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## Responding to this Consultation

## 1 Responding to this Consultation

**1.1** This is a draft document that has been produced by Burnley Council as part of the process for preparing the overall development strategy for Burnley. We would like you to tell us what you think about what is set out in it. You can do this by answering the questions set out in the document and returning your comments to us. You can also comment online at [www.burnley.gov.uk](http://www.burnley.gov.uk). The questions may help to focus your responses. However, you can make general comments about the contents of this document including anything that you think we may have overlooked, and put forward your own suggestions and options.

**Please send your comments to us by 5.00pm on 2nd October 2009.**

### **What will Happen to my Comments**

**1.2** Your views will help to inform the preparation of the Core Strategy that will be submitted to the Secretary of State for approval – this will be published in June 2010.

**1.3** They will also be used to get a clearer idea of the housing situation in Burnley as a whole and this will set the context for the Submission Area Action Plans which we will be consulting on later this year.

## Introduction

## 2 Introduction

**2.1** The Council has produced this document as part of the process of seeking your views about the issues that Burnley faces, what kind of place Burnley might be in 15 - 20 years time and what options there are to plan and manage change and development in order to deal with issues and achieve the vision for Burnley. It provides some of the background information to enable people and organisations to contribute to the debate about the future of the borough.

**2.2** Planning affects many aspects of our lives – from where we live to where we work, from where and how we shop to where and how we spend our leisure time. It is important that we engage a wide range of interests in order to produce the best plan possible.

**2.3** In 2004, the Government introduced a new planning system in order to respond more quickly to changing circumstances. Under the new system, the Local Plan and the Structure Plan prepared by the County Council will be replaced with a portfolio of documents called the 'Local Development Framework' (LDF). The intention is that this will make it easier to keep things up to date.

**2.4** This document begins with a summary of the current policy context within which the Core Strategy has to be prepared. It then provides a concise geographic, economic and social portrait of Burnley Borough (called the spatial portrait) and identifies the key issues facing the borough.

**2.5** The paper then seeks views on what the spatial vision for Burnley should be: what sort of place Burnley do we want Burnley to be in 15 - 20 years time? In order to achieve this vision and to respond to current issues, a number of objectives have been defined and these will guide the strategy for Burnley.

**2.6** Finally, the paper suggests alternative strategies for meeting these objectives and the implications of each strategy in terms of new housing, existing housing and affordable housing provision.

### Local Development Framework

**2.7** The documents that make up the Local Development Framework will form the statutory planning framework for the borough. They include the Core Strategy, a Site Allocations Document and the Area Action Plans that are being developed for five of Burnley's neighbourhoods.

**2.8** The way in which these plans should be prepared is set out in Government guidance (Planning Policy Statement 12: Local Spatial Planning) and the Plan Making Manual.

### Spatial Planning

**2.9** The Burnley Local Plan Second Review, adopted in April 2006, sets out policies on what land uses are most appropriate in which locations, areas that should be protected and what can be developed where. This is used to guide decisions on planning applications.

**2.10** The Local Plan is essentially a land use document. In future, planning documents must go beyond this and consider how land use, design and movement should integrate with other proposals and strategies to improve the overall quality of life, including broader issues such as health, education, and community safety. This is spatial planning. It is not limited to the use of land and interventions that can be controlled by the Council. Working with partners and other agencies and reflecting their strategies and priorities will be vital.

## What is a Core Strategy

**2.11** The Core Strategy covers the whole of Burnley and looks ahead to 2026. It is concerned with the strategic pattern of development across the borough and identifies broad locations for new homes and jobs, areas that are to be regenerated and those which will be conserved. It also sets out how public and private agencies will achieve this.

**2.12** It will contain a spatial vision, spatial objectives and a spatial strategy. It will also include the policies needed to implement the strategy, and a system for monitoring whether the strategy is being delivered.

**2.13** The Core Strategy is the most important Development Plan Document (DPD) within the Local Development Framework. It will form the basis for determining planning applications and will guide decisions about priorities for investment. All other DPDs prepared by the Council must be in conformity with the adopted Core Strategy.

**2.14** It must be prepared with a view to contributing to sustainable development. The Core Strategy must also comply with a European Directive which requires a formal environmental assessment of all plans that are likely to have significant effects on the environment (EU Directive 2001/EC). This document is therefore accompanied by a draft Sustainability Appraisal which considers the wider environmental, social and economic impacts of its policies and proposals.

## Stages of Preparation

**2.15** In preparing the Core Strategy, the Council must first develop issues and options as a way of involving all of those with an interest in the area as early as possible in the preparation of the strategy. The purpose of this "Issues and Options" paper is to stimulate discussion in relation to housing and to provide an opportunity to shape and influence the housing element of the Core Strategy.

**2.16** Consultation on this "Issues and Options" document will be followed by an opportunity to comment on issues and options relating to the other elements of the Core Strategy. There will then be a final stage of consultation before the Core Strategy is submitted to the Secretary of State for approval - this is called the Submission stage.

