

HOUSING TOPIC PAPER

ROSSENDALE LOCAL PLAN



August 2018

Rossendale
BOROUGH COUNCIL

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1. Introduction

1.1 This topic paper explains how the housing need for the Borough has been evidenced and the reasoning behind the identification of the sites allocated for future housing development within the Local Plan.

1.2 The strategic and local housing policies were prepared based on the National Planning Policy Framework and have been updated with the recently revised NPPF (July 2018) and the draft amendment to the National Planning Practice Guidance . A number of evidence base documents have also informed the formulation of strategic or local policies:

- Strategic Housing Market Assessment,
- Strategic Housing Land Availability Assessment,
- 5 Year Housing Land Supply,
- Green Belt Review
- Strategic Flood Risk Assessment
- Landscape Assessment
- Heritage Assessment
- Self - Build Register
- Brownfield Register
- Sustainable Appraisal
- Habitats Regulation Assessment

1.3 This topic paper will first discuss the housing need for the Borough during the Local Plan period (2019-2034), and then explain the reasoning behind the proposed housing site allocations.

1.4 The distribution of housing within the Borough, the proposed Green Belt releases and the need and supply of housing for the Gypsies and Travellers community are addressed in other topic papers.

2. Understanding Rossendale Borough's Housing Need

2.1 Local Housing Need

2.1.1 The revised National Planning Policy Framework (the Framework) was published on 24th July 2018 and includes new policies on how to deliver a sufficient supply of homes.

2.1.2 In order to identify the number of homes needed, the Framework states that a standard methodology to calculate the local housing need should be used. This methodology is set out in the National Planning Practice Guidance. It is to be noted, that the method might be adjusted after the new figures for household projections are released in September 2018.

2.1.3 The standard methodology has been used to calculate the local housing need for Rossendale, and the result shows that 212 new homes are needed every year. The details of the calculation are shown in appendix A.

2.1.4 Based on a need of 212 homes per year, the total local housing need for Rossendale over the Local Plan period which spans 15 years, from 2019 to 2034, is 3,180 additional dwellings. This local housing need is set out in the strategic policy HS1 of the publication version of the Local Plan.

2.1.5 Neighbouring authorities are not able to build more houses within their areas to deliver part of Rossendale's housing need. Therefore the Local Plan seeks to meet the need for housing within the Borough itself. More information about the duty to co-operate between authorities can be found in the duty to co-operate paper and the Statement of Common Ground.

2.1.6 The Sustainability Appraisal Report looked at four options in terms of the quantity of housing and employment development within the Borough. The two options providing a lower quantity of development (Option C: 2,000 dwellings and 6ha for employment and Option A: 3,000 dwellings and 10ha for employment) would have lower impacts but would not meet the needs of the local population and is therefore not considered sustainable. The Option B (7,000 dwellings and 24ha for employment) would make it difficult to avoid adverse impacts on the natural and built environment. The option C (5,000 dwellings and 9ha for employment) would meet the needs for development of the area with limited environmental impacts.

2.2 Edenfield Community Neighbourhood Forum Housing Need

2.2.1 Edenfield Community Neighbourhood Forum has been designated as a neighbourhood area in April 2018 and can prepare a Neighbourhood Plan for its area.

2.2.2 The Framework states that the housing need for designated neighbouring areas should be identified within the strategic policies of the Local Plan. The housing need for the Edenfield Community Neighbourhood Forum area is based on the spatial strategy which is set out in a separate topic paper. The housing need for the neighbourhood forum is 456 additional homes within the Plan period.

2.3 Housing Need for Different Groups in the Community

2.3.1 The Framework sets out that the need for housing from different groups within the community (e.g. people requiring affordable housing, families with children, older people, people with disabilities, travellers, people who rent their homes or wish to build their own homes) should be assessed and defined in the Local Plan policies.

2.3.2 The Strategic Housing Market Assessment (SHMA) has assessed the housing need for people requiring affordable homes, families with children, older people, people with disabilities, minority and hard to reach households, rural communities and first time buyers and young people. The need of the Travellers community has been assessed in the Gypsies and Travellers Accommodation Assessment (2016) and is discussed within the Gypsies and Travellers topic paper.

Affordable Housing

2.3.3 The SMA considers the current (backlog) need for affordable housing as well as the future arising need for affordable housing. Using the Housing Register approach, the affordable housing need for Rossendale is 321 new dwellings per year over 20 years. However, if suitable allowance is made for deposit and / or people can spend more of their income on renting a property (35% instead of 25%), then the affordable housing need would reduce to 158 dwellings per year.

2.3.4. An update study examined the viability of delivering affordable housing on sites across the Borough. The Borough has been divided in four zones for the purpose of the study. The report shows that the provision of affordable housing is not viable in Bacup, Stacksteads and Weir but is viable for other parts of the Borough.

2.3.4 Based on those findings and in order to increase the number of affordable housing required in the Borough, the Council expects that 30% on-site affordable housing from market housing schemes will be provided subject to site and development considerations (such as viability) for sites of 10 or more houses or sites of 0.35 ha or part thereof. The requirement is set out in the local policy HS6.

Families with children

2.3.5 The SHMA reveals that the number of families with children is expected to increase and the number of homes with children will stay high. Therefore, an adequate stock of good quality family housing should be provided within the Borough.

Older people

2.3.6 The study shows that there is a current lack of supply of specialist housing for older people in the Borough especially regarding Extra Care and Enhanced Sheltered accommodation. Furthermore, there will be a significant growth in the number of older person household in the future which will increase the need for Sheltered Housing, Registered Care, Extra Care and Enhanced Sheltered accommodation in the Borough. The study concludes that approximately 1,700 units for older people will be needed by 2035.

2.3.7 The proposed policy HS6 requires that sites of 10 or more dwellings should provide affordable housing in line with the latest information on housing needs.

