area between Turf Moor football ground and the town centre (completed in Summer 2024), as well as further upgrades to Manchester Road Railway Station. “These three key projects within our Town Centre and Canalside Masterplan, along with our other developments, will mean that Burnley town centre can continue to develop, diversify and prosper”. [Burnley Levelling Up - burnley.gov.uk](https://www.burnley.gov.uk/levelling-up)

3.7.6 A £2 million Lancashire Enterprise Partnership (Growth Deal 3) and Heritage Lottery Funded Townscape Heritage scheme focussing on the historic core of Padiham Town Centre Conservation Area (Padiham TH) was completed during 2024. The scheme has supported the growth and development of the town centre through three key areas:

- Repair and restoration works to key buildings through grant aided works, including the installation of ten new traditional shopfronts, and enabling redundant buildings and vacant floorspace to be brought back into use.
- Public realm enhancements including the de-cluttering of redundant street furniture/signage and the introduction of traffic calming measures, new pavement surfaces and public art.
- Wider activity programme including working with local partners to deliver heritage skills training activities and to support wider community engagement events.

3.7.7 The Council was 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, to provide 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, the implementation of a high-quality public realm scheme which has delivered the upgrading of paving and highway surfaces, 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 2014⁴³ 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 'Pioneer Place' comprising a cinema and 5 food and beverage/retail units with

⁴³ Padiham Retail Update, March 2014 – Nathaniel Lichfield & Partners

associated car parking/landscaping. Construction was completed in 2024 and all units are fully occupied (as of the publication of this AMR).



Pioneer Place - Photos Source: Burnley Council & Burnley Express

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 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.

3.7.13 The Local Plan identifies a number of sites suitable for office development, including within Burnley Town Centre at 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.

Local Plan Town Centre Allocations

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

Table 76: Local Plan Town Centre Allocations Progress as at 31 March 2025

Allocation Ref and Name	Acceptable uses	Alloc. Site Area (Ha)	Planning Permission (PP) Status and Progress	PP Main Ref.	Developed Floorspace (m2) or Site Area (Ha)	Allocation Site Area remaining (Ha)
TC4/1 Former Pioneer, Curzon Street (Pioneer Place)	A1 A2 A3 A4 B1a C1 D2 (C3 & A5 ancillary)	1.65	PP granted 01/04/2021 for mixed use development comprising cinema, 5 food & beverage units (Class E(a))/retail units (Class E b)) Floorspace as follows: A1/E(a): 651.8 m2 A3/E(b): 532.7 m2 D2/Sui-generis: 1,746.5 m2	FUL/2021/0029	Developed Floorspace = 2,931 m2 Site Area taken by development = 1.1 Ha	0.55
TC4/2 & EMP 1/8 Thompson Centre, Burnley	B1(a), A2, A3 (A2, A3 ground floor only)	0.68	None	n/a	0.00	0.68

Source: Burnley Borough Council

Town Centre Uses Development

3.7.15 The NPPF (2024) 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).

Uses within the Town and District Centres

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 2025.⁴⁴ Completions information on B1a (now E(g)i) office uses is also included in Table 70: Employment Development 1 April 2024 - 31 March 2025 (Completions).

3.7.17 In terms of retail usage (May 2025):

- 56.5% of premises in Burnley Town Centre Primary Frontages were in A1/E(a) use (retail shop) (compared with 56.5% in May 2023, 54.3% May 2021 and 64.0% in June 2019); and
- 47.8% of premises in Burnley Town Centre Secondary Frontages were in A1/E(a) use (retail shop) (compared with 46.7% May 2023, 44.4% May 2021 and 50.3% in June 2019).
- 34.4% of premises in Padiham Town Centre were in A1/E(a) (retail shop) use (compared with 34.4% May 2025, 34.5% May 2021 and 32.7% in June 2019).

3.7.18 Within the District Centres (survey carried out May 2025) the percentage of premises within the A1/E(a) (retail shop) use are as follows:

- | | | |
|--------------------|-------|----------------------------------|
| • Accrington Road | 35.7% | (May 2023 39.3%, May 2021 46.4%) |
| • Briercliffe Road | 33.3% | (May 2023 29.4%, May 2021 26.1%) |
| • Coal Clough Lane | 52.4% | (May 2023 52.4%, May 2021 52.4%) |
| • Colne Road | 44.6% | (May 2023 38.0%, May 2021 42.5%) |
| • Harle Syke | 60.0% | (May 2023 53.3%, May 2021 53.3%) |
| • Lyndhurst Road | 57.1% | (May 2023 64.3%, May 2021 64.3%) |
| • Pike Hill | 80.0% | (May 2023 80.0%, May 2021 100%) |
| • Rosegrove Lane | 54.8% | (May 2023 48.4%, May 2021 51.6%) |

3.7.19 The 2021 surveys were undertaken shortly after the Coronavirus-related lockdown restrictions (which forced many retail and hospitality outlets to close) was lifted.

Uses Outwith the Town Centres

3.7.20 The table below sets out the schemes of 500m² and above granted planning permission for A1, A2, B1a uses outside of the Town Centres. During the 2024/25 monitoring period, one such scheme was approved.

⁴⁴ Information can be provided on request

Table 77: A1, A2, B1a floorspace approved outside Town Centres (Policy TC2 & TC4) 2024/25

Use Class	Planning app ref.	Floorspace (sq m)	Site/Proposal	Local Plan: Location	Local Plan: Policy TC2 and TC6 Category
A1/E(a)	FUL/2023/0080	1,804	Land North of Westgate Burnley - Erection of a food store (Aldi)	EMP1/7-Westgate	400m from Burnley Town Centre boundary = 'out of centre'

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

Since the Local Plan was adopted in 2018 there have been major changes to permitted development rights and the Use Classes Order. Where a 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.

Hot Food Takeaways

3.7.21 Local Plan Policy TC7 sets out policy for hot food takeaways, permitting them only in specified areas and generally restricting them near residential properties and other sensitive uses. In October 2022 the Council adopted a Planning for Health SPD which included some additional interpretation of Local Plan Policy TC7 in relation to opening hours near secondary schools and to clustering. [Planning-for-Health-SPD-Adopted.pdf \(burnley.gov.uk\)](https://burnley.gov.uk/planning-for-health-spd-adopted.pdf)

3.7.22 During 2024/25, no new planning permissions for hot food takeaways outside of the Secondary Frontages in Burnley Town Centre, Padiham Town Centre or a defined District Centre were granted.

Vacant Floorspace

3.7.23 In terms of vacant properties in Burnley Town Centre (survey carried out May 2025):

- 12.3% of properties within the Primary Frontages were vacant.
(A decrease from 15.2% May 2023, 18.1% May 2021 and 14.4% in the June 2019 survey)
- 19.8% of properties within the Secondary Frontages were vacant.
(Compared to 20.9 May 2023, 23.9% May 2021 and 18.8% in the June 2019 survey).

3.7.24 Within Padiham Town Centre, 13.9% of properties were vacant (survey carried out May 2025) (Compared to 14.4% May 2023, 14.2% May 2021 and 10.7% June 2019).

3.7.25 Within the District Centres (Survey carried out May 2025) the percentage of properties vacant were as follows:

- Accrington Road 14.3% (May 2023 10.7%, May 2021 17.9%)
- Briercliffe Road 13.0% (May 2023 20.6%, May 2021 24.6%)
- Coal Clough Lane 9.5% (May 2023 4.8%, May 2021 9.5%)
- Colne Road 13.2% (May 2023 19.0%, May 2021 15.0%)
- Harle Syke 0.0% (May 2023 0.0%, May 2021 0.0%)
- Lyndhurst Road 14.3% (May 2023 7.10%, May 2021 0.0%)
- Pike Hill 20.0% (May 2023 20.0%, May 2021 0.0%)
- Rosegrove Lane 6.5% (May 2023 13.0%, May 2021 9.7%)

Tourism Visits and Accommodation

3.7.26 Based on information from Marketing Lancashire by Global Tourism Solutions (UK) Ltd, figures for Burnley's visitor numbers in 2023 showed a significant increase compared to 2022,

increasing to 2.72 from 2.25 million. A significant increase in tourism related expenditure was also recorded, rising from 128.74 million in 2022 to 149.50 million in 2023. These figures are well above pre-pandemic levels. The number of full-time job equivalents increased from 1,359 in 2022 to 1,469 in 2023 and are now back to pre-pandemic levels.

Table 78: Distribution of Visitor numbers and Total Economic Impact in Burnley 2013-2023

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
2021	1.70	3	83.72	2	**954	2
2022	2.25	3	128.74	3	1,359	3
2023	2.72	3	149.50	3	1,468	3

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.

**The STEAM employment outputs for 2021 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 total employment arising from the visitor economy fell about a third in 2021 (compared to 2018) – not all of the reduction in jobs would be ‘lost’ through redundancy.

3.8 The Historic and Built Environment

3.8.1 Burnley's historic and built 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 sixteenth century 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.⁴⁵ 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 2024/25 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 2024/25 monitoring period there have been no revisions to existing Conservation Areas and no new Conservation Areas designated.

3.8.5 Work is ongoing to finalise Conservation Appraisals for Burnley Town Centre and the Canalside Conservation Areas.

Table 79: 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 (June 2017)
Palatine	22 July 1977	-	No	No
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

⁴⁵ Detailed descriptions of each entry are accessible through the National Heritage List for England at <https://historicengland.org.uk/listing/the-list/>

Canalside	October 1988	March 1990 Aug 1990 March 1993 Feb 1997	Draft	Draft
Burnley Town Centre	26 February 1992	-	Underway	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 2024/25 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 Plan⁴⁶. During the 2024/25 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 initial stage in the process was the preparation of a Local List Supplementary Planning Document (SPD) which sets out the process and methodology (including criteria) that will be used to review the current Local List and for the selection of new entries for inclusion in it, in support of Policy HE3. The SPD was adopted on 6 April 2022.

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

Heritage at Risk

3.8.11 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.⁴⁷

3.8.12 Three of the Borough's Grade I and II* listed buildings are considered by Historic England to be at risk and are included in the 2024 Heritage at Risk Register (published November 2024).

⁴⁶ Detailed descriptions of each entry are accessible through the National Heritage List for England at <https://historicengland.org.uk/listing/the-list/>

⁴⁷ Grade II listed buildings outside London, other than places of worship, are not included in the annual survey

Table 80: Heritage at Risk 2024: Grade I and II* Listed Buildings at Risk

Building	Grade	Condition	Priority Category	Brief Description
Extwistle Hall, Briercliffe	II*	Very Bad	A	No progress has been made on either temporary or permanent repairs, or refurbishment. The building is now in a seriously dilapidated condition and continues to deteriorate at an accelerating rate. The local authority continues to encourage the repair and re-use of the building but no solution agreed.
Gateway and wall Shuttleworth Hall, Hapton	II*	Poor	C	The wall has had patch repairs in cement mortar and a length of coping is missing. There is damage to the historic stonework, as moisture and salts enter the wall but cannot move through the hard cement mortar, and instead push through the softer stone in places, 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. Part of the roof has been repaired. There remain issues with the rainwater goods, masonry including a bulge to the gable elevation, and cement mortar joints causing significant deterioration to localised areas of masonry. 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, November 2024 ([Historic England - Heritage at Risk Register 2023, North West](#))

3.8.13 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 degree of 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.

3.8.14 Three of the Borough's Conservation Areas are considered by Historic England to be at risk and are included in the 2024 Heritage at Risk Register (published November 2024).

Table 81: Heritage at Risk (2024): 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. Most recently, the completion of the first phase of restoration at Finsley Gate Wharf (July 2021) which has seen the former derelict historic wharf transformed into a Canalside leisure destination. Work towards the conversion of New Towns Works is progressing towards completion as part of the expansion of the UCLan Campus. However, there remains a number of significant buildings

				at risk of further deterioration that may lead to pressure for demolition.
Padiham	Medium	Very Bad	Improving	Stronger planning policies, guidance and a clear management strategy for the Conservation Area have been put in place with the Townscape Heritage Scheme, due to complete in September 2024, being a key driving force in the conservation and management of the Conservation Area. Under the Townscape Heritage Scheme there has been a general improvement in the commercial core of the CA with public realm improvements and physical works to priority buildings including replacement shopfronts. There is now an adopted CA Appraisal and Management Plan but there are still issues with vacancy; Grade II and Local Listed buildings at risk; and insensitive householder alterations. The trend is however considered to be improving and as the 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	Medium	Very Bad	Improving	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 High Street Heritage Action Zone (HAZ) regeneration scheme on the western (lower) section of St James Street. 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. The programme has so far delivered public realm improvements; cultural events; urgent remedial works to the Listed (Grade II) Empire Theatre; repair and restoration works to three properties identified as high priority.

Source: Burnley Council and Historic England, Heritage at Risk Register, November 2024 ([Historic England - Heritage at Risk Register 2023, North West](#)).

Percentage of Listed Building Consent Appeals Dismissed 2024-25

3.8.15 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 2024/25 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 82: Listed Building Consents (LBC) Applications and Appeals 2024/25

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). The SAC and SPA 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 the latest data (Report generated 26/11/24), in terms of quality, 84.41% of the South Pennine Moors SSSI was in a 'favourable' or 'unfavourable recovering' condition. In contrast, the last time this survey was published in 2016, 95.84% of the South Pennine Moors SSSI was in a 'favourable' or 'unfavourable recovering' condition.