**2.17** Following its submission, the Core Strategy will be examined by an independent planning inspector who will then produce a report outlining any changes that the Council must make to the Core Strategy before it is finally adopted.

**2.18** Table 2.1 sets out the main stages in the preparation of the Core Strategy, along with the proposed timescale.

**Table 2.1 Core Strategy Stages of Preparation**

<p><b>Document details</b></p>	<p><b>Core Strategy</b></p> <ul style="list-style-type: none"> <li>• Sets out the vision, objectives, strategy and strategic policies for the spatial development of the borough. It will provide a framework for the general development control policies.</li> <li>• Development Plan Document</li> <li>• This DPD must comply with PPSs and RSS. All documents in the LDF must be in conformity with the Core Strategy</li> <li>• Borough wide</li> </ul>
<p><b>Timetable and milestones</b></p> <p><i>Key milestones in italics</i></p>	<ul style="list-style-type: none"> <li>• Consultation with statutory bodies on the scope of the Sustainability Appraisal – <b>January 2009</b></li> <li>• Start of Regulation 25 consultation – <b>March 2009</b></li> <li>• Publication of the DPD - <b>January 2010</b></li> </ul>

	<ul style="list-style-type: none"><li>• Submission of the DPD – <b>June 2010</b></li><li>• Pre – Hearing meeting – <b>August 2010</b></li><li>• Start of Examination Hearing – <b>September/October 2010</b></li><li>• Receipt of Inspector’s Report – <b>December 2010</b></li><li>• Adoption and publication of document and revised Proposals Map – <b>February 2011</b></li></ul>
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## Policy Context

## 3 Policy Context

**3.1** The Core Strategy is not being prepared in a vacuum. It has been drawn up in the context of national, regional and local planning policies and it provides a spatial dimension for other plans and strategies, such as the community strategies for Lancashire and Burnley. The following paragraphs set these out, dealing first with the national, then the regional and sub-regional and finally, the local plans and strategies.

### National Policy

**3.2** National policy is set out in the Government's Planning Policy Statements (PPSs), which are gradually replacing the former Planning Policy Guidance notes (PPGs) and in the Communities Plan – Sustainable Communities: Building for the Future.

**3.3** These establish the principles and priorities for future planning with an emphasis on creating thriving and sustainable towns and cities through measures that address issues of housing supply including tackling the problem of low housing demand, the provision of decent homes, protection of the countryside, improving the quality of public spaces and the creation of new growth areas. All of this must be achieved in a way that deals with the effects of climate change.

### Regional Policy

**3.4** At the regional level, the Regional Spatial Strategy, the North West of England Plan 2021, adopted on 30 September 2008, identifies Burnley as a focus for investment and development within the polycentric Central Lancashire City Region. Economic growth should be supported by high quality investment sites in sustainable locations and matched by continual improvement to quality of life and well being. Building sustainable communities - places where people want to live and work - is a regional priority. These should meet the diverse needs of existing and future residents, promote community cohesion, equality and diversity, and be sensitive to the environment. Development should be pursued in a manner that addresses worklessness.

**3.5** The importance of protecting and enhancing the built heritage is stressed along with the opportunity afforded by the quality and distinctiveness of traditional buildings to promote conservation - led regeneration. In particular, the North West Plan indicates that strategies should exploit the regeneration potential of the Pennine mill town heritage that exists in East Lancashire (Policy EM1).

**3.6** The strategic housing issues facing the region, including that of low demand in towns such as Burnley, are set out in the Regional Housing Strategy (RHS) 2005. This highlights the need address the housing market imbalance caused by the wrong number or the wrong types of housing being available to meet the needs and aspirations of current and future communities. The RHS is being updated to reflect rising concerns about affordability, uncertainties in the market as a result of the global economic downturn and the importance the links between housing and the economy. Based on the three themes of Quality, Quantity and People, the Strategy aims to set a framework that will support sustainable long- term growth and regeneration, recognising that there are a variety of differing challenges in localities across the North West.

### Sub-regional Policy

**3.7** The **Regional Spatial Strategy** sets out the spatial framework for the sub - region of the Central Lancashire City Region. It identifies Burnley as the principal town in an area that stretches from Padiham, through Brierfield and Nelson to Colne. The potential for regeneration under the Elevate Housing Market Renewal Initiative is recognised and there are further, heritage - based, regeneration opportunities along the canal corridor and in the Weavers' Triangle. As well as being a public transport hub, Burnley is the centre for further education, retail, services and public administration for Pennine Lancashire. It is also seen as a focal point for economic restructuring and high value manufacturing.

**3.8** One of the strengths of this polycentric city region is its potential to maximise the benefits offered by the close proximity of urban areas to high quality countryside. Development of the area's green infrastructure not only affords significant opportunities for cycling and walking, addressing health inequalities, but can also bring significant economic benefits.