People with disabilities or health issues

2.3.7 The SHMA survey reports that 15.8% of households in Rossendale have one or more adults with a disability. The study shows that 8.62% of these households consider that their homes is unsuitable to meet their needs, compare to 5.25% for the average households in the Borough.

2.3.8 Also, according to the B-with-Us Housing Register, 27.6% of all those on the register have a disability. This is three times as expected, showing people with disability are finding it more difficult to access social housing. This implies a lack of housing for people with disability which will need to be planned for.

2.3.9 The proposed policy HS8 requires that at least 20% of new houses should be tailored to meet the need of elderly and disabled people, or be easily adaptable based on the Optional Standards or Building for Life 12.

Minority and hard to reach households

2.3.8 The majority of the people in Rossendale classify themselves as 'white British, with a small percentage of other ethnic groups. Amongst the small number of people from an ethnic minority group who filled in the survey, people said the size of the house was too small to meet their need.

2.3.9 The study highlights that ethnic group might chose to extend their homes to meet the need of their growing family rather than change home.

Rural Communities

2.3.10 The study reveals that residents in rural areas of the Borough are less likely to apply for a place on the Council's Housing Register due to the lack of supply in rural areas. However, the study states that there is a strong demand for housing in rural areas, with a lack of supply of social rented houses. Pressures on the housing market and a lack of supply are issues that were highlighted in Edenfield.

2.3.11 The proposed policy HS6 sets out that 100% on-site affordable housing will be required on rural exception sites. Furthermore, the policy HS3 for the housing site allocation in Edenfield also requires on-site affordable housing.

First time buyers and young people

2.3.12 The SHMA shows that the number of household with a resident aged 24 or under is very low and is not projected to increase. The private rented sector is the key tenure enabling young people to live independently, but the percentage of stock in Rossendale is slightly lower than the regional and national average. The main issues is the availability of mortgage finance and setting aside a deposit to access home ownership.

Key workers

2.3.13 The SHMA reveals no issues regarding Key Workers ability to access market or social housing within the Borough.

2.4 Changes since the previous version of the emerging Local Plan

2.2.1 The Local Plan housing need based on The Government standard methodology is different from the housing need that was proposed in the draft Local Plan (the regulation 18 version of the Plan). Indeed the previous housing need was based on the calculation from the Strategic Housing Market Assessment study (2017).

2.2.2 This study identified an objectively assessed need for housing in Rossendale between 265 to 315 dwellings per annum, depending on the scenarios.

2.2.3 Considering the scenario based on the demographic starting point (household projection) and adjustments to consider migration, market signals, the affordable housing need and a constant rate of economic growth; the study's calculation provided an objectively assessed need of 265 additional homes a year. Over the Local Plan period, spanning 15 years, this amounted to 3975 houses.

2.2.4 This is why the draft Local Plan produced in 2017 (regulation 18) identified within the previous Policy HS1 a rounded housing requirement of 4000 houses over the plan period.

3. The Borough's Housing Land Supply

3.1 National policy

3.1.1 The Framework states that a policy-making authority should have a clear understanding of the land supply for housing within its area. This can be achieved by producing a strategic housing land availability assessment. Based on this assessment the planning policies should identify:

- “a) specific, deliverable sites for years one to five of the plan period; and
- b) specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.”

3.1.2 The Council has prepared a strategic housing land availability assessment which together with the other evidence base studies (e.g. the Green Belt Review, the Strategic Flood Risk Assessment, the Landscape Assessment, the Heritage Assessment, the Sustainability Appraisal, the Habitats Regulation Assessment) has informed the housing site allocations.

3.1.3 The publication version of the Local Plan identifies in its policy HS2, the specific deliverable and developable sites and also shows in appendix 4 the housing trajectory during the Local Plan period.

3.2 Local Context

3.2.1 The Borough of Rossendale covers an area of approximately 138 square kilometres and is home to 67,300 residents. It has an attractive countryside and a distinctive identity and sense of place. Development within the Borough is heavily constrained by the topography, flood risk within the valley and a road network operating close to capacity. It is also estimated that almost a quarter of the Borough is designated as Green Belt.

3.3 Evidence Base

Strategic Housing Land Availability Assessment (SHLAA)

3.3.1 The Strategic Housing Land Availability Assessment (SHLAA) 2018 update looked at 385 sites. 64 sites were excluded at stage 1 of the assessment and 361 sites processed to stage 2 of the assessment. Amongst those 361 sites, 7 have been built out for housing and completed as of 31st March 2018, so they have been excluded from the land supply.

Amongst the remaining 354 sites, 92 sites are considered deliverable and could provide approximately 1750 units within the next five years (2018 to 2023) and approximately 160 units within 6 to 10 years (2023 to 2028).

3.3.2 The SHLAA also identified 138 developable sites that could provide up to 4900 houses within 6 years to 15 years (2023 to 2033). It is also estimated that approximately 100 units could be delivered sooner on these 138 sites.

3.3.3 The SHLAA is considered to be an optimistic figure of land supply as it includes sites within the Green Belt and the countryside. The housing supply provided by the SHLAA has been filtered down using other evidence base studies including the Green Belt Review, the Heritage Impact Assessment, the Landscape Assessment, the Strategic Flood Risk Assessment and the Employment Land Review to identify housing site allocations within the publication version of the Local Plan. Indeed a site identified as suitable for housing might also be suitable for employment use or might not be suitable for a Green Belt release. Furthermore the SHLAA assessed each site on an individual basis, while the cumulative impact of development sites is considered for the site allocations within the Local Plan.

Five Year Housing Land Supply

3.3.4 The 5 year Housing Land Supply report for 2017/2018 is currently being prepared. Between 1st April 2017 and 31st March 2018, 149 additional dwellings have been built within the Borough. This figure is lower than the annual target of 247 dwellings per year set out in the Core Strategy.