Table 83: 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
84.41	0.61	83.80	15.37	0.22	0.00

Source Natural England <https://designatedsites.naturalengland.org.uk/sitedetail.aspx?sitecode=s1007196>

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).

Local Nature Reserves

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

3.9.7 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, at the time of the Local Plan's adoption Burnley should have had 87 hectares of designated Local Nature Reserve. Taking into account the 2021 Census the recommended requirements has increased to 94 hectares.

3.9.8 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 (no longer operating) 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 BHSs or outwith the Development Boundaries under Policy SP4.

Lancashire Ecological Network (Policy NE1)

3.9.9 Burnley's Local Plan identifies two Ecological Networks (as identified by Lancashire County Council): a Grassland Network and a 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

3.9.10 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.

3.9.11 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.

3.9.12 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.

3.9.13 The Council's Green Spaces Strategy 2015-2025 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)

3.9.14 The borough is home to six Green Flag status parks. Towneley, Scott, Ightenhill, Queen's, Padiham Memorial and Thompson Park. With the exception of Thompson Park which did not have Green Flag status in 2017 and 2018 due to restoration works, the others have retained their Green Flag status for the fifteenth year running. [2025-uk-winners-list-v2.pdf](#)

3.9.15 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 (Policy NE2)

3.9.16 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.

3.9.17 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 84: 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. Permission 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 erection 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	FUL/2019/0464	0.001	Complete	Proposed siting of storage container. Approval was granted with the condition that the container is removed no later than 3 months from when the storage container is no longer in use.
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.
2021/22	COU/2020/0239	0.033	Complete	Change of use of land from open space to residential curtilage, at land to the rear of 31 -39 Lydgate
2022/23	FUL/2021/0676	0.408	Complete	Temporary use of part of recreation ground for hospital car park for three years – site to be subsequently restored, St Andrews Recreation Ground (Rakehead Rec)
2022/23	FUL/2021/0270	0.286	Complete	Small section of protected open space being developed for a north campus at Burnley College Land at Stoneyholme Recreation Ground

2023/24	None			
2024/25	None			
Total		0.931(ha)		

Source: Burnley Borough Council

3.9.18 Public Open spaces for new housing developments provided under Policy HS4, that were approved and completed after 31 July 2018 will also be protected under Policy NE2. Two such schemes were completed in 2024/25 as set out in the table below.

Table 85: Hectares of Protected Open Space provided under Policy HS4.

Year Completed	Application Ref.	Hectares Gained	Status	Description
2022/23	FUL/2020/0186	0.05	Complete	Allocation HS1/26 Land adjacent 250 Brownside Road - Open Space provided at the entrance to the development on the western side of the estate road. Informal open space planted with trees and bulbs within a grass mix and to be managed by a private management company
2023/24	APP/2018/0003	1.25	Complete	Allocation HS1/1 Former Hameldon Schools Site - Existing area of woodland 0.85Ha within the south east portion of the site retained and 1.25Ha of new public open space provided
2024/25	APP/2019/0155	1.13	Complete	Allocation HS1/8 Red Lees Road, Cliviger. The principal area of public open space amounts to 1.13Ha.
Total		2.43		

Source: Burnley Borough Council

Green Belt

3.9.19 The NPPF (para 142) 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.”

3.9.20 Within the Green Belt, planning permission will not be granted for ‘inappropriate’ development except in very special circumstances. Whilst the construction of new buildings in the Green Belt is ‘inappropriate’ development, there is a long and growing list of exceptions which will no doubt lead to greater loss of green belt for development in the future.⁴⁸

3.9.21 Land at the Former William Blythe Site (Local Plan allocation HS1/3) was granted planning permission in 2016 for 202 dwellings and the site is complete. Part of the site (outwith the allocation) is within the Green Belt and the required ‘very special circumstances’ were demonstrated by the applicant. 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 s106 agreement.

⁴⁸ NPPF 2024 para 154 sets out the current exceptions

3.9.22 The development 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. Overall, 1.17 Ha of land within the Green Belt at this site was 'lost' to 'inappropriate' development. This loss was recorded during 2019/20 as a result of the commencement of the development.

3.9.23 In 2024/25 development was completed on a solar farm comprising 1978 panels, transformer housing, CCTV and boundary fencing at Crow Wood Hotel. Overall, 1.56 Ha of land within the Green Belt at this site was 'lost' to 'inappropriate' development.



Burnley Landscapes, Cliviger – Burnley Council

Landscape Character

3.9.24 Policy NE3 requires development proposals to respect and where possible, enhance and restore landscape character.

3.9.25 The number planning appeals dismissed per annum is used as an indicator to help monitor the effectiveness of this policy. During the 2024/25 monitoring period, 4 planning appeals were dismissed on (*inter alia*) landscape character grounds (table below).

Table 86: 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
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
2020/21	COU/2019/0645	APP/Z2315/W/20/3262079	Proposed conversion of garage/ancillary domestic space to separate dwelling
2021/22	FUL/2020/0564	APP/Z2315/W/21/3273409	Proposed agricultural building
2021/22	HOU/2020/0391	APP/Z2315/D/20/3263171	Proposed garage extension to create a family gym and fitness area
2022/23	FUL/2022/0235	APP/Z2315/C/22/3302319	Change of use of land from agriculture to hospitality venue, erection of related structures, creation of access track and parking area (partially retrospective).

2022/23	FUL/2021/0683	APP/Z2315/W/22/3303538	Proposed conversion of exiting garage and stables to two dwellings. Provision of a new access and associated garden and parking
2022/23	PIP/2021/0018	APP/Z2315/W/21/3279005	Stage 1 Permission in Principle Application for 1 Self-Build Dwelling
2023/24	N/A	N/A	N/A
2024/25	FUL/2023/0299	APP/Z2315/W/23/3332295	Creation of vehicular access from the classified road, construction of access track and domestic parking area within a field and subsequent change of use of land from agricultural to residential.
2024/25	Enforcement Notice issued 23 February 2023	Appeal A Ref: APP/Z2315/C/23/3319418	Engineering and excavation works of the higher and central plateaux, the concrete compound, and the concrete road. The appeal succeeded in part and permission for that part was granted, but otherwise the appeal failed and the enforcement notice was upheld as corrected and varied in the terms set out in the Formal Decision.
2024/25	FUL/2023/0101	Appeal C Ref: APP/Z2315/W/23/3327668	Erection of agricultural building with associated works to include landscaping. The appeal was dismissed.
2024/25	FUL/2023/0327	Appeal B Ref: APP/Z2315/W/23/3328548	The retention of building for use as holiday let including car parking, landscaping, and ancillary works.

Source: Burnley Borough Council

Trees

3.9.26 The total number of approvals for the felling of trees protected by a TPO in 2024/25 was 8.

Water Quality and Flood Risk

Water Quality

3.9.27 The Environment Agency publishes a full set of data on the condition of every water body in England every six years as required under the Water Framework Directive 2000/60/EC (WFD).⁴⁹ The last full set was published in 2019 with the next planned for 2025. In the interim, a limited dataset that was collected between 2019 and 2021 has been published.⁵⁰ The data covers a limited number of water bodies, focussing on those with suspected problems. The interim data on ecological status for those waterbodies that have updated sampling results is included in the table below (highlighted with an asterisk for ease of reference).

3.9.28 As the data set is incomplete, combining the data entries from 2019 with the updated data would not give scientifically robust trend for the borough as a whole. It does however reinforce the need for improvements in the ecological status of our waters.

⁴⁹ The WFD requires EU Member States to achieve “good status” in all bodies of surface and ground water by 2027. Achieving good status involves meeting WFD standards for ecology, chemistry and quantity of waters.

⁵⁰ [Water body data update August 2023 - Creating a better place \(blog.gov.uk\)](https://blog.gov.uk/water-body-data-update-august-2023-creating-a-better-place/)

Table 87: Quality of Burnley's Main Rivers 2019 (*Updated to 2022)

Name	Category	Catchment	Authority	Ecological status	Reasons for failure
Whitewell Brook*	River	Irwell	Burnley; Rossendale	Moderate	Phosphate, Physical Modification, Polybrominated diphenyl ethers (PBDE), Mercury & its Compounds
Limy Water	River	Irwell	Burnley; Rossendale	Moderate	Phosphate, Macrophytes & Phytobenthos Combined, Chemical: Polybrominated diphenyl ethers (PBDE) & Mercury & its Compounds.
River Calder (headwaters to confluence with Brun)	River	Ribble	Burnley	Moderate	Macrophytes & Phytobenthos Combined, Chemical: Polybrominated diphenyl ethers (PBDE) & Mercury & its Compounds.
River Calder (confluence with Brun to Pendle Water)*	River	Ribble	Burnley	Moderate	Phosphate, Physical modification, Polybrominated diphenyl ethers (PBDE), Mercury & its Compounds
River Calder (Pendle Water to confluence with Ribble)*	River	Ribble	Burnley	Moderate	Phosphate, Physical modification, Polybrominated diphenyl ethers (PBDE), Mercury & Its Compounds
Green Brook	River	Ribble	Burnley	Good	Macrophytes & Phytobenthos Combined, Chemical: Polybrominated diphenyl ethers (PBDE), Mercury & its Compounds
River Brun (headwaters to confluence with River Don*)	River	Ribble	Burnley	Moderate	Physical modification, Polybrominated diphenyl ethers (PBDE), Mercury & its Compounds, Invertebrates
River Brun (confluence with River Don to confl. with River Calder)	River	Ribble	Burnley	Moderate	Chemical: Polybrominated diphenyl ethers (PBDE), Mercury & Its Compounds
River Don	River	Ribble	Pendle; Burnley	Poor	Biological quality elements (fish) Chemical Polybrominated diphenyl ethers (PBDE), Mercury & its Compounds
Trawden Brook	River	Ribble	Pendle; Burnley	Poor	Hydrological Regime Phosphate, Polybrominated diphenyl ethers (PBDE), Mercury & its Compounds

Source: Environment Agency 2025 [England | Catchment Data Explorer](#) *updated with 2022 data

Flood Risk

3.9.29 Maps produced by the Environment Agency identify the areas at risk from fluvial (river) and surface water (pluvial) flooding. An interactive map of Fluvial and Pluvial flooding can be found on the following link [Where do you want to check? - GOV.UK \(check-lo\ng-term-flood-risk.service.gov.uk\)](#)

3.9.30 In 2017, to inform the Local Plan, 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; 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.

3.9.31 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.

3.9.32 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.⁵¹

3.9.33 Flood Zone 3 identifies those areas at highest risk from river flooding. National policy and Local Plan Policy CC4 is to direct development to areas of least risk. In 2024/25 no residential properties were built in Flood Zone 3.

3.9.34 Under the Flood and Water Management Act 2010 Lancashire County Council has been designated as a Lead Local Flood Authority (LLFA)⁵² and is required Under Section 19 of the Act to investigate and report on (in accordance with locally identified criteria⁵³) certain incidents of flooding.⁵⁴ No such incidents are recorded on LCCs website for 2024/25.

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

3.9.35 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 2024/25. There were no objections on flood risk or water quality grounds.

Table 88: Planning applications to which initial objections were lodged by the Environment Agency on flooding and water quality grounds 2024/25

Application Reference	Site/Proposal	EA Concern	Initial Objection Resolved?
N/A	N/A	N/A	N/A

Source: Environment Agency www.gov.uk/government/publications/environment-agency-objections-to-planning-on-the-basis-of-flood-risk

Surface Water Management and Sustainable Urban Drainage (SuDS)

3.9.36 Policy CC5 requires all new major developments to incorporate SuDS. In 2024/25, five major housing applications were approved. Where appropriate, all major developments incorporated SuDS or a requirement to submit further details on drainage, including SuDS.

Tackling Climate Change

3.9.37 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 has adopted an overarching Climate Change Strategy.⁵⁵

⁵¹ [Strategic Flood Risk Assessment - burnley.gov.uk](https://burnley.gov.uk/strategic-flood-risk-assessment)

⁵² [Lancashire Local Flood Risk Management Strategy 2021 – 2027 - Lancashire County Council](https://lancashire.gov.uk/local-flood-risk-management-strategy-2021-2027)

⁵³ [Local Flood Risk Management \(lancashire.gov.uk\)](https://lancashire.gov.uk/local-flood-risk-management)

⁵⁴ www.lancashire.gov.uk/council/performance-inspections-reviews/environmental/flood-investigation-report/

⁵⁵ [Burnley Climate Change Strategy 2022-2026](https://burnley.gov.uk/climate-change-strategy-2022-2026)

3.9.38 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.

3.9.39 Carbon dioxide (CO₂) is the principal greenhouse gas believed to be contributing to climate change, accounting for about 79% of the UK total greenhouse gas emissions in 2023.⁵⁶ 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.

3.9.40 The 2024 NPPF identifies the need to support the transition to a low carbon future in a changing climate (NPPF para 162-169). 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 2050.⁵⁷

Renewable Energy Generation

3.9.41 The Local Plan supports carbon emission reductions through policies aimed at minimising energy consumption (e.g. SP4 and SP5) and supporting renewable and low carbon energy generation (SP5, CC1-3); but does not set any specific targets for the borough outwith the national target and the potential identified in the Lancashire studies referred to in its supporting text

3.9.42 In 2024, operational and consented renewable energy installations in Burnley had a capacity of 37.8MW, up from 37.3MW in 2023. The estimated number of homes powered using this renewable energy is now 21,976. This is equivalent to around 51% of the Borough's total housing stock.