**3.9** The economic focus for this sub-region is set out in the **Central Lancashire City Region Development Programme - the City with Room to Breathe**. This provides the strategic focus for driving up productivity in the City Region in line with the **Northern Way Growth Strategy**. An important aspect of its strategy is to support economic development through the transformation of the housing market. The Development Programme again emphasises the opportunities afforded by the City Region's compact urban settlements which allow a high level of interaction between towns and the countryside.

**3.10** '**Ambition Lancashire**' is the Community Strategy for Lancashire. Its vision is that, by 2025, Lancashire will be an area of outstanding opportunity, combining a world class economy with a breathtaking environment and exceptional communities. Lancashire's towns, cities and rural areas will maintain their separate identities but their inter-dependence will be strengthened through strong economic, social and environmental connections.

**3.11** Pennine Lancashire is a smaller sub-region the Central Lancashire City Region. It comprises the local authority areas of Blackburn with Darwen, Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale. A Multi Area Agreement for the sub region has been signed off by the Government. The MAA is an economically focused document which outlines how the sub- region and Central Government will work together on shared priorities, such as worklessness, transport improvements, strategic sites and higher education facilities. The MAA is supported by the Pennine Lancashire Economic Strategy and emerging Housing Strategy. The Economic Strategy focuses on the delivery of sustainable economic development through investment in the area's environment, culture and infrastructure, improving the quality of life, tackling deprivation and valuing diversity. The Housing Strategy sets out the need to focus regeneration on the creation of sustainable neighbourhoods and on linking housing with areas of economic growth, through a 'market progression model', which seeks to identify the spread of housing types and tenures that are required throughout Pennine Lancashire.

**3.12** Much of Burnley is identified as an area within which a housing market intervention may be required under the Government's housing market renewal pathfinder initiative. **Elevate East Lancashire** is charged with tackling the problem of low demand housing and housing market collapse within a large part of Pennine Lancashire (Ribble Valley is excluded). A major part of this programme is to focus on improving the quality and variety of the housing stock but it is also recognised that sustainable neighbourhoods and a healthy housing market cannot be achieved through housing renewal alone. Elevate's HMR investment will be supported by wider interventions identified through the MAA and the LSP focused on the economic and social concomitants of market failure to deliver sustainable neighbourhood regeneration.

## Local Policy

**3.13** **The Sustainable Community Strategy, 'Burnley's Future'**, provides a strategic framework for the borough, setting out the priorities of the Local Strategic Partnership, which includes the Council and a wide range of community and business interests, up to 2017. The Local Development Framework must have regard to this as it can help to deal with some of the issues that are important to the local community and set the spatial framework for proposals to address these issues.

**3.14** Burnley's Future sets out the opportunities and assets in Burnley that can be built upon, such as the availability of housing market renewal funding, the building Schools for the Future programme, the heritage of Burnley's industrial past and the proximity of its attractive open countryside to the urban area. It identifies 3 priorities:

- *Prosperity* - securing the Borough's economic future

- *Places* - making sure the whole borough is clean, green and safe; and
- *People* - creating opportunities and sustaining ambition

**3.15** For each of these, 3 year delivery pledges and ten year transformational projects are identified.

**3.16** The Core Strategy will expand and build upon the contents of the **Burnley Local Plan** which was adopted in 2006. Key aims of the Local Plan were:

- Securing urban and rural regeneration by promoting more sustainable forms of development
- Promote growth and diversification in the local economy
- Better quality housing and spaces
- Protect and enhance the Borough's key environmental assets
- Promote community cohesion
- Improve roles and functions of Burnley and Padiham Town Centres

**3.17** The key issues that the Local Plan sought to address remain key issues for the wider spatial planning of the Borough.

## Spatial Portrait of Burnley

## 4 Spatial Portrait of Burnley

**4.1** The borough of Burnley is situated in the eastern part of Lancashire adjoining other former textile areas in Lancashire and Yorkshire. It covers an area of 11,072 hectares (42 square miles) and its compact urban area, stretching along two river valleys, is surrounded by the moorland countryside of the South Pennines.

**4.2** Burnley is a key town in the North West and, along with Blackburn, Blackpool and Preston it is one of the key centres in Lancashire and the Central Lancashire City Region. It is the retail, business and service centre for Pennine Lancashire. Padiham is a separate town within the borough and it serves a wide rural hinterland.

**4.3** Although Burnley is quite well connected to the rest of the Central Lancashire City region by rail and road, its links to the other city regions which adjoin it, Manchester and Leeds, are poor. The Community Strategy notes that, in terms of rail, Burnley is one of the least 'connected' places in the country and that, despite its proximity to Manchester, the lack of adequate transport links is inhibiting economic and population growth.

**4.4** The borough's population is currently estimated to be 87,500, a decline since the 2001 Census. It is the only district in Lancashire that is experiencing such population decline. Since 1991, the population has fallen by nearly 5% whilst over the same period, other nearby areas have grown. For instance, Pendle's population has grown by over 5% and the Ribble Valley's by over 12%. However, population is projected to stabilise and begin gradually rising by 2016. Burnley's working age population has increased gradually since 2001 as has the percentage of that population which is economically active.