Table 1: Number of houses built in previous years

Year	Completions	Delivery against Core Strategy Average (of 247 per annum)	Delivery against Core Strategy Trajectory
	Actual Completions	Annual Average of 247 houses	Core Strategy Trajectory
2015/2016	122	247	270
2016/2017	192	247	275
2017/2018	149	247	275

3.4 Comments received during the draft Local Plan consultation (regulation 18) and changes made to the site allocations

Draft Local Plan previous Site Allocations

3.4.1 The draft Local Plan (regulation 18) identified 137 sites for housing allocations including sites with planning permission, providing a supply of 3622 houses.

3.4.2 Amongst those allocations 22% of the units (786 houses) were proposed on sites with a current Green Belt status, while 38% of the units (1388 houses) were proposed on sites currently within the countryside. The remaining 40% of the units (1448 units) were proposed on sites currently within the urban area.

3.4.3 Furthermore, 16% of the number of units proposed was on brownfield sites, 15% on mixed sites and 69% on greenfield sites. The table 2 below provides a summary of the previous housing site allocations at the regulation 18 stage.

Table 2: Summary of the draft Local Plan housing site allocations at regulation 18 (including mixed sites)

Previous Housing Site Allocations (Regulation 18)	Total	Urban area	Countryside	Green Belt	Brownfield Sites	Mixed Sites	Greenfield Sites
Number of SHLAA sites	137	70	49	18	28	21	88
Number of allocation sites	111	59	34	13	24	22	65
% sites	100%	53%	38%	14%	22%	20%	65%
Number of dwellings	3622	1448	1388	786	583	532	2507
% of dwellings	100%	40%	38%	22%	16%	15%	69%

Feedback from the consultation

3.4.4 Following the consultation, a number of issues and constraints have been raised for some of the sites from statutory consultants, landowners and residents. The comments received have been published in a Main Report on the Council's website. A summary of the key issues raised have been produced and the Council's response is set out in the Consultation Report.

3.4.5 During the consultation, and following the consultation, additional sites for development have been proposed. These sites have been assessed in the SHLAA 2018 update. Four of these additional sites are proposed for allocation in the publication version of the Local Plan and two have been added to previous allocations.

Update on sites with planning permissions being built out for housing

3.4.6 Seven sites previously proposed in the draft local Plan have now been completed, or are likely to be completed before the adoption of the Local Plan and therefore have been removed from the site allocations.

Changes made since the draft Local Plan consultation

3.4.7 In conclusion, 38 sites have been withdrawn since the draft Local Plan (regulation 18 version), amounting to a “loss” of 891 units. The list of sites withdrawn is presented in Appendix B.

The table 3 shows the changes between the draft local Plan (regulation 18) and the publication version of the Local Plan (regulation 19).

Table 3: Summary of potential gain and loss of sites and number of units following consultation.

Feedback from the consultation and update of sites under construction	Gain	Loss	Potential Total Housing Allocations (regulation 19)
Number of SHLAA sites	6	-39*	$137 + 6 - 39 = 104$
Number of allocation sites	4	-37*	$111 + 4 - 37 - 1^{**} = 77$
Number of dwellings	183	-891	$3622 + 183 - 891 = 2914$

*Two SHLAA sites forming part of the previous allocations HS2.71 and HS2.102 are identified for withdrawal

** 2 previous allocations (HS2.87 and HS2.96 have been merged into one)

3.5 Publication (Pre-submission) version of the Local Plan

3.5.1 A total of 74 sites are proposed housing allocations in the Local Plan, together with 3 mixed-use sites providing some residential units leading to a total of 77 sites. Another mixed-use site is proposed to include a Gypsies and Travellers transit site.

3.5.2 The sites proposed for housing allocation are presented in Appendix C. The site area, number of dwellings and density have been updated since the regulation 18 consultation based on comments received during the consultation, new sites proposed during and after the consultation, update information on planning applications and consideration to increase the density on brownfield sites.

3.5.2 The Council approach to housing site allocations is to focus first on brownfield sites or mixed sites and then to allocate greenfield sites. Development within the urban area was also prioritised, but due to the lack of sites available, suitable and achievable for housing, it has been necessary to allocate sites within the countryside and the Green Belt to meet the needs of the Borough. The Policies Map therefore shows proposed changes to the Urban Boundary and the Green Belt to allow future development. The topic papers on the overall strategy and the Green Belt release provide further information on this matter.

Brownfield and Mixed Sites

3.5.3 Due to the constraints of development on brownfield sites, including viability, flood risk and land contamination, the proportion of allocated brownfield sites for

housing is limited to 30%. 10% of the sites allocated are 'mixed', meaning 60% of the sites proposed for housing allocation are on previously undeveloped sites. This is an improvement since the regulation 18 version of the Plan, where 65% of the sites were proposed on greenfield sites.

Table 4: Summary of the proposed housing allocations on brownfield, mixed and greenfield sites

Housing Site Allocations (Regulation 19)	Total	Brownfield Sites	Mixed Sites	Greenfield Sites
Number of allocation sites	77	23	8	46
% of sites	100%	30%	10%	60%

3.5.4 The density of development on brownfield sites has been maximised as much as possible to reduce the need to allocate greenfield sites. The average density of development on the 23 proposed brownfield sites allocations is approximately 100 dwellings per hectare. This is higher than the average density of the previous 20 brownfield sites proposed in the draft version of the Local Plan, which was approximately 90 dwellings per hectare. The density on the following sites has been increased: Reedsholme Works in Rawtenstall and Greenbridge Mill in Rawtenstall.

3.5.4 The same number of mixed-sites is proposed as in the previous version of the Local Plan (8 sites). Again, the density has been maximised wherever possible and especially if the site was close to good public transport connections. The average density of development has slightly increased from 34 dwellings per hectare to 29 dwellings per hectare, since the draft version of the Local Plan.