3.9.43 16MW of the capacity is produced by the Coal Clough wind farm, Long Causeway, where 24 x 0.4MW turbines were replaced by 8 x 2MW turbines in 2015. The increase in capacity since 2022 is through Photovoltaic (solar panel) technology, up from 1,329 (6.7MW) in 2022 to 1,473 (7.2MW) in 2024. It will be interesting to see how these figures accelerate in future years as the UK government aims to decarbonise the energy grid by 2030.

Table 89: Operational renewable energy projects in Burnley as at 31st December 2024

Technology Type	Number	Capacity (MW)	No of homes powered equivalent p.a *
Onshore Wind	20	28.7	16,685
Photovoltaics	1,473	7.2	4,186
Landfill Gas	1	1.9	1,105
Total	1,494	37.8	21,976

Source: [Regional Renewable Statistics - GOV.UK](#) *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)

⁵⁶ [2023 UK Greenhouse Gas Emissions, Final Figures](#)

⁵⁷ <http://www.legislation.gov.uk/uksi/2019/1056/contents/made>

3.9.44 In 2024/2025 no new planning permissions were granted for a stand-alone renewable energy/ low carbon energy projects. It should be noted that many small-scale and domestic renewal energy projects do not require planning permission.

Table 90: Consented Renewable/Low Carbon Energy Projects in Burnley 2024-2025

Application ref.	Site	Technology type	Capacity (MW)
-	-	-	-

Source: Burnley Borough Council

Carbon Emissions

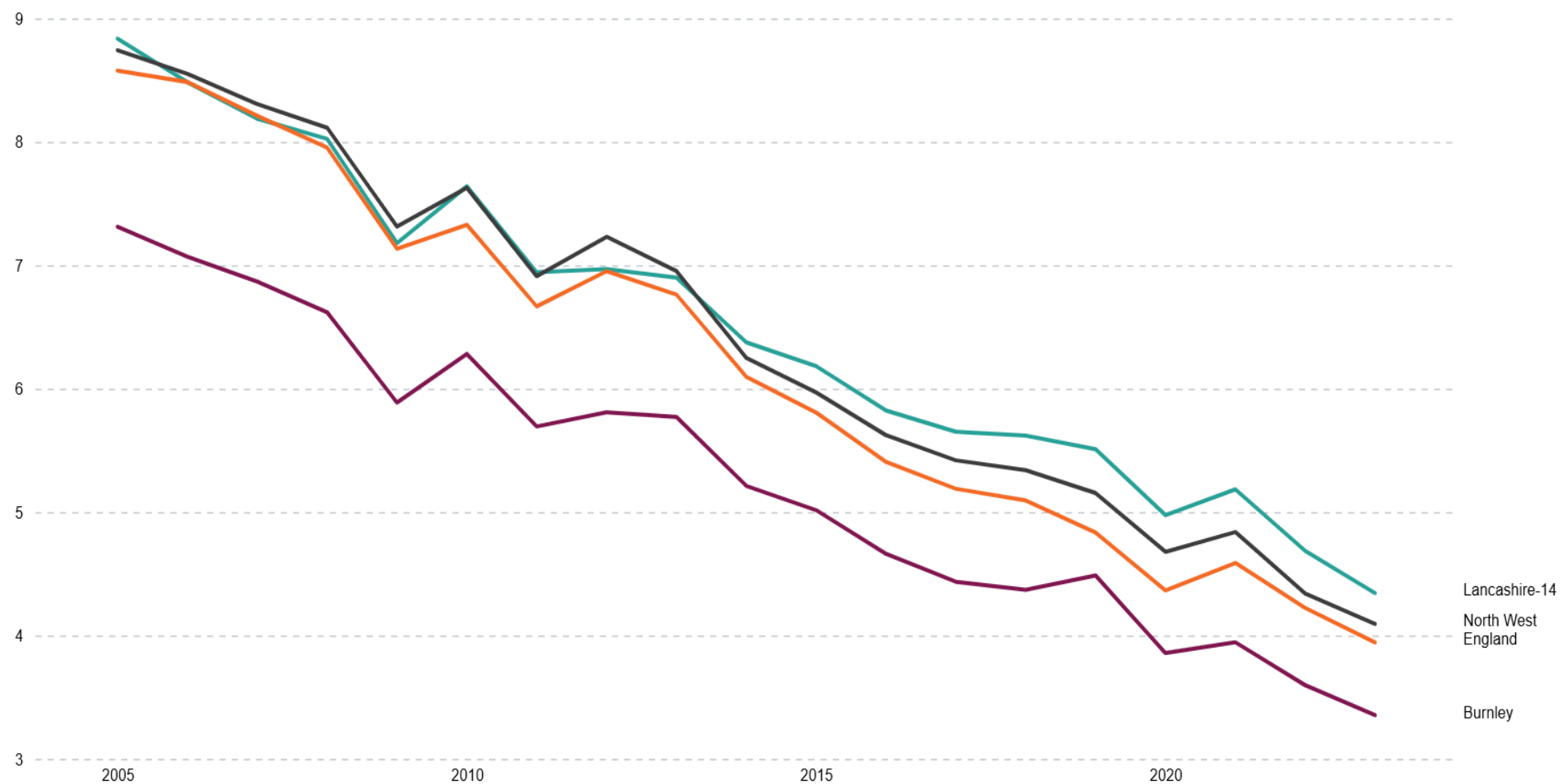
3.9.45 Burnley’s total per capita output of carbon emissions decreased again in 2023 (3.4 tonnes BEIS 2023⁵⁸), down from 3.6 tonnes in 2022⁵⁹. The level of emissions is now well below that seen in the last decade (4.5 tonnes in 2019, 4.4 tonnes in 2018, 4.4 tonnes in 2017, 5.2 tonnes in 2014, 5.8 tonnes in 2012 and 6.3 tonnes in 2010). (See Table 91 overleaf). In comparison with other areas, Burnley has the fourth lowest figure of all Lancashire authorities (only Pendle at 3.2, Blackburn with Darwen 3.0 and Blackpool at 2.9 tonnes are lower); and has a figure well below the County average (14 authority) of 4.3 tonnes.

3.9.46 In terms of overall emissions, Burnley’s 2023 carbon profile (Table 92) shows that the transport sector is the most significant contributor (125,100 KtCO2e) followed by domestic (106,200 KtCO2e).

⁵⁸ Per capita rates are based on the ONS 2022 mid-year estimates of population.

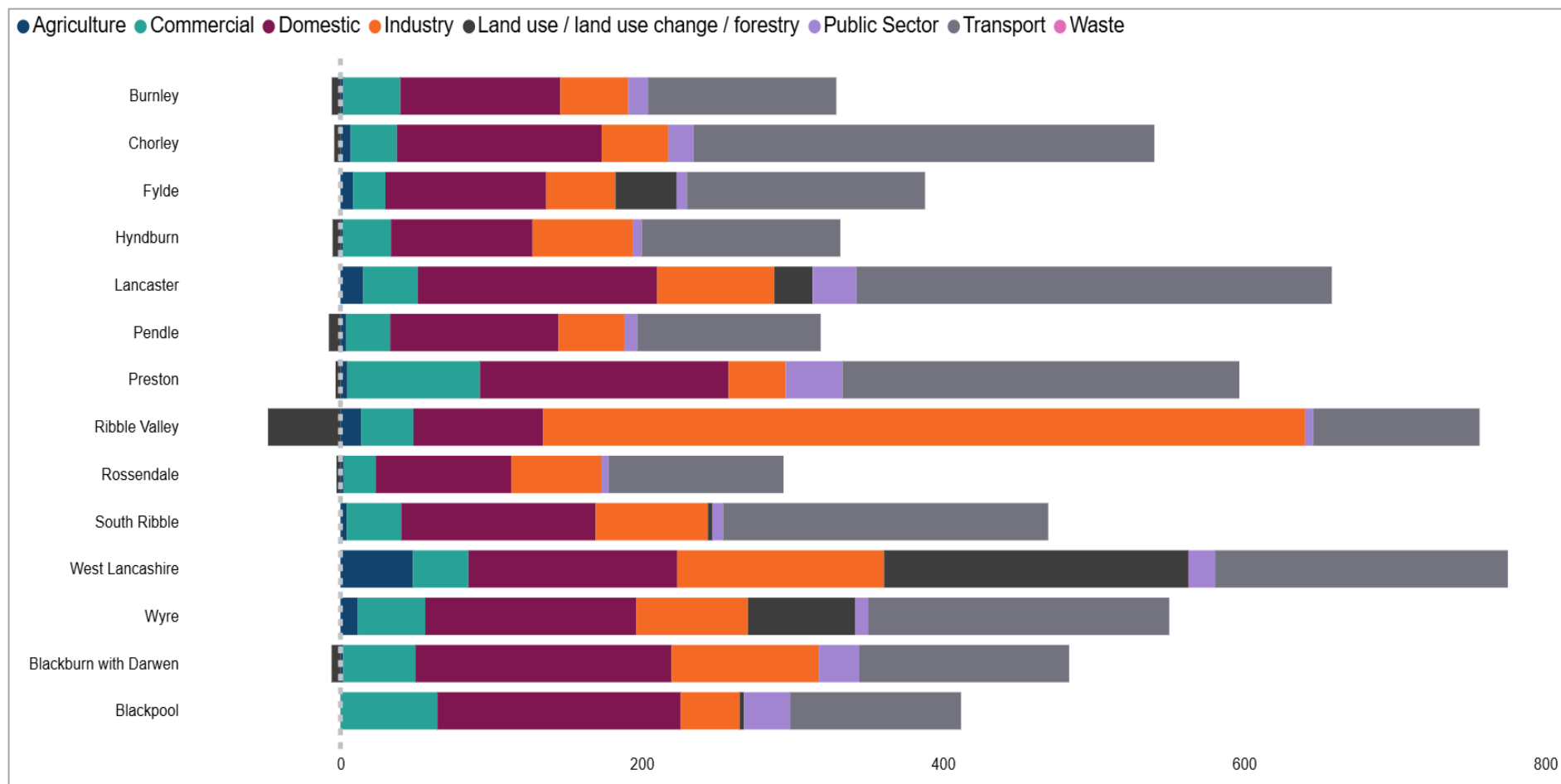
⁵⁹ Figure revised issued for 2021 (previous said 3.91)

Table 91: Changes in Per Capita CO2 Emission (ktCO2e) Levels 2005-2023



Source: BEIS Time Series 2005-2023 <https://www.lancashire.gov.uk/lancashire-insight/environment/carbon-dioxide-emissions/> Please follow link for clearer image and more information

Table 92: CO² Emissions by Type, Lancashire Local Authorities 2023 (KtCO₂e)



Source: BEIS 2023 <https://www.lancashire.gov.uk/lancashire-insight/environment/carbon-dioxide-emissions/> Please follow link for clearer image and more information

Waste Collection, Recycling and Composting

3.9.47 In Burnley, 316.6 kg of household waste was collected per person during 2023/24, an increase on 2022/23, but still below the levels in the years 2015/16 – 2021/22,

Table 93: 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	Collected household per person (kg) 2020/21	Collected household per person (kg) 2021/22	Collected household per person (kg) 2022/23	Collected household per person (kg) 2023/24	Direction of travel
Burnley	340.9	336.2	326.1	323.5	325.6	370.3	333.4	311.2	316.6	▲
Hyndburn	300.8	302.4	279.0	269.6	281.2	314.5	289.5	284.5	286.8	▲
Pendle	376.5	372.4	359.1	353.2	355.7	394.0	365.0	342.5	344.5	▲
Rossendale	351.1	350.1	340.8	332.9	335.2	358.3	362.2	339.5	338.4	▼
Ribble V'y	397.1	394.1	396.6	380.8	394.3	427.3	403.8	377.6	376.5	▼

Source: Burnley Borough Council via [LA and Regional Spreadsheet 2023-21 rev1.ods](#) (Table 3)

3.9.48 The table below shows that Burnley currently recycles or composts 31.6% of its household waste (2023/24 figures). This is a slight increase on the previous year's figure of 31.5%. This rate, as with other East Lancashire rates, is significantly below the Lancashire, North West and England rates. Lancashire's Waste Management Strategy 2008-2020 (2009) specified that the borough should have recycled or composted 56% of all waste by 2015 and 61% by 2020.

Table 94: % household waste sent for re-use, recycling or composting

Waste collection authority	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Burnley	35.3	35.5	32.8	32.5	32.2	33.3	32.2	31.5	31.6
Hyndburn	32.5	32.9	33.3	33.8	34.5	35.9	33.0	30.6	31.6
Pendle	36.5	34.1	31.9	31.3	32.5	32.5	31.0	29.6	29.6
Ribble Valley	40.1	37.0	30.8	31.7	34.6	34.6	37.6	36.5	38.6
Rossendale	33.7	34.5	34.1	31.5	29.9	34.0	32.9	31.5	30.5
Lancashire-12	51.6	45.6	42.1	44.6	45.7	44.6	41.2	42.8	41.4
North West	46.5	45.9	44.7	45.3	45.6	44.7	45.8	45.3	45.3
England	43.0	43.7	43.2	43.5	43.8	42.3	42.5	41.7	42.3

Source: As above (Table 3 & 3a, 3b)

3.9.49 393 tonnes of Burnley's non-household waste was recycled in 2023/24, a decrease on the 411 tonnes in 2022/23.