**4.5** This population is diverse with around 10% of residents being black and minority ethnic members of the community. There is currently a pattern of residential segregation in Burnley with ten out of fifteen of its wards having 3% or fewer residents who are not white. Burnley is made up of many neighbourhoods, including rural areas, such as Dunnockshaw, the villages of Cliviger and Worsthorne, suburban areas like Ightenhill and inner urban areas. Within these inner urban neighbourhoods, there are significant pockets of deprivation experiencing high levels of crime, deep-rooted health problems and housing market failure. In this respect, Burnley displays similar characteristics to some of the major urban areas of the region, such as Manchester and Liverpool.

**4.6** However, in one significant respect, Burnley is quite different and this affords a great opportunity in terms of transforming the borough. Over 80% of the borough is rural and the urban area characteristically has open views of the surrounding countryside, including the Pennines.

**4.7** Much of Burnley's character and distinctiveness today derives, not only from its attractive Pennine setting but also from its development during the Industrial Revolution. This gave much of the inner part of the town its distinctive terraces, built of local stone in grid - iron street patterns, close to dominating mill buildings and to attractive open areas, such as the borough's fine formal parks and the Leeds-Liverpool Canal.

**4.8** The quality of Burnley's built and natural environment has a unique capacity to support future growth. The borough's current employment base plays a key role in the economy of the Central Lancashire City Region. It will continue to be of great importance to the economy of the sub-region with advanced manufacturing being a key economic driver. Its industrial past opens up exciting opportunities for the future, such as the potential for employment, leisure and housing development in canalside areas through, for example the Weavers' Triangle Townscape Heritage Initiative. Added to this, the Elevate Housing Market Renewal Initiative affords the opportunity to provide a greater choice of housing in the borough in order to reverse population decline.

**Question 1**

Do you agree with the Spatial Portrait for the Borough?



## Spatial Issues

## 5 Spatial Issues

**5.1** Burnley is recognised as a regional town in the Central Lancashire City Region (Regional Spatial Strategy). It therefore has a key role to play in supporting new development, in securing urban regeneration and in delivering sustainable economic growth that is complementary to the regional centres of Liverpool and Manchester. In order to seek to achieve this it is necessary to understand some of the issues and challenges facing the borough.

**5.2** The Central Lancashire City Region contributes around 20% of the North West's GVA and, whilst Burnley makes a valuable contribution towards the economy of the city region, it faces immediate challenges which also present longer term threats to economic growth. For example, there is a very high turnover of pupils within the borough's schools making it difficult to plan for education and young peoples' services. At the same time, educational achievement levels are lower than that for Lancashire as a whole. This can lead to low aspiration among school leavers which tends to have a knock on effect on the borough's economic future. The number of adults qualified to NVQ4 level is significantly below the national average, and there is a mismatch between skill levels in the borough and growth sectors within the economy.

**5.3** There is also a heavy dependence upon manufacturing industry. In 2006, it still accounted for 21.5% of employment in the borough, significantly higher than corresponding regional and national figures. Burnley generally has a low wage economy with a shortage of skilled manual workers, professionals and managers. There is a low level of public sector employment and inadequate public transport links to centres, such as Manchester, which can offer a wide variety of employment opportunities further restricts the ability of residents to access this type of employment.

**5.4** Two of the greatest challenges are interrelated: stemming population decline and renewing the housing market. Burnley's population is falling whilst that of neighbouring districts, Pendle, Hyndburn and Calderdale is increasing. There is a high proportion of low value houses, comparatively low house prices when compared to the region as a whole and a failing housing market associated with an over-supply of two-bedroomed Victorian terraced houses in some of the borough's inner urban areas. Furthermore, despite a depressed local housing market, there is a significant lack of affordable housing in the borough. For these reasons, the need to address the over supply of terraced properties and the number of vacant (including long term vacant), poor quality and energy inefficient dwellings is a key priority under the East Lancashire Housing Market Renewal Pathfinder for East Lancashire – Elevate.

**5.5** These areas also tend to have high levels of deprivation. Half of Burnley's wards have pockets of deprivation that place them in the 20% most deprived nationally ('Burnley's Future' – the Sustainable Community Strategy). Burnley is in the top 25% of areas worst affected by crime with criminality linked to drug use of particular concern. Life expectancy is lower than the national average and almost 12% of the borough's working population claims incapacity benefit, compared to a national average of about 7%. Again, this impacts on Burnley's economy.

**5.6** The Regional Spatial Strategy recognises that social deprivation is concentrated in the inner parts of older industrial towns such as Burnley but that these areas also contain a significant amount of disused land and buildings which, if managed well, can be used to achieve more sustainable patterns of development, higher levels of economic activity, an improved environment and better quality housing. At present, the environmental quality of many neighbourhoods is very poor. For example, there are many empty historic buildings in the Weavers' Triangle which are in deteriorating condition and at serious risk. This is dispiriting to residents and discourages potential investors.