Urban Boundary, Countryside and Green Belt

3.5.5 The housing allocation were prioritised for sites situated within the Urban Boundary. However the number of sites deliverable or developable for housing based on the strategic housing land availability and also suitable based on the Strategic Flood Risk Assessment, Landscape Assessment, Heritage Assessment, Green Belt Review and Viability Study was not enough to meet the local housing need for the Borough. Therefore, housing allocations are proposed for site currently within the countryside and the Green Belt and changes are proposed to the Urban Boundary and the Green belt to allow for future development.

3.5.6 68% of the sites proposed for housing allocation are currently situated within the Urban Boundary. 20% of the sites are currently situated within the countryside and it is proposed to change the Urban Boundary as shown on the Policies Map, so that these sites will be incorporated in the settlement boundary. 5% of the sites are currently situated within the Green Belt and it is proposed to release those sites from the Green Belt as shown on the Policies Map. Amongst those Green Belt sites, 4 are

brownfield or mixed sites (Cowm Water Treatment Works, Irwell Vale Mill, Land east of Market Street, Edenwood Mill) and one is greenfield (Land west of Market Street).

Table 5: Summary of housing allocations within the Urban Boundary, countryside and Green Belt

Housing Site Allocations (Regulation 19)	Total	Brownfield Sites	Mixed Sites	Greenfield Sites
Number of allocation sites	77	23	8	46
% of sites	100%	30%	10%	60%

5 Year Housing Land Supply

3.5.7 The Framework states that “policies should identify a supply of specific, deliverable sites for years one to five for the plan period”. Also, “where there has been a significant under delivery over the previous three years” a 20% buffer is required.

3.5.8 The housing completions figures for Rossendale within the last 3 years are shown below. The target number of dwellings for the past three years is based on the Core Strategy which is the adopted Local Plan. Table 6 shows a paste under delivery of housing and therefore the 20% buffer applies.

Table 6: Last three years housing completions

Year	Completions	Delivery against Core Strategy Average (of 247 per annum)	Delivery against Core Strategy Trajectory
	Actual Completions	Annual Average of 247 houses	Core Strategy Trajectory
2015/2016	122	247	270
2016/2017	192	247	275
2017/2018	149	247	275

3.5.9 As discusses in section 2 of this topic paper, the local housing need for Rossendale is 212 additional dwellings per year. This amounts to 1,060 dwellings for year one to five of the plan period. Adding a 20% buffer, the minimum number of dwellings to be provided within the first five years of the plan is 1,272 dwellings.

Timescale of delivery

3.5.10 The Local Plan provides a housing trajectory within Appendix 4 showing the estimated number of dwellings to be delivered within the plan period. The Appendix

4 shows that 1643 dwellings are likely to be delivered between year one and year five of the plan period (2019 to 2024). Therefore, the Local Plan is allocating enough sites to provide a healthy land supply for the first five years.

Small sites supply

3.5.11 The Framework also highlights that the Local Plan should allocate at least 20% of the sites that are half a hectare or less. Considering the proposed list in appendix C, 31 sites below 0.5ha are proposed for housing allocation which corresponds to 40% of the housing site allocations.

4. Conclusion

4.1.1 This topic paper discussed the housing need for the Borough and the land supply identified to meet this need within the Local Plan period.

4.1.2 The local housing need for the Borough is 212 dwellings per annum or 3,180 dwellings over the 15 years plan period (2019 to 2034). Also, housing need for specific groups within the community has been identified, including elderly people, people with disabilities and rural communities.

4.1.3 To address the housing need, the Local Plan proposes to allocate 2,853 dwellings on allocated sites. Also, the plan request a target of 30% of on-site affordable housing for sites of 10 dwellings or more, subject to the site viability, as well as 20% of new homes to be made accessible for elderly or people with disabilities. Furthermore, the Local Plan requests 100% of affordable housing on rural exception sites, as well as affordable housing as part of the large site allocation in Edenfield, to seek to meet the need of the rural communities to access affordable homes.

4.1.4 The Local Plan also provides a specific supply of deliverable sites for the first five years of the plan period, including a 20% buffer for previous under delivery.

APPENDIX A - LOCAL HOUSING NEED CALCULATIONS

(as of JULY 2018 to be updated in September 2018)

Step 1 – Setting the baseline

The latest household projections available are the 2014- based figures published on the www.gov.uk website (table 406).

Rossendale’s household projections are:

- Number of households in 2016: 30,115
- Number of households in 2026: 31,984

The total number of new households is 1,869 over the ten year period, equivalent to 186.9 household growth per year.

Step 2 –An adjustment to take account of market signals

The ratio of median house price to median gross annual workplace –based earnings for Rossendale in 2016 is 6.14.

The adjustment factor is calculated below:

$$\text{Adjustment factor} = \frac{(\text{Local affordability ratio} - 4)}{4} * 0.25 = \frac{(6.14 - 4)}{4} * 0.25 = 0.13375$$

The adjustment factor is 0.12276 and is used to calculate the local housing need as shown below:

$$\text{Local housing need} = (1 + \text{adjustment factor}) * \text{projected household growth}$$

$$\text{Local housing need} = (1 + 0.13375) * 186.9 = 211.89$$

Local housing need for Rossendale between 2016 and 202, based on 2016 affordability ratio (6.14) is 211.89 rounded at 212 houses per year.

Step 3 – Capping the level of any increase

The cap does not limit the minimum annual local housing need figure for Rossendale. The Council have adopted the Core Strategy in 2011, more than 5 years ago, and have not reviewed the housing requirement figure since then.