3.9.50 In 2023/24, 31.97% of Lancashire's municipal waste was sent to landfill, a slight decrease from 33.74% in 2022/23. Lancashire County Council was the second highest disposal authority in England with 197,467 tonnes sent to landfill.⁶⁰

⁶⁰ [LA and Regional Spreadsheet 2023-21 rev1.ods](#) Table 2

Table 95: Amount of non-household Waste Recycled (tonnes)

Waste collection authority	2018/19			2019/20			2020/21			2021/22			2022/23			2023/24		
	Total non-hh waste	not sent for recycling	sent for re-use, recycling or composting	Total non-hh waste	not sent for recycling	sent for re-use, recycling or composting	Total non-hh waste	not sent for recycling	sent for re-use, recycling or composting	Total non-hh waste	not sent for recycling	sent for re-use, recycling or composting	Total non-hh waste	not sent for recycling	sent for re-use, recycling or composting	Total non-hh waste	not sent for recycling	sent for re-use, recycling or composting
Burnley	1,543	1,377	166	3,270	2,865	404	2,138	1,881	258	2,825	2,530	295	3,408	2,997	411	3,117	2,724	393
H'burn	6,419	6,187	231	6,294	6,073	222	6,668	6,254	414	7,411	7,141	270	7,876	7,381	495	6,636	6,225	411
Pendle	3,527	3,010	517	3,963	3,312	651	3,828	3,292	536	3,634	3,189	445	4,239	3,595	644	4,123	3,422	701
R Valley	1,447	1,392	55	1,440	1,354	86	1,528	1,447	81	1,189	1,156	33	1,385	1,211	174	1,481	1,372	110
Ross'dale	1,601	1,160	441	1,787	1,219	568	1,478	1,038	440	1,390	1,002	388	1,603	1,171	432	1,770	1,227	543

Source: [Local authority collected waste management - annual results - GOV.UK](#) / [LA and Regional Spreadsheet 2023-21 rev1.ods](#) (Table 1, Table2)

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 area.

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 (December 2025) 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 (NO₂) at 25 sites throughout the borough and currently has no annual exceedances. The current annual maximum mean for NO₂ is 40 micrograms per metre cubed.

3.9.55 The Council's Annual Status Report⁶¹ 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 85 noise related complaints between April 2024 and March 2025. In addition, the Council's Streetscene team received 327 noise related complaints. The highest category of noise related complaints related to barking dogs with 169 complaints recorded.

⁶¹ <https://burnley.gov.uk/wp-content/uploads/2025/04/Burnley-ASR-2024.pdf>

Electric Vehicles and Charging

3.9.57 In November 2020 the Boris Johnson Government announced that it would bring forward the ban on the sale of new Petrol and Diesel cars and vans from 2040 to 2030. However, in September 2023 it decided to delay this ban until 2035 when all new Petrol and Diesel cars, including Hybrids, would be banned from sale. Following the 2024 general election, the new Labour Government committed to the original deadline of 2030. However, following a consultation in 2024, the government decided to allow the sale of new Hybrid cars until 2035.

3.9.58 Ultra-low emission vehicles (ULEVs) are road using vehicles that are reported to emit less than 75g of carbon dioxide (CO₂) from the exhaust for every kilometre travelled. In practice, the term typically refers to battery electric, plug-in hybrid electric and fuel cell electric vehicles.

3.9.59 The table below shows the total number of Private and Company-owned BEV (Battery Electric Vehicle) and PHEV (Plug-in Hybrid Electric Vehicle) registered and licenced in Burnley and the surrounding areas since 2012. Between 2023 and 2024 Burnley recorded an increase in BEV of 50.7%, above the average growth for Lancashire-12 of 45.1% and beating the England average growth of 37.1%.

3.9.60 The figures in Table 96 are subject to minor revision between quarterly publications when individual vehicles are reviewed against the criteria. 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.

3.9.61 Of the total vehicle numbers shown in the Table, the number of privately registered BEV at the end of 2024 in Burnley was 391 and the total number of privately registered PHEV at the end of 2024 in Burnley was 263.

Table 96: Number of BEV & PHEV Licenced & Registered Since 2012 - Company & Private

	Vehicle Type	2012	2018	2019	2020	2021	2022	2023	2024	% Change on previous year
Burnley	BEV	3	25	41	77	157	292	434	654	+50.7%
	PHEV	2	42	49	74	127	155	203	326	+60.6%
Hyndburn	BEV	10	28	37	76	141	287	495	715	+44.4%
	PHEV	0	28	36	65	122	176	232	327	+40.9%
Pendle	BEV	7	40	50	93	185	315	444	634	+42.8%
	PHEV	0	47	58	83	145	210	286	406	+42.0%
Ribble Valley	BEV	3	69	115	175	293	460	678	981	+44.7%
	PHEV	0	54	67	107	204	285	399	569	+42.6%
Rossendale	BEV	3	49	70	127	217	338	509	712	+39.9%
	PHEV	0	56	81	110	168	229	308	447	+45.1%
Lancashire-12	BEV	116	924	1,328	2,102	3,821	6,528	9,868	14,317	+45.1%
	PHEV	5	771	1,023	1,497	2,535	3,474	4,692	6,869	+46.4%
North West	BEV	691	4,616	6,584	21,589	44,578	85,610	135,248	184,886	+36.7%

	PHEV	41	4,626	6,146	27,860	40,304	51,318	69,738	88,735	+27.2%
England	BEV	9,279	56,562	91,771	192,014	377,165	624,009	916,476	1,256,568	+37.1%
	PHEV	453	104,456	131,352	182,287	274,980	354,501	468,027	598,858	+28.0%

Source DFT Data on Licenced and Registered Vehicles (Table VEH0132) [Vehicle licensing statistics data tables - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/vehicle-licensing-statistics-data-tables)

3.9.62 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.

3.9.63 These standards have now been overtaken by higher provision standards set out in revisions to the Building Regulations introduced in December 2021 (Part S). These took effect as of 15 June 2022 and require the installation of infrastructure (charging points and/or cabling) for the charging of electric vehicles for certain building projects. The projects covered include most new dwellings with 'associated' (on site) parking spaces.

3.9.64 The following table shows the number of publicly available chargers of all speeds and rapid chargers (over 50 KW). Between April 2024 and April 2025 Burnley saw a 18.0% increase in chargers of all speeds, from 50 to 59; and a 16.6% increase in rapid chargers, increasing from 18 to 21.

Table 97: Number of Publicly Available Charging Points from April 2020

		Publicly Available chargers (All Speeds)	Per 100K Population	% Change on Previous Year		Publicly Available Rapid Chargers	Per 100K Population	% Change on Previous Year
Burnley	April 2020	13	14.7			2	2.3	
	April 2021	18	20.2			3	3.4	
	April 2022	29	32.5			8	9.0	
	April 2023	34	35.9			11	11.6	
	April 2024	50	52.8			18	19.0	
	April 2025	59	61.7	+18.0%		21	22.0	+16.6%
Hyndburn	April 2020	15	18.6			5	6.2	
	April 2021	23	28.4			6	7.4	
	April 2022	22	27.1			5	6.2	
	April 2023	29	35.3			9	10.9	
	April 2024	33	40.1			9	10.9	
	April 2025	30	36.1	-9.1%		10	12.0	+11.1%
Pendle	April 2020	14	15.3			5	5.5	
	April 2021	15	16.3			5	5.4	
	April 2022	16	17.4			5	5.4	
	April 2023	19	19.8			5	5.2	

	April 2024	20	20.9			5	5.2	
	April 2025	40	41.6	+100.0%		25	26.0	+400.0%
Ribble Valley	April 2020	18	30.0			1	1.7	
	April 2021	21	34.5			1	1.6	
	April 2022	28	45.1			1	1.6	
	April 2023	34	54.9			1	1.6	
	April 2024	39	63.0			1	1.6	
	April 2025	63	99.8	+100.0%		4	6.3	+300.0%
Rossendale	April 2020	11	15.5			1	1.4	
	April 2021	15	21.0			2	2.8	
	April 2022	15	21.0			2	2.8	
	April 2023	21	29.6			7	9.9	
	April 2024	41	57.7			25	35.2	
	April 2025	83	116.6	+61.5%		14	19.7	-44.0%
Lancashire-12	April 2020	282	23.3			89	7.4	
	April 2021	357	29.3			107	8.8	
	April 2022	438	35.7			119	9.7	
	April 2023	520	42.1			160	12.9	
	April 2024	747	60.4			251	20.3	
	April 2025	988	78.8	+32.3%		391	31.2	+55.7%
Northwest	April 2020	1,412	19.4			285	3.9	
	April 2021	1,513	20.6			345	4.7	
	April 2022	1,883	25.6			432	5.9	
	April 2023	2,468	33.3			669	9.0	
	April 2024	3,953	53.3			1,162	15.7	
	April 2025	5,158	68.6	+30.5%		1,627	21.6	+40.0%
England	April 2020	14,979	26.8			2,526	4.5	
	April 2021	19,261	34.2			3,523	6.3	
	April 2022	25,884	45.8			4,541	8.0	
	April 2023	34,203	52.6			6,253	11.1	
	April 2024	51,506	91.1			9,576	16.9	
	April 2025	65,877	115.4	+27.9%		12,712	22.3	+32.7%

Source: Zap-Map Via DFT [Electric vehicle public charging infrastructure statistics: April 2024 - GOV.UK](https://www.gov.uk/electric-vehicle-public-charging-infrastructure-statistics) (www.gov.uk) Table 1a,1b,2a,2b).

*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 the Local Education Authority (LEA) 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 LEA to be established.

3.10.2 The Burnley Infrastructure Delivery Plan (IDP) sets out information on 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 (version 2) was issued in July 2017 to support the submission of the Local Plan, and was updated again in 2024. The County Council's current School Places Provision Strategy covers the period 2022-2025.

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. This document was updated in July 2025.⁶² Contribution requests are considered alongside other contribution requests and requirements as set out in Burnley's Local Plan and the adopted Developer Contributions SPD.⁶³

Further and Higher Education

3.10.4 In 2009, Burnley College relocated to a purpose-built campus at Princess Way. The college offers a range of further and higher education courses including A-Levels, vocational study/apprenticeships, 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 (FUL/2021/0270) to extend the College onto this land was approved and the development completed in 2024/25.

3.10.5 The University of Lancashire 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 courses, degree programmes, degree apprenticeships and a medical foundation programme.

3.10.6 The University of Lancashire has plans to expand student numbers in Burnley to 6,000 by 2032⁶⁴ and is consolidating into a canalside campus around Sandygate. The University occupies the former Victoria Mill and Sandygate Mill and new student accommodation comprising 136 bedrooms was completed in 2021. In September 2022, planning permission was granted for the £15 million conversion of Newtown Mill, Queen's Lancashire Way, to create an additional 35,000sqft innovative teaching facility and business interaction zone, along with public realm improvements to Sandygate. This development was completed in 2025.

⁶² [Planning obligations for developers - Lancashire County Council](#)

⁶³ [Developer Contributions SPD - burnley.gov.uk](#)

⁶⁴ [Burnley Campus expansion given Government green light](#)

Educational Attainment

3.10.7 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.

3.10.8 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), 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.

3.10.9 The average Attainment 8 score per pupil for the Lancashire-12 area for 2023/24 (44.9) was lower than England (46.1) and around the same as the North West average (44.3). Burnley, at 40.3 had the second lowest average score in Lancashire, but showed a slight increase over the 2022/23 figure. Attainment fell across Lancashire as a whole, the Region and England.

Table 98: Attainment at Key Stage 4

Area	2016/17	2017/18	2018/19	2021/22	2022/23	2023/24	2023/24 figure compared to LEA Average (Lancs-12)
Burnley	41.3	40.0	42.2	41.9	40.0	40.3	▼
Hyndburn	42.9	43.2	42.4	43.8	40.9	41.2	▼
Pendle	42.1	43.7	43.3	42.6	40.7	39.6	▼
Ribble Valley	52.3	53.6	53.4	52.1	50.1	49.4	▲
Rossendale	44.3	45.2	46.0	46.3	46.1	42.6	▼
Lancashire-12	45.7	46.7	46.7	47.6	45.0	44.9	▼
Blackburn with Darwen	46.4	45.8	46.4	46.8	45.0	44.2	▼
Blackpool	38.8	38.5	39.2	38.0	34.9	34.8	▼
North West	45.6	45.7	45.6	47.2	44.6	44.3	-
England	44.6	46.5	46.9	48.9	46.4	46.1	-

Source: DfE via Insight Lancashire [Key stage 4 - Lancashire County Council](#)

3.10.10 RQFS, first introduced in 2015, are comprehensive frameworks that cover a wide range of qualifications, including academic, vocational, and technical qualifications. ONS no longer reports on NVQs. According to the ONS Annual Population Survey, in 2024 the percentage of adults in the borough qualified to RQF (Regulated Qualification Framework⁶⁵) Level 4 and above was 37.3%, a decrease on the 2023 level of 41.4% (a fall from 21,400 to 19,200 people).

3.10.11 The 2024 percentage figure for RQF3+ increased from 63.5% in 2023 to 66.1% in 2024. The percentage figure for RQF2+ decreased from 90.3% in 2023 to 82.1% in 2024 and the percentage figure for RQF1+ decreased from 91.4% in 2023 to 82.1% in 2024.