**5.7** Measured by the fastest available journey times to London by rail, Burnley is one of the least connected places in the country. Currently rail links to Manchester are poor; the main stations are inadequate and the road network to both Leeds and Manchester city regions are congested at peak

times. Although Burnley is relatively close to Manchester, the transport infrastructure restricts the ability of existing residents to commute and reduces the attractiveness of Burnley as a place to live thereby inhibiting economic and population growth.

**5.8** These are all key issues highlighted in the Community Strategy and which the Core Strategy must seek to address.

### Question 2

Do you agree with the Spatial Issues that have been identified?

### Question 3

Are there any other Spatial Issues that you think the Core Strategy should address?



## Spatial Vision

## 6 Spatial Vision

**6.1** The adopted Local Plan sets out a vision for Burnley and this was expanded in the Community Strategy. Based on these earlier visions, the following sets out the aspiration for the place that Burnley could be by 2026:

***'Burnley is a thriving borough in England's North West having capitalised on its role as a sub-regional centre and focus for high value manufacturing. Its excellent rail links to the major cities of Leeds and Manchester together with its rich industrial heritage and attractive Pennine setting make it a location of choice with an excellent quality of life for residents, workers and visitors alike.'***

**6.2** This will provide the long term direction for the Core Strategy.

### Question 4

Do you agree with the Spatial Vision for the Core Strategy?

## Spatial Objectives

## 7 Spatial Objectives

**7.1** A number of objectives have been defined in order to achieve the vision and address the issues that have been identified. These will provide specific direction to the spatial strategy that will underpin the Core Strategy:

1. **To reduce greenhouse gas emissions and adapt to climate change**
2. **To reduce dependency on fossil fuels, maximise energy efficiency in new and existing development and encourage the development of decentralised and renewable or low carbon energy sources**
3. **To reduce social exclusion and develop sustainable neighbourhoods that will support basic amenities and services within easy reach of communities and to ensure that physical, social and green infrastructure is capable of supporting new and existing development**
4. **To create a safe, secure, welcoming and healthy local environment for all**
5. **To ensure the development and re-use of buildings that can meet different needs over time, and that make best use of existing resources and infrastructure**
6. **To encourage a well-integrated mix of decent homes of different types and tenures to support a wide range of households in order to help create a buoyant housing market and ensure that all have access to good quality, affordable housing**
7. **To secure development that meets the principles of good urban design and that helps to create a sense of place whilst protecting and enhancing the historic heritage and character of the borough**
8. **To reduce the need to travel by private car by locating new development in areas easily accessible by walking, cycling or public transport and close to existing services**
9. **To promote good public transport infrastructure, services and facilities including provision of direct rail links to regional centres such as Manchester as well as other areas of employment opportunity; to improve other transport infrastructure within the borough in order to improve accessibility for all**
10. **To foster a more diverse, localized and resilient local economy and better marry opportunity and need**
11. **To ensure that the town centres are thriving, accessible and vibrant places**
12. **To promote healthy lifestyles through the protection of open spaces and green infrastructure and the expansion of opportunities for walking, cycling, leisure, recreation and sport**
13. **To minimise pollution and encourage reduction and recycling of waste from all sources; to protect and enhance the character, quality and diversity of the natural environment, biodiversity and habitats**
14. **To provide a range of excellent accessible local educational and training opportunities to meet the needs of all ages and abilities**

### Question 5

Do you agree with the Spatial Objectives that have been identified?

## Spatial Strategy

## 8 Spatial Strategy

**8.1** Although there are a number of ways in which these objectives can be met, these must be guided by Government planning policy and by the Regional Spatial Strategy, unless departure from regional policy can be robustly justified.

**8.2** Nevertheless, a number of possible strategy options which address issues and achieve the vision can be identified. This document puts forward six possible strategies. No particular option is supported and your views are sought on these and other possible options that you would like to see considered.

**8.3** The options are considered in more detail in the next section on Housing but can briefly be summarised as:

### Option 1

**Meet housing needs with existing provision** - focus on sustainable use and re-use of existing housing to meet needs, with little or no overall growth in the stock. Development of new housing will be constrained to provide only for clearance replacement over the plan period.

### Option 2

**Regenerate HMR neighbourhoods and allow housing growth up to RSS target within the wider urban area** - focus development within the urban area with an emphasis on providing new housing within the housing market intervention area.

### Option 3

**Allow the market to lead** - within the limitations set by national and regional policy, allow the market to determine the focus for development.

### Option 4

**Focus on regeneration** - concentrate new development in the Housing Market Renewal Intervention Area with very limited development outside of this.

### Option 5

**Focus on Transformational Growth** - look to urban expansion into rural hinterlands in excess of RSS figures, requiring support at the regional level and infrastructure funding from Central Government.