- The average annual housing requirement figure in the existing Core Strategy is 247 a year
- The average annual household growth over ten years is 186.9 (as per step 1)
- The minimum annual local housing need figure is 211.89 (as per step 2)
- The cap is set at 40% above the higher of the most recent average annual housing requirement figure or household growth:

$$\text{Cap} = 247 + (40\% * 247) = 247 + 98.8 = 345.8$$

The capped figure is greater than the minimum annual local housing need figure and therefore the minimum figure for Rossendale is 211.89 or rounded as 212 houses per year.

APPENDIX B – SITES FROM THE DRAFT LOCAL PLAN (REGULATION 18) NOT GOING FORWARD

Draft Local Plan Allocation Ref (Reg 18)	Site name	Gross Area (ha)	Net developable area (ha)	No. of units proposed	Delivery Timescale	Greenfield/Brownfield	Urban Boundary/Countryside/Green Belt	Draft Local Plan Allocation (Reg 18)	Pre-submission version Allocation (Reg 19)	Planning permission	Route number or Hub name	Buffer (crow fly)	Notes
HS2.2	Land near Greensnook Farm	0.11	0.11	7	Year 1-5	Brownfield	UB	Housing	Site not going forward	Yes			Under construction. Dwellings to be completed by the end of 2018 or beginning 2019
HS2.11	Land at Huttock Farm, Bacup	0.74		22	Years 6-15	Mixed	CS	Housing	Site not going forward	No			Serious concerns from Lancashire County Council regarding highways
HS2.12	Huttock Top, Bacup	1		30	Years 6-15	Greenfield	UB	Housing	Site not going forward	No			Serious concerns from Lancashire County Council regarding highways
HS2.13	Land south of Huttock Top Farm, Bacup	1.34		40	Years 6-15	Greenfield	CS	Housing	Site not going forward	No			Serious concerns from Lancashire County Council regarding highways
HS2.20	Land off Douglas Road, Bacup	1.09		27	Years 1-5	Greenfield	UB	Housing	Site not going forward	Completed			Now completed
HS2.27	Land adj 83 Booth Road, Tunstead	0.14		5	Years 1-5	Mixed	GB	Housing	Site not going forward	2017/0423			Outline (2017/0423) for a single dwelling. Too small for an allocation
HS2.29	Land west of Sow Clough, Stacksteads	1.21	1.08	32	Years 6-15	Greenfield	CS	Housing	Site not going forward	No	464	300m	Lancashire County Council highways objection and landowner intentions unknown
HS2.32	Land off Newchurch Old Road	1.57		47	Years 6-15	Greenfield	CS	Housing	Site not going forward	No			Serious concerns from Lancashire County Council regarding highways

HS2.34	Land Rear of Highfield Nursing Home	0.25		2	Years 1-5	Greenfield	UB	Self-Build	Site not going forward	Yes for 2 dwellings			Potential land contamination, historic landfill (EA). Existing permission for 2 dwellings, below the Local Plan threshold.
HS2.39	Land at Holme Lane, Haslingden	0.18	0.18	5	Years 6-15	Greenfield	GB	Housing	Decision not yet taken	No	X41 and 464	300m	Green Belt not identified for release in the Green Belt Review.
HS2.44	Land at Hollin Lane, Rawtenstall	2.59		51	Years 6-15	Greenfield	CS	Housing	Site not going forward	No			Access issue via Hollin Lane which is a narrow single lane with no possibility of widening
HS2.54	Land Between Newchurch Road and Bacup Road and to the west of Dobbin Lane	5.63	1.83	82	Years 1-5	Greenfield	UB	Housing	Site not going forward	No			LCC: could not accommodate 55 houses. Badger setts present on site. Objection from Valley Heritage, Rossendlae Valley Gateway Club. HighE: should be assessed within Highways Capacity Study. Potential land instability.
HS2.56	Land at Hurst Platt, Waingate Road	0.15		8	Years 1-5	Greenfield	UB/CS	Housing	Site not going forward	Under construction			Half complete. 4 houses remaining which is too small for allocation
HS2.57	Land at Conway Road	0.25	0.16	5	Years 1-5	Greenfield	CS	Self-Build	Site not going forward	No			Agent welcomes boundary change
HS2.58	Land At Higher Cloughfold	0.25		7	Years 6-15	Greenfield	CS	Self-Build	Site not going forward	No			Likely to be too small to deliver 5 or more houses. Vehicle access issues.
HS2.59	Land to the north side of Hall Carr Road	0.3		5	Years 1-5	Mixed	UB	Self-Build	Site not going forward	No			Site too small to deliver 5 or more dwellings. Interest for 1 self-build home,
HS2.60	Haslam Farm, north of Duckworth Lane	1.63	0.71	21	Years 1-5	Greenfield	GB	Housing	Site not going forward	No			Stepping stone habitat. Landowner wants expansion to south. Objection from ELR Ltd. Strong objection from Residents and Friends of Townsend Fold (petition). Significant underground infrastructure limiting development. Green Belt
HS2.62	Former Hospital, Haslingden Road	1.87		41	Years 1-5	Brownfield	GB	Housing	Site not going forward	Almost completed			Site completed
HS2.64	Land at Oakenhead Wood, Rawtenstall	0.75		22	Years 1-5	Greenfield	CS	Housing	Site not going forward	No			LCC objection due to unsuitable vehicle access
HS2.66	Land behind no. 173 to 187 Haslingden Old Road	0.45		13	Years 1-5	Greenfield	CS	Housing	Site not going forward	No			LCC objection due to unsuitable vehicle access