⁶⁵ [What qualification levels mean: England, Wales and Northern Ireland - GOV.UK](#)

3.10.12 The following link shows what qualifications fall under each level with the new RQF classification system [What qualification levels mean: England, Wales and Northern Ireland - GOV.UK \(www.gov.uk\)](https://www.gov.uk/what-qualification-levels-mean-england-wales-northern-ireland)

Table 99: 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	32.5	38.2	42.6
2021	33.5	35.9	43.0
RQF4+			
2022	27.9	40.9	44.9
2023	41.4	42.3	46.6
2024	37.3	42.2	46.9
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	49.8	57.5	61.1
2021	49.6	57.6	61.2
RQF3+			
2022	54.6	67.2	66.3
2023	63.5	65.7	67.3
2024	66.1	65.5	67.5
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	74.0	78.0	78.0
2021	65.3	76.0	78.0
RQF2+			

2022	77.1	88.1	85.8
2023	90.3	88.4	86.5
2024	82.1	86.9	86.6
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
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	80.9	88.5	87.9
2021	70.6	88.5	87.6
RQF1+			
2022	79.0	90.5	88.6
2023	91.4	91.6	89.1
2024	82.1	89.0	89.2
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	9.6	4.1	5.8
2021	7.5	4.7	5.9
Other qualifications (RQF)			
2022	11.3	3.9	4.8
2023	-	3.3	4.6
2024	4.9	4.3	4.3
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	9.5	7.5	6.3
2021	21.9	6.8	6.5
No qualifications (RQF)			
2022	9.6	5.5	6.7
2023	-	5.1	6.3
2024	13.0	6.6	6.5

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 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 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 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 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 impacts of development. The Developer Contributions SPD sets out how such matters will be assessed and prioritised.

Playing Pitches

3.11.5 Work began on updating the Playing Pitch and Open Space Strategy (PPOSS), previously known as the Playing Pitch Strategy (PPS) in early 2022, with consultants KKP commissioned to develop the Strategy. The updated strategy was adopted by the Council in August 2023.

3.11.6 The PPOSS identified (in the following table) that current demand is being met in Youth 11v11, Mini 7v7 and Mini 5v5 grass football pitches, Rugby Union, Rugby League and Hockey (with spare capacity in some instances). There is a current shortfall in Adult and Youth 9v9 grass football pitches, 3G pitches and senior cricket pitches. For future supply/demand (to 2032), the PPOSS identified additional/increased shortfalls in adult, youth 11v11 and Youth 9v9 grass football pitches, 3G pitches, and senior cricket pitches.

3.11.7 For the most part, the PPOSS identified that the shortfalls could be met by better utilising current provision, such as through improving the quality and re-configuration of pitches, installing additional sports lighting, improving ancillary facilities, and enabling access to existing provision, for example, at school sites.

3.11.8 However, in relation to football, the PPOSS identified a shortfall of 3G pitches that can only be met through increased provision. Such an increase in provision could also help reduce grass pitch shortfalls through the transfer of play, which in turn can aid pitch quality improvements.

Table 100: Headline findings from Burnley Playing Pitch and Outdoor Sport Strategy 2023

Analysis area	Pitch/facility type	Current supply/ demand balance in MES ¹	Future supply/ demand balance (2032) in MES
Football – grass pitches			
Burnley	Adult	Shortfall of 1.5	Shortfall of 2.5
	Youth 11v11	Spare capacity of 0.5	Shortfall of 2
	Youth 9v9	Shortfall of 0.5	Shortfall of 1.5
	Mini 7v7	Spare capacity of 2.5	Spare capacity of 1.5
	Mini 5v5	Spare capacity of 1.5	Spare capacity of 0.5
Football – 3G pitches			
Burnley	Full size	Shortfall of 3G pitches	Shortfall of 3G pitches
Cricket			
Burnley	Senior (Saturday)	Shortfall of 15	Shortfall of 15
	Senior (Sunday)	Shortfall of 3	Shortfall of 3
Rugby union			
Burnley	Senior	Spare capacity of 1	Spare capacity of 1
Rugby league			
Burnley	Senior	Sufficient quantity	Sufficient quantity
Hockey			
Burnley	Full size	Sufficient quantity	Sufficient quantity

Source: [Burnley Playing Pitch & Outdoor Sport Strategy \(PPOSS\) \(modern.gov.co.uk\)](#)

3.11.9 Some playing pitches will be within open spaces protected under Policy NE2 of the Local Plan or may have some level of protection as wider green infrastructure under Policy SP6. In terms of sporting function, any development proposals affecting their provision would be assessed under Policy IC5.

3.11.10 In terms of pitch improvements and retention, no football pitches have been lost and/or replaced in the borough during 2024/25. Pitch and drainage improvement began at Queens Park during July 2025 and are anticipated to continue until June/July 2026.

3.11.11 Sand banding (which aids drainage) will be undertaken on all grass football pitches at Prairie Sports Village during Autumn 2025, and pitch improvements at Fennyfold Playing Fields in Padiham are proposed during 2026, dependent upon securing external funding from the Football Foundation; working with Padiham FC Juniors (who are based at Fennyfold) to make improvements to both the pitches and ancillary facilities on site.

Sports Participation

3.11.12 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.

3.11.13 The most recent survey that took place covers the period November 2023 to November 2024 and found that in Burnley:⁶⁶

⁶⁶ 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.

- 30.9% of people were classed as 'inactive' (less than 30 minutes activity per week), compared to the England average of 25.1%
- 11.6% of people were classed as 'fairly active' (30-149 minutes of activity per week), compared to the England average of 11.2%
- 57.5% of people were classed as 'active' (at least 150 minutes of activity per week), compared to the England average of 63.7%

3.11.14 This is an improved picture from 2022-23 with the percentage of people classed as inactive falling to 30.9% in 2023-24 from 34.6% in 2022-23. For England the percentage of people classed as inactive fell slightly from 25.7% in 2022/23 to 25.1% in 2022/23.

3.11.15 The percentage of people who were classed as active in 2023/24 increased in Burnley to 57.5% (from 55.4% in 2022/23). For England the percentage of people who were classed as active increased slightly in 2023/24 to 63.7% up from 63.4% in 2022/23.

Table 101: Physical Activity – Active Lives Survey

	Inactive %	Change from previous year	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
Nov 2021/22	30.2	▼	13.1	56.7
Nov 2022/23	34.6	▲	10.0	55.4
Nov 2023/24	30.9	▼	11.6	57.5

Source <https://activelives.sportengland.org/Result?queryId=29185>

Community Facilities

3.11.16 Policy IC5: Provision of Social and Community Infrastructure, seeks to protect existing social and community infrastructure and ensure new provision is made to meet newly arising need.⁶⁷

Completions of major schemes i.e. 1,000m² or more, or 1 Hectare and above are reported in the AMR. In 2024/25, the following community infrastructure was completed:

- Newtown Mill, Queens Lancashire Way. FUL/2022/0260 - Conversion and redevelopment of Mill, (Use Class B2) to provide educational premises.
- Burnley College FUL/2021/0270 - Hybrid planning application for development of a North Campus comprising of an industry hub, open space, 5-a-side, a community use MUGA, outdoor gym and 7v7 grass pitch (Full application – Phase 1), and 2 no. education buildings, car park and associated works and landscaping (Outline application – Phase 2).

⁶⁷ 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 (change of train required in Preston).

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.

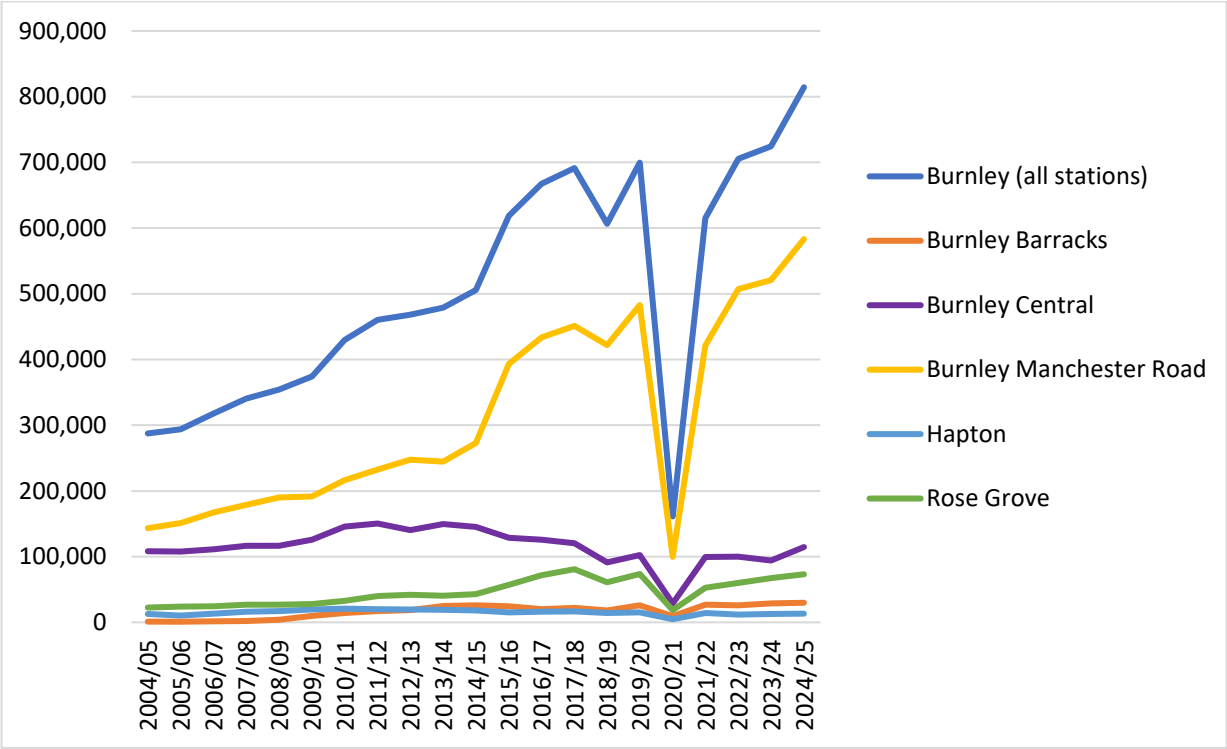
3.12.4 The reinstatement of the 'Todmorden Curve' (a short stretch of disused line near Todmorden linking the Calder Valley Trans-Pennine route with the line to Burnley) halved train travel time from Burnley to Manchester to 52 minutes when the new service became operational in May 2015. Since the train timetable change in December 2019 the travel time has reduced further to 46 minutes.

3.12.5 To support service improvements brought about by the Todmorden Curve project, Burnley Manchester Road Station was rebuilt with improved waiting facilities and increased parking provision. The new station opened in November 2014.

3.12.6 At Burnley Manchester Road station, a scheme to re-locate the ambulance station from an adjoining site to Burnley General Hospital was completed in 2023. An additional 69-space car park was developed on the vacated site with funding secured through Growth Deal 1. £3.09 million Levelling Up Funding (LUF) was also secured to install a fully DDA compliant footbridge across to the west-bound platform connecting the station's ticket office and car park with direct access to the Preston/Blackpool platform. avoiding a circuitous 350m walk along the road and ramp that were not compliant. As a result of cost price increases and delays within Network Rail, the scheme is currently undeliverable. Partners are working to complete design work by the end of March 2026 and will seek alternative funding sources.

3.12.7 According to the 2021 Census, only 0.5% of people in Burnley aged 16 and over, who are in employment, travel to work by train. Between 2023/24 and 2024/25 patronage at all stations increased by +12.4%. Patronage levels have recovered and exceeded their pre-pandemic levels. In 2019/20 (pre-pandemic) 699,716 entries and exits from all stations within Burnley were recorded, whilst in 2024/25, 814,340 entries and exits from all stations within Burnley were recorded.

Table 102: Entries and exits from Burnley Railway Stations 2004/05 to 2024/25



Source: Office of Rail & Road 2025 [Estimates of station usage](#) | [ORR Data Portal](#)

Buses

3.12.8 A number of high frequency bus services run between Padiham, Burnley town centre and into Pendle. These bus services are a mixture of services running every 20-30 minutes and lower frequency routes. Cross-boundary services are provided to Halifax, Manchester, Skipton and into Pendle and Rossendale and some routes into Pendle and the Ribble Valley have recently been relaunched with new vehicles under the Ribble County brand. ([lancashire-with-blackburn-with-darwen-bus-service-improvement-plan.pdf](#)).

3.12.9 Burnley’s SUPERBUS Routes are operated by Transdev under The Burnley Bus Company brand. First West Yorkshire also provide bus services in the borough.

3.12.10 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. During Peak hours a ‘faster’ direct service is offered reducing the amount of stops between Burnley and Manchester. During 2021 a £3.8 million investment was made to upgrade busses to “luxury Sky class” which include Wifi-Phone Charging and USB ports at every seat

3.12.11 According to the 2021 Census, only 4.1% of people in Burnley aged 16 and over, who are in employment, travel to work by bus.

3.12.12 The following table identifies the number of local bus and light rail (tram) passenger journeys in Lancashire from 2012/13 to 2023/24 (millions of journeys). This shows usage remained relatively steady until 2020/21 when a substantial drop in usage was recorded as a result of the Coronavirus pandemic. Bus usage is now recovering, but is still below pre-pandemic levels.