### Option 6

**Focus on Regeneration and Growth** - phased approach to inner area regeneration and urban expansion allowing benefits of higher value development in the periphery to be funnelled into inner areas. Using section 106 agreements and commuted sums to deploy a variety of affordable housing types within the Housing Market Renewal areas, alongside the regeneration of existing stock.

### Question 6

Are there any other Spatial Strategies that the Council should be exploring?



## Housing

## 9 Housing

**9.1** In terms of delivering change to meet the objectives, this has to be achieved against a background of significant uncertainty both nationally, in terms of the economic downturn, and locally, in terms of population projections and housing market instability.

**9.2** There is much speculation about the effects of housing market downturn on long term plans to increase housing provision and ease the affordability pressures facing the market. Nationally, increasing supply to 240,000 new homes per year by 2016 was a primary goal but this is now looking unachievable. In the past year, house prices have fallen (10.2% in the north west), the volume of new house sales has fallen and starts on new development sites have plummeted.

**9.3** The likelihood of a significant contraction in private sector housing development poses a challenge to the delivery of new homes and housing market renewal, at least in the short to medium term. At the same time, the capacity of housing associations to help fill this gap is also being constrained by falling asset values and by tight credit controls limiting their ability to obtain finance.

**9.4** However, in order to address problems such as those related to housing market failure and affordability the need for housing interventions is as pressing as ever.

### General Background

**9.5** Housing in Burnley is characterised by stark contrasts. Many areas provide a good quality of life within a pleasant residential environment. Within these areas the housing market is operating well and there is good demand for both new and re-sale properties, with a mix of housing types and sizes. Most residential areas offer easy access to a variety of facilities, the rural surroundings and the high quality parks within the Borough.

**9.6** Often close by these are other areas where the standard of housing is poor, the surrounding environment and the quality of life relatively low.

**9.7** These lower quality areas have a number of problems:

- Low demand and crude over supply of pre-1919 terraced housing;
- High vacancy levels - the Borough's overall vacancy level is 7.6%, well in excess of national and regional averages of around 3% and 4%. High levels of abandonment are predominant in HMR neighbourhoods- areas such as The Grid in Burnley Wood, and central Piccadilly have vacancy levels in excess of 20%;
- The average house price within Burnley, according to HM Land Registry figures is the lowest in England & Wales and has been consistently for several years. In Quarter 2 2008 the median price in Burnley was £83,000 compared to national and regional figures of £176,000 and £130,000 respectively;
- Poor housing conditions and high levels of unfitness. Estimates suggest 8.4% of the Borough's housing stock does not meet fitness standards;
- 2007's Index of Multiple Deprivation highlights the poor surrounding environment and social problems such as crime, vandalism, drug and alcohol abuse, and health inequalities within inner Burnley- seven neighbourhoods are within the 1% most deprived in the country
- Overcrowding, particularly of ethnic minority households, within the Daneshouse & Stoneyholme and Bank Hall Wards.

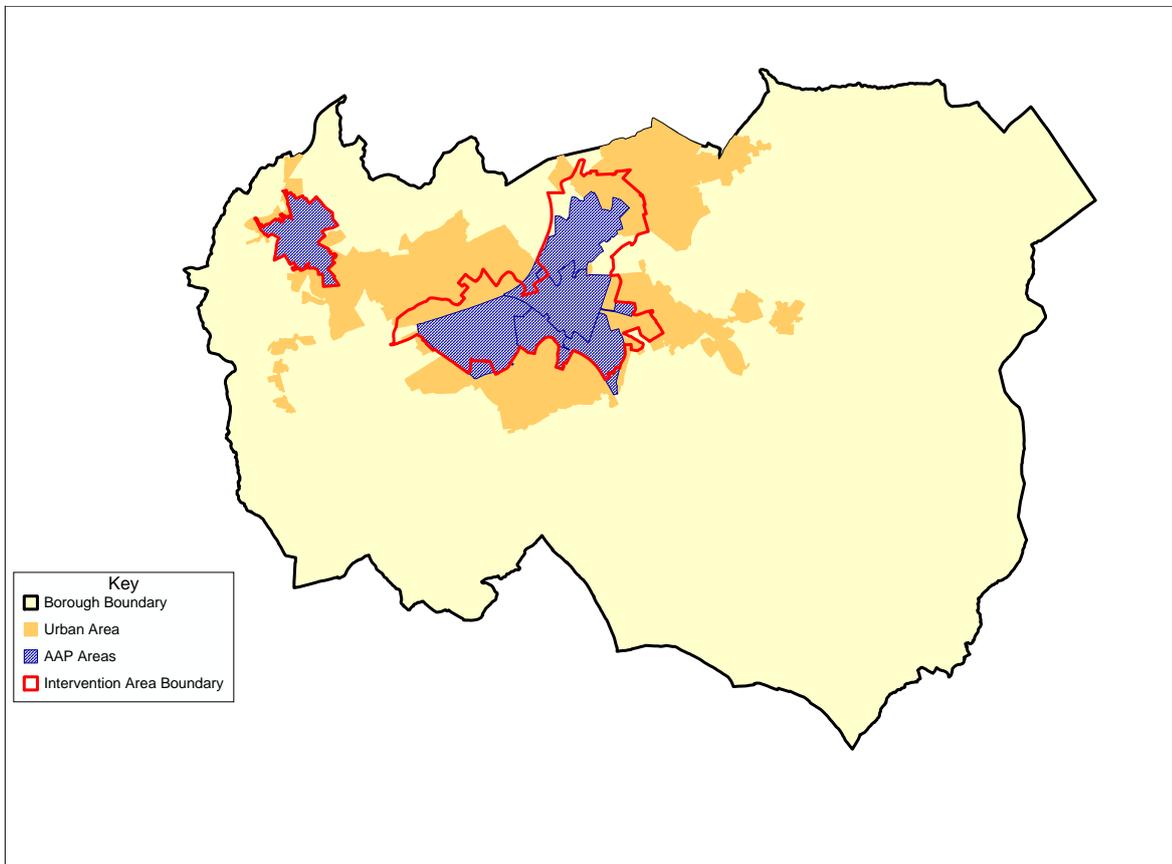
**9.8** Overall these problems combine together to create a lack of confidence in an area's future and when this happens people begin to leave and the spiral of decline continues. The Area Action Plans for Burnley Wood/Healey Wood, Daneshouse/Duke Bar/Stoneyholme, Padiham, Piccadilly/Trafalgar and South West Burnley are the Council's planning policy response aimed at tackling these problems.