HS2.68	Land east of Lower Clowes Road	0.19	0.19	5	Years 6-15	Brownfield	CS	Housing	Site not going forward	No			Willing landowner (call from agent regarding planning application). Delivery can move to 1 to 5 years, but could deliver less than 5 dwellings. Keep UB change to allow windfall development
HS2.71 (part)	Land to the west of Moorland View	2.63	2.63	45	Years 6-15	Greenfield	GB	Housing	Site not going forward				Not identified as a Green belt release
HS2.72	Croft End, Stubbins	0.8	0.8	11	Years 1-5	Brownfield	UB	Housing	Site not going forward	Yes (2016/0228)	X41	300m	Likely to be completed before the adoption of the Local Plan
HS2.75	Wavell House	0.25		32	Years 1-5	Brownfield	UB	Housing	Site not going forward	Under construction			Near completion (30 dwellings built)
HS2.76	Land at Snig Hole, Helmshore	0.25		7	Years 1-5	Greenfield	GB	Housing	Site not going forward	No			One landowner requests withdrawal of site. Objection from Helmshore Local History Society and 77 resident objections.
HS2.77	Land Off Curven Edge	0.18		5	Years 1-5	Greenfield	UB	Housing	Site not going forward	No			Land contamination (EA). Recreational use. 58 residents objections
HS2.79	Rosendale Golf Club, Haslingden	0.58	0.52	15	Years 6-15	Greenfield	GB	Housing	Housing	No	X41	300m	Willing landowner. Not identified for GB release. Developer wants site to be extended south
HS2.84	Land behind Myrtle Grove Mill, Waterfoot	3.57	1.35	40	Years 6-15	Greenfield	CS	Housing	Site not going forward	No	464	300m	Landowner intentions unknown. 2 resident objections. Access issues
HS2.86	Land by St Peter's School	0.32	0.32	9	Years 6-15	Mixed	CS	Housing	Site not going forward	No			Willing landowner. Objection from Valley Heritage due to landscape impact and access and 5 residents' objections. Western boundary of the site should be along the track (conservation officer). Not going ahead with UB change.
HS2.88	Former Kearns Mill	1.01		14	Years 1-5	Brownfield	CS	Housing	Site not going forward	Under construction			Near completion
HS2.91	Park Road Garage Site	0.36		11	Years 1-5	Mixed	UB	Housing	Site not going forward	No			Drainage issues, culvert, garage colony in use. 2 resident objections
HS2.92	Field at Scout Road, Whitewell Bottom	0.17	0.17	5	Years 1-5	Mixed	CS	Housing	Site not going forward	No			Willing landowner. EA: flood zone 2. Too small to deliver 5 or more dwellings, keep small scale UB change for windfall development.

HS2.98	Land south of Shawclough Road, Scout Bottom	1.08		32	Years 6-15	Greenfield	CS	Housing	Site not going forward	No			EA: main river, flood zone 3 and 2. some willing landowners
HS2.99	Land South of Isle of Man Mill	2.12	1.58	47	Years 6-15	Greenfield	CS	Housing	Site not going forward	No			Intentions of landowner unknown. Landscape impact.
HS2.10 1	Waterhouse, Cowpe	0.09	0.07	5	Years 6-15	Brownfield	CS	Housing	Site not going forward	No			Willing landowner. EA: main river, flood zone 3 and 2. Too small to deliver 5 houses. Keep boundary change to facilitate windfall development.
HS2.10 4	Land south of Quarry Street, Shawforth	0.53	0.53	16	Years 6-15	Mixed	GB	Housing	Decision not yet taken	No	464	300m	25% owned by LCC remaining (intentions unknown) part in unknown ownership. Strong objection from residents (63) and drainage issues. Objection from Whitworth Action Group. Identified for GB release.
HS2.10 6	Land to the east of Tonacliffe School	3.14	2.27	68	Years 6-15	Greenfield	GB	Housing	Housing	No	464	300m	Willing landowner and developer. Strong community objection. Not identified for GB release.
HS2.10 9	Site of Horsefield Avenue, Tonacliffe	2.42	1.75	52	Years 6-15	Greenfield	GB	Housing	Housing	No	464	300m	Willing landowner and developer. Strong community objection. Not identified for GB release.
Total		41.19	31.87	891									

APPENDIX C – PROPOSED HOUSING SITE ALLOCATIONS FOR THE PUBLICATION (PRE-SUBMISSION) VERSION OF THE LOCAL PLAN

Housing Allocation Ref.	Site name	Net developable area (ha)	No. of units proposed	Density (dwellings per hectare)	Delivery Timescale	Greenfield/Brownfield	Allocation	Policy	Reg 18 Ref.	SHLAA Ref.
Rawtenstall, Crawshawbooth, Goodshaw and Loveclough										
H1	Greenbridge Mill (Hall Carr Mill) Lambert Haworth	1.28	64	50	Years 1-5	Brownfield	Housing	HS2	HS2.81	SHLAA16176
H2	Magistrates Court, Rawtenstall	0.02	11	550	Years 1-5	Brownfield	Housing	HS2	HS2.63	SHLAA16373
H3	Land at former Oakenhead Resource Centre	0.69	19	28	Years 1-5	Brownfield	Housing	HS2	N/A	SHLAA18422
H4	Turton Hollow, Goodshaw	1	30	30	Years 1-5	Mixed but largely greenfield	Housing	HS2	HS2.50	SHLAA16220
H5	Swinshaw Hall, Loveclough	1.72	47	27	Years 1-5	Greenfield	Housing	HS2	HS2.47	SHLAA16203; SHLAA16205 and SHLAA16207
H6	Land south of 1293 Burnley Road, Loveclough	0.19	5	26	Years 1-5	Greenfield	Housing (Self Build)	HS18	HS2.48	SHLAA16209
H7	Land Adjacent Laburnum Cottages, Goodshaw	0.31	10	32	Years 1-5	Greenfield	Housing	HS2	HS2.51	SHLAA16197
H8	Oak Mount Garden, Rawtenstall	0.29	9	31	Years 1-5	Greenfield	Housing	HS2	HS2.60	SHLAA16317
H9	Land off Oaklands and Lower Cribden Avenue	1.57	31	20	Years 1-5	Greenfield	Housing	HS2	HS2.61	SHLAA16362
H10	Land at Bury Road, Rawtenstall	0.25	7	28	Years 1-5	Greenfield	Housing	HS2	HS2.65	SHLAA16404