Table 103: Bus Usage in Lancashire

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Lancashire-12	53.2	51.6	50.1	47.3	45.1	41.5	42.1	40.7	15.9	29.7	36.0	38.5
Blackburn w' Darwen	4.1	4.2	4.0	4.7	4.8	4.1	3.7	3.7	1.7	2.9	3.6	4.0
Blackpool	11.2	11.1	11.1	11.2	10.2	9.4	8.8	8.4	3.0	5.8	6.9	7.3
North West	434.2	433.8	426.5	414.5	409.1	389.8	384.7	368.8	143.2	256.3	302.3	332.5
England	4,570.1	4,672.4	4,627.1	4,510.9	4,438.8	4,346.8	4,310.8	4,052.7	1,583.0	2,835.1	3,379.2	3,629.1

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, BUS01a, BUS01e) 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

3.12.13 According to the 2021 Census, 29.3% of households in the borough do not own a car (the second highest rate in Lancashire after Blackpool 34.0%) compared to the Lancashire average of 20%. Nevertheless, for those in employment and aged over 15, travel by car was still the predominant mode of transport to work (62.4%). 56.0% travel as a car/van driver with a further 6.4% as a car/van passenger.

3.12.14 Also, according to the 2021 Census, 11.1% of people in Burnley aged 16 and over, who are in employment travel to work on foot and only 1.0% by bicycle. 49.6% of journeys to work are less than 10km.

3.12.15 Burnley has low levels of people who travel to work by bicycle. 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 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>

3.12.18 The 10-year Cycling and Walking Strategy identified the need to produce Local Cycling and Walking Infrastructure Plans (LCWIPs). An LCWIP identifies walking and cycling improvements in a particular area and a number were prepared for localities across the County, including one for Burnley and Pendle. [Lancashire Cycling and Walking Infrastructure Plans - Lancashire County Council](https://council.lancashire.gov.uk/documents/s137345/LCWIPs.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 (with developer contribution as appropriate); particularly walking and cycling.

3.12.20 As part of the planning approval for Local Plan housing allocations HS1/4, HS1/12 and HS1/26, Section 106 contributions were requested to contribute towards transport and highways improvements.

3.12.21 In 2025, a new bus route serving Brun Lea Heights (Local Plan site allocation HS1/4) was introduced, changing the route of the Number 1 Service on all journeys, including daytime, evening and Sunday services. In addition, new evening and Sunday times are being included on the Number 4 route, serving Worsthorne.⁶⁸

3.12.22 The following table shows the accessibility of new dwellings completed in relation to two measures:

Key Local Services:

3.12.23 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 a 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:

3.12.24 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.

3.12.25 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 104: Accessibility of Residential Completions (Gross) 2024/25

	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	180	261	253	233	261	261	261
% of residential completions	89%	68%	99%	96%	88%	99%	99%	99%

Source: Burnley Borough Council

3.12.26 The Local Plan requires Transport Statements/Assessments and Travel Plans to be submitted with development proposals above thresholds contained within its Appendix 8. In 2024/25 there were three schemes that met the threshold to provide a Travel Plan:

⁶⁸ [New bus service introduced to serve Brun Lea Heights in Burnley and Worsthorne to gain new evening and Sunday buses](#)

- FUL/2021/0691 - Land south of Rossendale Road. Erection of 111 dwellings and associated access, open space including Multi-Use Games Area (MUGA) and landscaping.
- FUL/2023/0445 - 1 Magnesium Way Hapton. Development of 3 units within Use Classes B2/B8/E(G) with ancillary offices and associated development.
- FUL/2023/0080 - Land North of Westgate. Erection of a food store with vehicular access provided from Westgate.

Car Parking Standards (Policy IC3)

3.12.27 Parking standards are set out in Policy IC3 and Appendix 9 of the Local Plan. The number of planning appeals dismissed on parking grounds per annum is used as an indicator to help monitor the effectiveness of this policy. During 2024/25, there were no planning appeals dismissed on (inter alia) parking grounds.

Table 105: 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
2021/22	VAR/2020/0235	APP/Z2315/X/20/3262937	Remove Condition 8 (provision of electric vehicle charging points) of planning permission APP/2018/0080 for PFS with shop and drive through coffee shop
2022/23	None	None	None
2023/24	None	None	None
2024/25	None	None	None

Source: PINS & BBC

Traffic and Road Safety

Traffic (Policy IC1)

3.12.28 The following table shows the traffic flow estimates for Lancashire, the North West, and England. Pre the Coronavirus pandemic the 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 the Coronavirus-related lockdown and travel restrictions. In 2021, 2022 and 2023 traffic flow estimates increased and in 2024 they returned to pre-pandemic levels. 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 106: Estimated traffic flows for all motor vehicles, 2012 to 2024 (millions of vehicle kms)

Year	Lancashire-12	Lancashire-14	North West	England
2012*	10,649	11,866	53,887	420,225
2013*	10,800	12,021	54,130	421,645
2014*	11,070	12,237	55,544	433,625
2015*	11,354	12,623	56,390	441,832

2016*	11,344	12,609	56,735	451,316
2017*	11,373	12,603	56,965	457,356
2018*	11,488	12,749	57,673	459,525
2019*	11,816	13,088	58,872	465,862
2020*	9,300	10,319	46,869	367,175
2021	10,584	11,710	52,298	409,367
2022	11,354	12,537	56,525	444,735
2023	11,534	12,759	57,802	454,576
2024	11,799	13,053	59,202	461,914

Source: DfT National Road Traffic Statistic for Local Authorities (Table TRA8904)

<https://www.gov.uk/government/statistical-data-sets/road-traffic-statistics-tra>

* Estimates for the period since 2000 have been revised following the minor road review.

3.12.29 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.

3.12.30 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 107: Traffic Count Points to be monitored in Burnley

Year	Count Point	All vehicles estimated 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	▼
2021	Ref 8416 i.e. A679/M65 j10 (Cavalry Way southbound)	46,084	▲
2022	Ref 8416 i.e. A679/M65 j10 (Cavalry Way southbound)	52,925	▲
2023	Ref 8416 i.e. A679/M65 j10 (Cavalry Way southbound)	53,868	▲
2024	Ref 8416 i.e. A679/M65 j10 (Cavalry Way southbound)	54,689	▲
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	▼
2021	Ref 28444 i.e. A671/A679/ (Church Street, Burnley)	14,586	▲
2022	Ref 28444 i.e. A671/A679/ (Church Street, Burnley)	15,601	▲
2023	Ref 28444 i.e. A671/A679/ (Church Street, Burnley)	15,882	▲
2024	Ref 28444 i.e. A671/A679/ (Church Street, Burnley)	15,745	▼

Source: <https://roadtraffic.dft.gov.uk/#6/55.254/-6.064/basemap-regions-countpoints>

3.12.31 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 2032.⁶⁹ 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

3.12.32 The following tables show the number of people killed or seriously injured in road accidents within the Burnley Parliamentary Constituency⁷⁰ since 2012. Sadly, 11 children were killed or seriously injured in 2024. The overall figure for all persons killed or seriously injured rose from 55 in 2023 to 77 in 2024.

3.12.33 At a rate of 0.78 per 1,000 population, the proportion of people killed or seriously injured in Burnley is well above the North West and England rates of 0.42 and 0.43 respectively.

3.12.34 The current Lancashire Highways and Transport Strategy covers the period from 2023 to 2025 and one of its 4 priorities is to reduce all road casualties and progress towards zero people killed or seriously injured.⁷¹

Table 108: Road Casualties 2012-2024

Year	Burnley*	Lancashire 12 Districts	North West	England
Road Casualties: all people killed or seriously injured				
2012**	77	936	4109	29,583
2013**	67	997	3960	27,987
2014**	85	1095	4298	29,669
2015**	102	1058	4999	28,501
2016**	82	1001	3858	27,400
2017**	72	935	3880	26,716
2018**	84	943	3822	27,206
2019**	92	812	3431	26,262
2020**	53	648	2683	21,048
2021**	58	749	3095	23,925
2022**	76	865	3325	26,331
2023**	55	799	3250	26,175
2024**	77	761	3359	26,050
Road Casualties: children killed or seriously injured				
2012**	14	110	476	3,101
2013**	13	93	455	2,777
2014**	13	110	475	2,819
2015**	18	124	440	2,750
2016**	15	110	462	2,521
2017**	7	97	440	2,418
2018**	10	104	444	2,425

⁶⁹ Highways and Transport Studies - burnley.gov.uk

⁷⁰ Burnley Parliamentary Constituency Boundary can be viewed via [Election Maps](#)

⁷¹ [highways-and-transport-strategy.pdf \(lancashire.gov.uk\)](#)

2019**	16	98	393	2,330
2020**	9	66	305	1,755
2021**	11	89	375	2,176
2022**	9	80	401	2,374
2023**	6	85	375	2,329
2024**	11	88	464	2,411

Source: Department for Transport: Accidents and Casualties. [Collision Analysis Tool](#)) Rate per thousand figures calculated using Department of Transport Rate of People Killed or Seriously Injured figures. Calculation KOSI/ 2024 MYEx1000.

*Figures are no longer published for the Burnley Local Authority Boundary; Figures have been updated to the Burnley Constituency Boundary.

**Since 2016, changes in severity reporting systems for a large number of police forces mean that serious injury figures, and to a lesser extent slight injury, are not comparable with earlier years. Adjusted figures are available for both accidents and casualties from 2004.

4. Planning Applications and Contributions

Planning Application Statistics

4.1.1 The following indicators are identified to help monitor Policy SP1: Achieving Sustainable Development.

4.1.2 The total number of applications determined in 2024/25 (all types) was 349 – a 9% decrease from the 320 determined in 2023/24.

4.1.3 An 8% increase in the number of formal Pre-App enquiries responded to was seen in 2024/25, (increasing from 37 in 2023/24 to 40 in 2024/25).

4.1.4 The proportion of planning applications approved increased from 84% in 2023/24 to 94% in 2024/25.

4.1.5 The number of planning appeals determined in 2024/25 was 12, an increase from the 7 determined in 2023/24 - a 71% increase. The percentage of planning appeals dismissed increased from 57% to 75%.

Table 109: Applications and Appeals - Key Stats

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Planning Applications								
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	Planning Apps: 310 (74%) LDC: 11 Prior Approvals: 51	Planning Apps: 310 (82%) LDC: 8 Prior Approvals: 39	Planning Apps: 241 (84%) LDC: 11 Prior Approvals: 9	Planning Apps: 252 (94%) LDC: 14 Prior Approvals: 2
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	Planning Apps: 107 (26%) LDC: 2 Prior Approvals: 25	Planning Apps: 67 (18%) LDC: 2 Prior Approvals: 3	Planning Apps: 45 (16%) LDC: 5 Prior Approvals: 9	Planning Apps: 66 (24%) LDC: 11 Prior Approvals: 4
Planning Appeals								
No. of Appeals determined	5	9	9	12	18	23	7	12
No. and % of Appeals Dismissed	4 (80%)	7 (78%)	7 (78%)	9 (75%)	9 (50%)	14 (61%)	4 (57%)	9 (75%)
Pre-application enquiries								
No. of Formal Pre-App Enquires Responded to	38	42	54	59	88	94	37	40

Source Burnley Borough Council

Contributions

4.1.6 Planning contributions can assist in mitigating the impact of 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 and is supported by the Developer Contributions SPD.⁷²

4.1.7 Regulations introduced from 1 September 2019⁷³ 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).

4.1.8 Due to the staff shortages/changes, the IFSs have not been published. In the meantime, copies of all Section 106 agreements are 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.⁷⁴

⁷² [Developer Contributions SPD - burnley.gov.uk](https://burnley.gov.uk/development/development-control/developer-contributions)

⁷³ The Community Infrastructure Levy (Amendment) (England)(No2) Regulations 2019

⁷⁴ [Freedom of information \(FOI\) - burnley.gov.uk](https://burnley.gov.uk/information/freedom-of-information)

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. The current [Statement of Community Involvement](#) was adopted in July 2015.

5.2 SCI Updating

5.2.1 Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 introduced in 2017, provides that local planning authorities must review their SCIs every five years from the date of their adoption. The Act already required SCI's to be kept under review, but the new Regulation formalises this requirement. SCI updating can be done with or without consultation.

5.2.2 The required five-year review was undertaken in February 2020 and the resulting LDS identified that whilst the SCI would benefit from some minor updating.

5.2.3 Work on this updating had commenced in 2020 but was delayed, initially due to the Coronavirus pandemic, but it was later put on hold pending the outcome of the proposed planning reforms, set out initially in the White Paper – 'planning for the future' (Aug 2020) and subsequently the Levelling Up and Regeneration Bill 2022 (LURB) as these would significantly alter the procedures for plan-making and consultation. As a result, the Council resolved at its Executive meeting on 12 July 2023 that it was not sensible to proceed with an update to the SCI at that present time, but that this matter be revisited by Spring 2024. Further information on the current position is set out in the March 2025 [LDS](#).⁷⁵

Duty to Co-operate (DtC)

5.2.4 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. [Burnley-Local-Plan-DtC-Background-Paper-FINAL2-2.pdf](#)

⁷⁵ Whilst the Levelling Up and Regeneration Act received Royal Assent in November 2023, the plan-making reforms proposal within it are not yet in force and await secondary legislation. The new Labour Government stated in its July 2024 consultation "Proposed reforms to the National Planning Policy Framework and other changes to the planning system" that it intends to implement the new plan-making system as set out in the Levelling-up and Regeneration Act from summer or autumn 2025.