## Housing Requirement

**9.9** New housing in Burnley has to make provision for clearance replacement, to replace dwellings cleared as part of the Council's housing market renewal programme, and for new housing to take account of population changes and household formation.

**9.10** The current strategy for the provision of housing is to provide housing to support regeneration. New dwellings are directed onto brownfield sites within the urban boundary and clearance replacement dwellings onto sites within the Housing Market Renewal Intervention Area in line with the emerging planning framework set out in the Area Action Plans (AAP). The following Orientation Plan identifies these broad locations.

**Map 9.1 Orientation Plan**



**9.11** In Burnley, the new dwelling requirement is set out in the Regional Spatial Strategy for the North West (RSS)

### Regional Spatial Strategy for the North West/Burnley Local Plan, Second Review:

#### RSS:

**Total Requirement:** 2003-2021 = 2340 dwellings

**Annual Average Dwelling Provision Rate 2003-2021 :** = 130 dwellings per year

**Completions:** 2003-2008 = 650 dwellings

**Average number of completions:** = 130 dwellings per year

**Requirement for:** 2008-2021 = 1690 dwellings

**9.12** Planning Policy Statement 3 (PPS3): Housing states that Local Planning Authorities should maintain a rolling five-year supply of deliverable land for housing.

**9.13** A five year supply = 5 x 130 = 650 dwellings.

#### Clearance Replacement

**9.14** The Burnley Local Plan identifies in Policy H1 that additional housing may be required over the Plan period to replace dwellings that have been cleared. The Policy states the number of replacement dwellings will not exceed the number cleared. Between 2001 and 2008, 814 dwellings were cleared. 254 dwellings have been completed up to 31st March 2008. This leaves a clearance replacement allowance of 560.

#### Question 7

Should the replacement dwellings be provided on a 1:1 basis?

If not, what level of re-provision do you consider more appropriate?

## Housing Supply

#### New Dwelling Requirement

**9.15** At 31st March 2008, 5.43 hectares of land for 316 dwellings was available. 252 dwellings have planning permission on 5.43 hectares of land. Of these 91% have full planning permission. In addition, 64 dwellings have planning permission for change of use/conversion.

#### Clearance Replacement

**9.16** At 31st March 2008, there was planning permission for 537 dwellings to replace those cleared. To support the emerging planning framework for areas within the Housing Market Renewal Intervention Area the Council is preparing a number of development briefs for proposed housing sites. In addition, the Council's lead developer, Keepmoat, and lead Registered Social Landlords (RSLs), Accent and Great Places, are preparing planning applications for the development of housing to replace those cleared.

#### Housing Supply trends

**9.17** This year sees an increase in the number of permissions and land available to meet the borough's new dwelling requirement. This reflects an increase in the number of new permissions from the previous year, which in turn reflects the fact that the Council in the last year returned to a position of undersupply and was therefore in the position to grant further housing permissions.