H11	The Hollins, Hollin Way	2.62	70	27	Years 1-15	Greenfield	Housing	HS2	HS2.42	SHLAA16188; SHLAA16361; SHLAA16360 and part of SHLAA16363
H12	Reedsholme Works, Rawtenstall	2.19	110	50	Years 1-5	Brownfield	Housing	HS2	HS2.43	SHLAA16190 and SHLAA16191
H13	Loveclough Working Mens Club and land at rear and extension	3.2	95	30	Years 1-5	Mixed	Housing	HS2	HS2.49	SHLAA16367 and SHLAA18213
H14	Hall Carr Farm, off Yarraville Street	1.07	26	24	Years 1-5	Greenfield	Housing	HS2	HS2.70	SHLAA16236
H15	Willow Avenue off Lime Tree Grove	0.35	10	29	Years 6-15	Greenfield	Housing	HS2	HS2.45	SHLAA16187
H16	Land East of Acrefield Drive	0.61	18	30	Years 6-15	Greenfield	Housing	HS2	HS2.46	SHLAA16189
H17	Land south of Goodshaw Fold Road	0.23	7	30	Years 6-15	Greenfield	Housing	HS2	HS2.52	SHLAA16219
H18	Carr Barn and Carr Farm	1.24	25	20	Years 6-15	Greenfield	Housing	HS2	HS2.67	SHLAA16240 and SHLAA16383
H19	Land off Lower Clowes Road, New Hall Hey	0.27	7	26	Years 6-15	Greenfield	Housing	HS2	HS2.69	SHLAA16244
Bacup, Stacksteads, Britannia and Weir										
H20	Old Market Hall, Bacup	0.16	16	100	Years 1-5	Brownfield	Housing	HS2	N/A	SHLAA18428
H21	Reed Street, Bacup	0.42	13	31	Years 1-5	Brownfield	Housing	HS2	HS2.18	SHLAA16060
H22	Former Bacup Health Centre	0.2	22	110	Years 1-5	Brownfield	Housing (Special needs)	HS17	HS2.19	SHLAA16063
H23	Glen Mill, 640 Newchurch Road, Stacksteads	0.17	9	53	Years 1-5	Brownfield	Housing	HS2	HS2.25	SHLAA16112
H24	The Former Commercial Hotel, 318A, 316B and 316C Newchurch Road	0.04	7	175	Years 1-5	Brownfield	Housing	HS2	HS2.26	SHLAA16357
H25	Land at Blackwood Road, Stacksteads	1.37	41	30	Years 1-5	Mixed	Housing	HS2	HS2.24	SHLAA16109 and part of SHLAA16107

H26	Land off Greensnook Lane, Bacup	1.43	26	18	Years 1-5	Greenfield	Housing	HS2	HS2.1	SHLAA16053
H27	Land off Fernhill Drive, Bacup	0.15	5	33	Years 1-5	Greenfield	Housing	HS2	HS2.5	SHLAA16083
H28	Sheephouse Reservoir, Britannia	2.1	63	30	Years 1-5	Greenfield	Housing	HS2	HS2.15	SHLAA16040
H29	Land off Pennine Road, Bacup	2.8	84	30	Years 1-5	Greenfield	Housing	HS2	HS2.16	SHLAA16042 and SHLAA16043
H30	Tong Farm, Bacup	1.7	51	30	Years 1-5	Greenfield	Housing	HS2	HS2.17	SHLAA16047 and SHLAA16045
H31	Lower Stack Farm	0.32	10	31	Years 1-5	Greenfield	Housing	HS2	HS2.21	SHLAA16038
H32	Booth Road/Woodland Mount, Brandwood	0.35	10	29	Years 1-5	Greenfield	Housing	HS2	HS2.28	SHLAA16098
H33	Land off Rockcliffe Road and Moorlands Terrace, Bacup	3.22	63	20	Years 1-5	Greenfield	Housing	HS2	HS2.4	SHLAA16080 and SHLAA16081
H34	Land at Higher Cross Row, Bacup	0.53	17	32	Years 1-5	Greenfield	Housing	HS2	HS2.3	Part of SHLAA16065
H35	Shadlock Skip, Stacksteads	0.72	22	31	Years 6-15	Brownfield	Housing	HS2	HS2.30	SHLAA16110
H36	Hare and Hounds Garage, Newchurch Road, Stacksteads	0.15	9	60	Years 6-15	Brownfield	Housing	HS2	HS2.31	SHLAA16353
H37	Land off Gladstone Street, Bacup	2.1	63	30	Years 6-15	Mixed	Housing	HS2	HS2.23	part of SHLAA16066
H38	Land off Burnley Road and Meadows Avenue, Bacup	0.13	6	46	Years 6-15	Greenfield	Housing	HS2	HS2.14	SHLAA16359
H39	Land off Cowtoot Lane, Bacup	5.93	151	25	Years 6-15	Greenfield	Housing	HS2	HS2.7	SHLAA18067
H40	Land off Todmorden Road, Bacup	2.98	53	18	Years 6-15	Greenfield	Housing	HS2	HS2.6	SHLAA16051; SHLAA16052 and SHLAA18419
H41	Thorn Bank, Bacup	1.55	46	30	Years 6-15	Greenfield	Housing	HS2	HS2.22	SHLAA16058
H42	Land south of The Weir Public House	1.77	52	29	Years 6-15	Greenfield	Housing	HS2	HS2.8	SHLAA16070
H43	Land west of Burnley Road, Weir	0.46	10	22	Years 6-15	Greenfield	Housing	HS2	HS2.9	SHLAA16071
H44	Irwell Springs, Weir	2.48	46	19	Years 6-15	Greenfield	Housing	HS2	HS2.10	SHLAA16073