Appendices

Appendix 1: LDS Gantt Chart

The current 2025 LDS proposes no new DPDs – see Section 2 for further information.

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:

[Strategic Housing \(and Employment\) Land Availability Assessment - burnley.gov.uk](#)

Strategic Housing Market Assessment:

[Strategic Housing Market Assessment - burnley.gov.uk](#)

Economy

Burnley Borough Council (2013) Burnley Aerospace Supplier Park Local Development Order

[Burnley Aerospace Supplier Park - burnley.gov.uk](#)

Health

Public Health England Health Profiles

[Local Authority Health Profiles | Fingertips | Department of Health and Social Care](#)

Crime

- <https://www.gov.uk/government/collections/crime-statistics>
- <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datalist>
- <https://www.lancashire.gov.uk/media/946219/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	☐ Amount of new employment land delivered. ☐ Claimant count (includes Jobseekers Allowance and some Universal Credit claimants. Source: Office for National Statistics – Claimant count by unitary and local authority)
2. To develop and market the Borough's image	☐ Number of visitors to the Borough. ☐ Estimated amount of income from tourism. ☐ No. and % of vacancies of commercial properties within the Primary and Secondary frontages
3. To reduce deprivation in urban and rural areas	☐ Amount of town centre vacant floorspace. ☐ No. of A1 premises lost to other uses in Primary Frontages. ☐ No and % A1 retail units in Secondary Frontages. ☐ Town centre footfall.
4. To secure economic inclusion	☐ Percentage of people living in fuel poverty. ☐ Number of new business start-ups. ☐ Claimant count (includes Jobseekers Allowance and some Universal Credit claimants. Source: Office for National Statistics – Claimant count by unitary and local authority) ☐ Affordable home completions. ☐ Average (mean) house prices.
5. To develop and maintain a healthy labour market	☐ Number of new education facilities. ☐ Qualifications of the working age population.
6. To reduce the need to travel and increase the use of sustainable transport modes	☐ Method of travel to work. ☐ Railway station footfall. ☐ Bus patronage levels. ☐ Number of Travel Plans implemented with new development. ☐ Road Casualties: overall Road Casualties: people killed or seriously injured Road Casualties: children killed or seriously injured
7. To improve physical and mental health and reduce health inequalities	☐ Method of travel to work. ☐ Life expectancy. ☐ Number of new healthcare facilities provided. ☐ Infant mortality rates. ☐ Obesity rates. ☐ Number of people living with a disability. ☐ Percentage of people regularly participating in sport. ☐ National standards such as 'Green Flag' for parks and open spaces.
8. To improve access to a range of good quality, resource efficient and affordable housing	☐ Affordable housing completions. ☐ Affordability ratios ☐ Number of people in housing need. ☐ Annual housing completions – total houses built, types, sizes and tenures. ☐ Total vacant dwellings. ☐ Total number of Gypsy and Traveller pitches available. ☐ New pitches and plots approved and provided per annum (allocations & windfall development) ☐ Number of statutory homeless people. ☐ Number or proportion of local authority homes falling below Decent Homes Standards.
9. To reduce crime, disorder and the fear of crime	☐ Crime – notifiable offences recorded by the police (district level). ☐ Street level crime data.

10. To increase social inclusion	- Indices of multiple deprivation - Amount of new and loss of community facilities (sqm).
11. To improve access to services, amenities and jobs for all groups	- Amount of new and loss of community facilities (sqm). - Amount of vacant town centre floorspace. - Amount of indoor sports facilities, playing pitches and publicly accessible green spaces. - Amount of new residential development within 1200m of key local services. - Amount of new residential development within 30 minutes public transport time of key borough services.
12. To protect and enhance the built environment and cultural heritage, including archaeological assets	- Number of entries on the Heritage at Risk Register. - Number of Conservation Areas with character appraisals. - Number of buildings on the local list demolished.
13. To protect and enhance the Borough's biodiversity and geo-diversity	- Amount of greenfield land lost to development. - Quality and condition of SSSIs. - Area of SSSIs in adverse condition as a result of development - Number of planning approvals with conditions to ensure works 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 - BAP habitat - created/ managed via planning obligations
14. To protect and enhance the Borough's landscape and local character	- Percentage of new development taking place on brownfield land. - Use of Natural England's 'ANGSt' standards for green space.
15. To protect and improve environmental quality and amenity	- Percentage of residential development completions on previously developed and greenfield land per annum. - Number of watercourses failing to meet WFD quality targets. - Number of Air Quality Management Areas declared. - Number of noise related complaints submitted to the Council.
16. To mitigate and adapt to climate change	- Greenhouse Emissions Per Capita by Local Authority (CO2) - Number of flood incidences. - Number of properties built in areas of flood zones 3. - Number of planning permissions granted contrary to EA advice. % of new major housing developments approved incorporating SUDS - Number of people using cars to travel to work.
17. To ensure the prudent use of natural resources and the sustainable management of waste.	- Proportion of household waste recycled. - Amount of commercial waste recycled. - Amount of waste sent to landfill.
18. To increase energy efficiency	% of electricity consumption met by renewable energy in the Borough - Installed renewable energy capacity through the planning system

Appendix 5: Burnley's Local Plan 2024/25 Monitoring Framework Summary

(Incorporating SEA Significant Effects Indicators) (Please see main body of report for explanation and previous year's 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	2024 MYE = 99,200 2021 Census = 94,649 Age structure See Tables 7 & 8	ONS Census & mid-year estimates
					Rateable Values (non-domestic) (updated every 5 years)	2023 = Not readily available	VOA rating list downloads
					GVA per head (Burnley)	District Level Statistics not updated since 2015	Regional GVA(I) by local authority in the UK - Office for National Statistics
					Visitor numbers and estimated income	2023: 2.72 million Visitors 2023: £149.5 million estimated expenditure	STEAM/Marketing Lancashire/Global Tourism Solutions
					Average (Mean) House Prices	2024 = £150,296	Land Registry & CLG Live Table 581
					Average (Mean) Earning: Gross annual pay: full time workers	2025 = £37,533 (residence) 2025 = £37,389 (workplace)	Annual Survey of Hours and Earnings ONS via Nomis
					Economic Activity and Unemployment Rate	2024/25 = 76.5% economic activity rate 2024/25 = 4.7% modelled unemployment rate	Annual Population Survey (APS) ONS via Nomis
					Out of work benefits claimants	March 2025 = 3,700 claimants	ONS via Nomis
					Qualification of Working Age Residents (Adult 16-64)	2024 NVQ 4 and above = 37.3%	APS ONS via Nomis
					Life expectancy at birth and at age 65 (years)	2021-2023 Males = 75.5 2021-2023 Females = 80.1	Public Health England (PHE) & ONS
					Infant Mortality Rate, per 1000 live births	2021-2023 = 5.4	PHE & ONS

					Obesity Rate in Children -Year 6 (aged10-11)	2023-2024 = 24.8%	PHE & ONS
					Crime rate: recorded offence per 1000 population 2024/25	Burnley: 100.93 Lancashire: 80.65	Home Office
					Crime by Type Burnley 2024/25	See Table 16	Home Office
					Indices of Multiple Deprivation (Rank of average scores)	2025 = 3rd most deprived area out of 296	CLG
					% of households living in fuel poverty	2023 = 16.2%	BEIS
					Number of homeless acceptances	2024/25 = 44	BBC
Associated Plans/Strategies		Pennine Lancashire Growth & Prosperity Plan 2016-2032			Lead Organisation(s)	BBC, LCC, Burnley Action Partnership	
SP1	Achieving Sustainable Development	None Specified	To 2032	All	No. and % of Planning Applications Approved Per Annum	2024/25 = Planning Apps: 252 (94%)	BBC
					No. and % of Planning Applications Refused Per Annum	2024/25 = Planning Apps: 66 (24%)	BBC
					No. and % of Planning Appeals Dismissed Per Annum	2024/25 = 9 out of 12 dismissed (75%)	BBC
					Number of Formal Pre-Application Enquires responded to	2024/25 = 40	BBC
					Mid-Year Population Estimate (rounded)	2025 MYE = 99,200	ONS
					Earnings by Residence– Full Time Workers Gross Weekly Pay	2025: £670.0 (median) £753.1 (Mean)	Annual Survey of Hours and Earnings ONS via Nomis
					Balanced GVA Per Head - Burnley	District Level Statistics not updated since 2015	ONS/Regional Accounts
					Method of Travel to Work (Census)	See Section 3.12.12-3.12.17	ONS Census
					Planning Contributions Received and Spent	See Section 4	BBC/LCC
Associated Plans/Strategies		Pennine Lancashire Growth and Prosperity Plan 2016-2032			Lead Organisation(s)	BBC, LCC, Burnley Action Partnership	

SP2	Housing Requirement 2012-2032	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	2024/2025 = 264 2012 to 2025 = 2,550 2024/25: Tier 1 = 237 Tier 2 = 0 Tier 3 = 25 Tier 4 = 0 Countryside = 2 2024/25 Allocated = 192 2024/25 Windfalls = 72	BBC/Council Tax Register
		Maintain a 5 year supply of land for housing	Annual Update (See para 74 of NPPF 2023)		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 2025). The Housing Trajectory included in the 5-year land supply calculation can be seen at Table 40	BBC
		228 empty homes brought back into use	To 2019		No. of empty homes brought back into use: Per annum Over the plan period	See Table 24 2024/25 = 97 1 April 2012 to 31 March 2025 = 836	BBC
		Associated Plans/Strategies			SHMA, BBC Empty Homes Programme		Lead Organisation(s)
SP3	Employment Land Requirement 2012-2032	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	2024/25 = 0.66 Ha 1 April 2012-31 March 2025 = 47.92 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 2024/25 = 0.66Ha 2024/25 = 0Ha 2024/25 = 0.15Ha 2024/25 = 0.51Ha	BBC
			To 2032		Amount of B1, B2 and B8 floor space developed (gross) (non LDO) Ha of employment land lost to C3 housing. Ha Lost (Total)	2024/25 = 2,290sqm B1a: 0sqm B1b: 0sqm B1c: 133sqm B2: 590sqm B8: 1,567.10sqm 2024/25 = 0 2024/25 = 0.85 Plan Period = 34.52	BBC
Associated Plans/Strategies		ELDS, Pennine Lancashire Growth and Prosperity Plan 2016-2032		Lead Organisation(s)		BBC, LCC, Burnley Action Partnership	
SP4	Development Strategy	No specific target identified	To 2032	1, 2, 3, 4	% of residential development completions on Previously Developed and Greenfield Land per annum	Housing 2024/25 = 68.6% PDL = 31.4% Greenfield Employment 2024/25 = 100% PDL = 0% Greenfield	BBC
					Amount of new residential development within 1.2km of key local services	2024/25 = See Table 104	BBC

					Amount of new residential development within 30 minutes public transport time of key borough services	2024/25 = See Table 104	BBC
Associated Plans/Strategies		Pennine Lancashire Growth and Prosperity Plan 2016-2032			Lead Organisation(s)	BBC, LCC, Burnley Action Partnership	
SP5	Development Quality and Sustainability	No specific target identified	To 2032	1, 2, 3, 4, 5, 6, 7, 11	Number of Secured by Design awards Designing Awards/Endorsements	2024/25 = 0	BBC, Secured by Design (Association of Chief Police Officers) & Lancashire Constabulary
					No. of schemes achieving Building for Life 12 accreditation or ‘outstanding’ status.	2024/25= 0	www.builtforlifehomes.org
		All commercial development to satisfy BREEAM ‘very good’			No. of relevant schemes achieving BREEAM certification	2024/25 = Three relevant schemes, with two BREEAM Assessments submitted/to be submitted as part of a planning approval. 2024/25= No certification for completed schemes.	BBC/BRE
					No of Toilets built to Changing Places Standard	2024/25 = 2	http://changingplaces.uktoiletmap.org
Associated Plans/Strategies		ELDS, Water Framework Directive, Lancashire Sustainable Energy Study. Lancashire Climate Change Strategy, Burnley Climate Change Strategy			Lead Organisation(s)	BBC, LCC, Burnley Action Partnership, Private Sector	
SP6	Green Infrastructure	No specific target identified	To 2032	1, 2, 3, 5, 6	Review of Council’s Green Spaces Strategy	Strategy for 2015-2025 adopted 2015	BBC
					Green Flag awards for parks and open spaces	2024/25 = 6	
Associated Plans/Strategies		Burnley GI Strategy, Burnley Green Spaces Strategy			Lead Organisation(s)	BBC, LCC, Burnley Action Partnership, United Utilities	