Haslingden and Rising Bridge

H45	Former Haslingden Police Station, Manchester Road	0.12	8	67	Years 1-5	Brownfield	Housing	HS2	HS2.36	SHLAA16329
H46	1 Laburnum Street	0.04	8	200	Years 1-5	Brownfield	Housing	HS2	HS2.41	SHLAA16374
H47	Land at Kirkhill Avenue, Haslingden	0.74	22	30	Years 1-5	Greenfield	Housing	HS2	HS2.33	SHLAA16319
H48	Land Off Highfield Street	0.45	13	29	Years 1-5	Greenfield	Housing	HS2	HS2.35	SHLAA16325
H49	Land adjacent 53 Grane Road	0.15	5	33	Years 1-5	Greenfield	Housing	HS2	HS2.40	SHLAA16388
H50	Land Adjacent Park Avenue/Cricceth Close	1	30	30	Years 1-5	Greenfield	Housing	HS2	HS2.37	SHLAA16308
H51	Land to side and rear of Petrol Station, Manchester Road	0.16	6	38	Years 6-15	Brownfield	Housing	HS2	HS2.38	SHLAA16323
H52	Land to the rear of Haslingden Cricket Club	0.74	30	41	Years 6-15	Greenfield	Housing	HS2	N/A	SHLAA16284
Waterfoot, Lumb, Cowpe and Water										
H53	Waterfoot Primary School	0.4	21	53	Years 1-5	Brownfield	Housing (Special needs)	HS17	HS2.90	SHLAA16128
H54	Land at Ashworth Road, Water	0.06	6	100	Years 1-5	Brownfield	Housing	HS2	HS2.95	SHLAA16390
H55	Carr Mill and Bolton Mill, Cowpe	0.07	11	157	Years 1-5	Brownfield	Housing	HS2	HS2.87 and HS2.96	SHLAA16116 and SHLAA16117
H56	Knott Mill Works, Pilling Street and Orchard Works, Miller Barn Lane	0.06	5	83	Years 1-5	Brownfield	Housing	HS2	HS2.89	SHLAA16127
H57	Foxhill Drive	0.22	7	32	Years 1-5	Greenfield	Housing	HS2	HS2.94	SHLAA16147
H58	Land off Lea Bank	0.31	9	29	Years 1-5	Greenfield	Housing (Self Build)	HS18	HS2.80	SHLAA16166
H59	Land Adjacent Dark Lane Football Ground	1.95	80	41	Years 1-5	Mixed	Housing	HS2	HS2.82	SHLAA16159
H60	Johnny Barn Farm and land to the east, Cloughfold	4.55	80	18	Years 6-15	Greenfield	Housing	HS2	HS2.53	SHLAA16171 and part of SHLAA16393
H61	Hareholme, Staghills	0.33	9	27	Years 6-15	Greenfield	Housing (Self Build)	HS18	HS2.83	Part of SHLAA16161
H62	Land off Peel Street, Cloughfld	0.28	8	29	Years 6-15	Greenfield	Housing	HS2	HS2.85	SHLAA16168
H63	Hollin Farm, Waterfoot	0.18	5	28	Years 6-15	Greenfield	Housing	HS2	HS2.93	SHLAA16146

H64	Hargreaves Fold Lane, Chapel Bridge, Lumb	0.75	23	31	Years 6-15	Greenfield	Housing	HS2	HS2.100	SHLAA16149 and SHLAA16150
Whiworth, Facit and Shawforth										
H65	Albert Mill, Whitworth	1.14	49	43	Years 1-5	Brownfield	Housing	HS2	HS2.105	SHLAA16006
H66	Land North Of King Street	0.17	5	29	Years 1-5	Greenfield	Housing	HS2	HS2.102	SHLAA16019
H67	Land Behind Buxton Street	0.41	28	68	Years 1-5	Greenfield	Housing (Special needs)	HS17	HS2.103	SHLAA16021
H68	Former Spring Mill (land off eastgate and westgate)	3.7	111	30	Years 1-15	Brownfield	Housing	HS2	HS2.107	SHLAA16005
H69	Cowm water treatment works, Whitworth	0.68	20	29	Years 6-15	Mixed	Housing	HS2	HS2.108	SHLAA16016
Edenfield, Helmshore, Irwell Vale and Ewood Bridge										
H70	Irwell Vale Mill	1.43	45	31	Years 1-5	Mixed	Housing	HS2	HS2.110	SHLAA16278
H71	Land East of Market Street, Edenfield	0.31	9	29	Years 1-5	Brownfield	Housing	HS2	HS2.74	SHLAA16259
H72	Land west of Market Street, Edenfield	15.25	400	26	Years 6-15	Mixed but largely greenfield	Housing	HS3	HS2.71	SHLAA16358; SHLAA16256; SHLAA16262 and SHLAA16263
H73	Edenwood Mill, Edenfield	0.94	47	50	Years 6-15	Mixed	Housing	HS2	HS2.73	SHLAA16271 and SHLAA16270
H74	Grane Village, Helmshore	4	174	44	Years 6-15	Mixed but largely greenfield	Housing	HS2	HS2.78	SHLAA16304 and SHLAA16402
Mixed-use including residential										
M1	Waterside Mill, Bacup	0.09	39	433	Years 6-15	Brownfield	Mixed-use	EMP2	N/A	SHLAA16069
M2	Spinning Point, Rawtenstall	1.56	28	18	Years 1-5	Brownfield	Mixed-use	EMP2	HS2.55	SHLAA16238
M3	Isle of Man Mill, Water	0.54	16	30	Years 6-15	Mixed	Mixed-use	EMP2	HS2.97	SHLAA16397
	Total area, total number of dwellings and average density	95.11	2853	53						