SP7	Protecting the Green Belt	No specific target identified	To 2032	1, 5, 6	Ha. of greenbelt lost to inappropriate development per annum (completed)	2024/25 = 1.56Ha	BBC
Associated Plans/Strategies		Burnley Green Belt Review 2016			Lead Organisation(s)	BBC	
HS1	Housing Allocations	3,880 net additional dwellings completed	To 2032	2, 3, 9 10	Net additional dwellings: Per annum Over the plan period Per site	2024/25 = 262 2012-2025 = 2,753 See Table 34	BBC
Associated Plans/Strategies		SHMA, SHLAA			Lead Organisation(s)	BBC, Homes England	
HS2	Affordable Housing Provision	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	2024 1 to 3.67 1 to 2.86	BBC, RP, HCA, Land Registry
					Number of affordable homes completed (gross and net) or acquired by type: Per annum Over the plan period	2024/25 = 69 See Table 41	Homes England Homes England/BBC
Associated Plans/Strategies		SHMA, SHLAA			Lead Organisation(s)	BBC, Homes England	
HS3	Housing Density and Mix	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 Tables 49-51	BBC
					Net housing density of competed dwellings (sites 5 and over): Less than 25 dph 25-30 dph 31-40 dph 41-75 dph Over 75 dph	2024/25 = <25 = 20 25 - 30 = 66 31 - 40 = 29 41 - 75 = 133 >75 = 10	BBC
Associated Plans/Strategies		SHMA, SHLAA			Lead Organisation(s)	BBC, Homes England	

HS4	Housing Developments	20% of dwellings designed to be adaptable in schemes of over 10 dwellings. New housing to contribute towards public open space provision.	To 2032	2, 3, 6	Number of Extra Care C3 dwelling houses approved and completed per annum. Number of Accessible Homes (Part M4(2) of the Building Regulations Number and proportion of dwelling types approved and completed by type: houses, flats, single storey bungalows	2024/25 = 0 Completed 2024/25 = 64 2024/25 = See Tables 49-51	BBC, Registered Providers, NHBC
Associated Plans/Strategies		SHMA, SHLAA, Housing with Care and Support Strategy 2018 – 2025 (LCC)			Lead Organisation(s)	BBC, Homes England, LCC	
HS5	House Extensions and Alterations	No specific target identified	To 2032	2	No. and % of householder planning appeals dismissed per annum	2024/25 2 householder appeals 1 (50%) dismissed	BBC Planning Inspectorate Register
Associated Plans/Strategies		None			Lead Organisation(s)	BBC	
HS6	Agricultural Workers Dwellings	No specific target identified	To 2032	2, 3, 5	Number of dwellings approved per annum	2024/25 = 0	BBC
Associated Plans/Strategies		SHMA			Lead Organisation(s)		
HS8	Gypsy & Traveller Site Criteria	maintain a 5-year supply of pitches	To 2032	2, 5,	Total number of pitches available	= 5	BBC
HS9	Gypsy & Traveller Site Occupancy Condition				New pitches and plots approved and provided per annum	2024/25 = 0	
Associated Plans/Strategies		Gypsy and Traveller Site Allocations DPD (paused), SHMA, GTAA, GTAA Addendum			Lead Organisation(s)	BBC	
EMP1	Employment Allocations	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 69, 70 and 73	BBC, VOA
EMP2	Protected Employment Sites	No specific target identified	To 2032	3, 9, 10	Permissions granted for non B1(b and c), B2 or B8 on the protected sites.	2024/25= 0 Ha All losses - see Tables 71 and 72	BBC

EMP3	Supporting Employment Development	No specific target identified	To 2032	3	Amount of B1, B2 and B8 floor space (sq m gross) completed (PP & LDO): Per annum Over the plan period	(See Tables 69 & 70) 2024/25 = 2,290.10sqm Total = 191,445.78sqm	BBC, VOA
EMP4	Office Development	No specific target identified	To 2032	3, 5	Permissions granted for offices outside Burnley or Padiham town centres	See Table 77	BBC
EMP5	Rural Business and Diversification	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)	2024/25 = 0 sqm = 808 sqm	BBC
					Visitor numbers and estimated income	2023: 2.72 million Visitors 2023: £149.5 million estimated expenditure	STEAM; Marketing Lancashire/Global Tourism Solutions UK LTD
EMP6	Conversion of Rural Buildings	No specific target identified	To 2032	1, 2 3, 5, 8	No meaningful indicator identified		
EMP7	Equestrian Development	No specific target identified	To 2032	1, 3, 5, 6	No meaningful indicator identified		
<i>Associated Plans/Strategies</i>		<i>Pennine Lancashire Growth and Prosperity Plan 2016-2032</i>			<i>Lead Organisation(s)</i>	<i>BBC, LCC, Visit Lancashire</i>	
TC1	Retail Hierarchy	No specific target identified	To 2032	1, 4, 11		N/A	
TC2	Development within Burnley & Padiham Town Centres	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. 2024/25 = 0 See Table 77 for planning permissions outwith the Town Centres.	BBC

TC3	Burnley Town Centre - Primary & Secondary Retail frontages	50% of Secondary Frontages to remain in A1 retail use (at ground floor level) 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.	To 2032	1, 4	No and % of vacancies of commercial properties within the Primary and Secondary frontages. No. and % A1/E(a) retail units in Primary and Secondary Frontages No. of A1 premises lost to other uses in Primary Frontages Major D2 and Sui Generis Leisure use projects completed within and beyond Town Centre boundaries - floorspace (gross) where appropriate. Periodic footfall monitoring of Primary and Secondary Frontages	May 2025 = Primary frontages: 17/138 (12.3%) properties vacant Secondary frontages: 36/182 (19.8%) properties vacant May 2025 = Primary frontages: 78/138 (56.5%) premises in active A1/E(a) use Secondary frontages: 87/182 (47.8%) premises in active A1/E(a) use Monitored through biennial survey. 2024/25 = 0 2024/25– No Data available.	BBC
TC4	Development Opportunities in Burnley Town Centre	Approval and completion of mixed use scheme at Curzon Street and Thompson Centre		1, 3, 4	Retail/B1a office use floorspace (net) completed at Allocated sites	TC4/1 Curzon Street (Pioneer Place) = 2,931m2 (Planning application FUL/2021/0029 approved 01/04/2021 and development completed in 2024/25). TC4/2 Thompson Centre = 0 m2	BBC
TC5	Uses within the Weavers' Triangle	No specific target identified	To 2032	1, 2, 3, 4, 8, 10		See Policy TC2	
TC6	District Centres	No specific target identified	To 2032	4	Biennial Survey of District Centres and uses:	May 2025:	BBC

					No and % of vacancies of commercial properties. No. and % of A1/E(a) retail units	Accrington Road: 4/28 (14.3%), Briercliffe Road: 9/69 (13.0%) Coal Clough Lane: 2/21 (9.5%) Cone Road: 17/121 (13.2%) Harle Syke: 0/15 (0%) Lyndhurst Road: 2/14 (14.3%) Pike Hill: 1/5 (20%) Rosegrove Lane: 2/31 (6.5%) Accrington Road: 10/28 (35.7%) Briercliffe Road: 23/69 (33.3%) Coal Clough Lane: 11/21 (52.4%) Cone Road: 54/121 (44.6%) Harle Syke: 9/15 (60.0%) Lyndhurst Road: 8/14 (57.1%) Pike Hill: 4/5 (80%) Rosegrove Lane: 16/31 (54.8%)	
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.	2024/25 = 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>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, Chambers of Trade, Town Centre Partnership, HLF</i>	

HE1	Identifying and Protecting Burnley's Historic Environment	No specific target identified	To 2032	1, 5, 7, 8	Number of Conservation Areas = 10 Number of Conservation Areas with finalised character appraisals = 3 Number of buildings on the Heritage at Risk Register 2024 Register = 3 Number of Article 4 Directions within Conservation Areas = 0	At 31 March 2025:	BBC, Historic England
HE2	Designated Heritage Assets: Listed Buildings, Conservation Area and Registered Parks and Gardens	No specific target identified	BBC	1, 5, 7, 8	Number of Listed Buildings (Entries) = 309 Number of Listed Buildings demolished. = 0 (2024/25) % of LBC appeals dismissed per annum = No LBC appeals (2024/25)	At 31 March 2025:	BBC
HE3	Non-Designated Heritage Assets	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 2025 = 400 See paras 3.8.1-15	BBC
HE4	Scheduled Monuments and Archaeological Assets	No specific target identified	To 2032	1, 5, 8	Number of buildings/sites on Historic England's Heritage at Risk Register	Heritage at Risk Register 2024: = 3 Listed Buildings = 3 Conservation Areas = 1 Scheduled Ancient Monument	BBC, Historic England
<i>Associated Plans/Strategies</i>		<i>Conservation Area Appraisals and Management Plans, SPDs</i>			Lead Organisation(s)	BBC, Historic England, HLF	
NE1	Biodiversity and Ecological Networks	No specific target identified.	To 2032	1, 3, 5, 7	Quality of SSSIs & Condition of SSSI units Area of SSSIs in adverse condition as a result of development	See Table 83	Natural England Lancashire County Council, BBC

		There is Public Service Agreement (PSA) target nationally for 95% of SSSIs to be in favourable or recovering condition			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 BAP habitat - created/ managed via planning obligations	2024/25 = 0 31 March 2025 = 43 Data no longer collected by LCC To be reported in future AMRs or the IFS (see Section 4)	
NE2	Protected Open Space	All identified sites to be protected	To 2032	2, 5, 7,	Hectares of protected open space lost to development	2024/25 = 0	BBC
NE3	Landscape Character	No specific target identified	To 2032	5, 8	No. of planning appeals dismissed on (<i>inter alia</i>) landscape character grounds	2024/25 = 4	PINS
NE4	Trees, Hedgerows and Woodlands	No specific target identified	To 2032	1, 5	Number of approvals for the felling of trees protected by a TPO	2024/25 = 8	BBC
NE5	Environmental Protection	No AQMA	To 2032	1, 7	Household waste collected per person (kg):	2023/24 = 316.6	BBC/DEFRA
					% of household waste sent for re-use, recycling or composting Burnley:	2023/24 = 31.6%	BBC/DEFRA
					Amount of non-household waste recycled:	2023/24 = 393 tonnes	BBC/DEFRA
					Amount and % of municipal waste sent to Landfill:	2023/24 = 19,467 tonnes or 31.97% Lancashire 12	LCC/DEFRA
					No of AQMA	As at 31 March 2025 = 0	BBC
					No of noise related complaints	April 2024 – Mar 2025 = 412	BBC
					Ecological Status of Burnley's Rivers	See Table 87	Environment Agency
					Greenhouse Emissions Per Capita by Local Authority (CO2)	2023 = 3.4 tonnes	DECC/BEIS

Associated Plans/Strategies		Lancashire BAP, Burnley GI Strategy,			Lead Organisation(s)	BBC, Natural England, Lancashire Wildlife Trust, EA	
CC1	Renewable and Low Carbon Energy (not including wind energy)	No specific target identified	To 2032	1, 3, 5	% of electricity consumption met by renewable energy in the Borough (equivalent) Installed renewable energy capacity through the planning system	As at 2024: equivalent no. homes powered using renewable energy = 21,976 (Table 89) equivalent to 51% of the Borough's total housing stock (Table 23) 2024 = 37.8 MW	DBEIS/VOA/BBC
CC2	Suitable Areas for Wind Energy Development	No specific target identified	To 2032	1, 5	No of turbines approved outside of and within identified suitable areas	2024/25 Inside = 0 Outside = 0	BBC British Wind Energy Association
CC3	Wind Energy Development	No specific target identified	To 2032	1, 5	Installed wind energy capacity	As at 31 Dec 2025 = 28.7 MW	DBEIS British Wind Energy Association
CC4	Development and Flood Risk	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	2024/25 = 0 See Table 87 2024/25 Non recorded by LCC 2024/25 = 0	Environment Agency/BBC Environment Agency LCC Environment Agency/BBC
CC5	Surface Water Management and Sustainable Urban Drainage (SuDS)	All new major developments to incorporate SuDS	To 2032	1, 5, 6	% of new major housing developments approved incorporating SuDS	2024/25 = 5 major housing developments were approved. Where appropriate, all incorporated SuDS or a requirement to submit further details on drainage including SuDS (100%)	BBC
Associated Plans/Strategies		SFRA, Burnley Climate Change Strategy			Lead Organisation(s)	BBC, EA, LCC	
IC1	Sustainable Travel	No specific target identified	To 2032	1, 6, 7, 9	Amount of new residential development within 1.2Km of key local services	2024/25 = 88%	BBC

					Amount of new residential development within 30 minutes public transport time of key borough services	2024/25 = 96.25%	BBC
					Road Casualties: people killed or seriously injured.	2025 = 77	DfT Accidents and Casualties
					Road Casualties: children killed or seriously injured	2025 = 11	
					Motor vehicle traffic flow estimates (million vehicle km)	'Lancashire 12' 2024 = 11,799	DfT National Road Traffic Statistic for Local Authorities
					Car flow traffic estimates (million vehicle km)	Count Points 2023: Ref. 8416 i.e. A679/M65 j10 (Cavalry Way s'bound) = 54,689 Ref. 28444 i.e. A671/A679/ (Church Street, Burnley) = 15,745	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.	2024/25 = 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	2024/25 = 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)	2024/25= 2 Final Report Published 2023. PPOSS 2024/25 = 0 Nov 2023/24 = 30.9%	BBC BBC, Sport England BBC

					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)	Nov 2023/24 = 11.6% Nov 2023/24 = 57.5%	Sport England Sport England Sport England
IC6	Telecommunications	No specific target identified		9			Network Providers
IC7	Taxis and Taxi Booking Offices			4, 9	Number of new taxi booking offices approved outside of areas specified in Clause 1) of Policy IC7	2024/25 = 0	BBC
<i>Associated Plans/Strategies</i>		<i>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>	

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