**Table 9.1 New Dwelling Requirement: Housing Land Supply 2001-2008**

Date	Dwellings Available	Hectares
31st March 2001	508	11.7
31st March 2002	632	15.7
31st March 2003	551	12.3
31st March 2004	538	10.0

Date	Dwellings Available	Hectares
31st March 2005	434	10.24
31st March 2006	465	8.23
31st March 2007	269	4.68
31st March 2008	343	5.43

**Table 9.2 New Dwelling Requirement: New Planning Permissions Granted 2001 - 2008**

Year	New Build Approvals	Conversions Granted	Total
2001/02	199	26	225
2002/03	92	34	126
2003/04	235	66	301
2004/05	129	6	135
2005/06	222	13	235
2006/07	5	8	13
2007/08	161	6	167

**9.18** The Regional Spatial Strategy (RSS) sets out that the borough should be providing 130 new dwellings per year. In the five year period since the start date of the RSS this equates to 650 dwellings. Housing monitoring for that period shows that completions of new dwellings in the borough totals 650. On the face of it, the borough is providing new dwellings on target with the RSS requirement. However, this masks a situation of fluctuating completions rates which have fallen considerably during 2007/08. Current market conditions and evidence from the lack of development on the ground indicate that the borough can expect a below target level of completions until the market begins to recover.

**9.19** Since 2004/05 the Council has been monitoring the number of permissions within the Housing Market Renewal Intervention Area which will count towards the borough's clearance replacement allowance. Between 2001 and 2008, 814 dwellings were cleared and, in addition, 250 dwellings are programmed to be cleared between 2008 and 2010. Monitoring of clearance replacement permissions identifies that since 2004, 894 dwellings have been permitted against the borough's clearance replacement allowance. Of these, 254 have been completed.

### Strategic Housing Land Availability Assessment

**9.20** To inform the Options for the Spatial Strategy the Council is preparing a Strategic Housing Land Availability Assessment (SHLAA). Appendix A outlines the sites which the Council is considering for housing following the previous urban potential study and the call for sites. Assessment of these sites will, in part, be informed by the Viability Assessment prepared by Fordhams Research. Appendix B includes a summary of this document. The full document is available as a separate report.

#### Question 8

Do you have any comments on the sites the Council are considering for housing as part of the Strategic Housing Land Availability Assessment?

### Question 9

Do you have any comments on the conclusions drawn from the viability work prepared by Fordhams?

## Policy Background

### National

**9.21** Ensuring that sufficient housing is provided in appropriate locations is one of the major roles of the UK's planning system. The Government's policy on Planning for Housing is contained in Planning Policy Statement 3: Housing (PPS3). PPS3 was published in November 2006 and supersedes guidance contained in Planning Policy Guidance Note 3 (PPG3).

**9.22** PPS3 requires local authorities to plan for the delivery of a continuous supply of housing that is appropriate to the specific needs, characteristics and requirements of their local communities. Key to this approach is the principles of 'Plan, Monitor and Manage' which requires local authorities to keep under review the supply and management of housing land within the District in order to ensure that sufficient and suitable land is available to achieve their housing and previously developed land objectives. In the context of considering planning applications this is defined as five years of supply.

### Regional

#### Sub Regional

**9.23** To begin to address the problems associated with housing market collapse in Burnley's inner urban neighbourhoods, the Council has, along with Blackburn, Hyndburn, Pendle and Rossendale, been included within the East Lancashire Housing Market Restructuring Pathfinder, Elevate.

**9.24** Elevate is one of nine Housing Market Renewal pathfinders, charged by Government with revitalising failing housing markets in the former mill towns in what is now called Pennine Lancashire. The project began in 2003 and will last for 10 to 15 years. To date, Elevate has attracted £167 million of government funding to the housing market renewal programme.

**9.25** A major part of the programme will focus on improving the quality and diversity of the housing stock in the towns, but the challenge is greater than that. Sustainable neighbourhoods and a healthy housing market will not be created through housing renewal alone. The Pennine Lancashire authorities have recently signed off an economically focused Multi Area Agreement with the Government to improve prosperity, the environment, educational attainment, health and connectivity and to build up the image of the area.

### Local

**9.26** The Burnley Local Plan: Second Review sets out how the Council proposes to meet the housing requirements set out by RPG13 and the Joint Lancashire Structure Plan and identifies that additional housing required to replace dwellings that have been cleared will be located within the Housing Market renewal Intervention Area in line with the emerging AAPs. The Plan also sets out how land will sequentially be released for housing and identifies areas which will be the focus for area based action and regeneration programmes and outlines the Council's intention to prepare Area Action Plans for these areas.

## Issues

**9.27** A recently commissioned Strategic Housing Market Assessment outlined the following issues for housing in Burnley:

- There is a net outflow of population of some size and this applies to all kinds of households. Fordham Research commented that it is unusual to find so constant an outflow, reflecting the difficulty of the housing market.
- Population in Burnley has declined by 5.2% since 1981 but according to 2008 projections is forecast to stabilise and begin a slight rise by 2016.
- Terraced housing is twice as dominant in Burnley as the national average. This is mainly at the expense of detached and semi-detached, although there are fewer flats and maisonettes too. The average house price in Burnley for the 2nd quarter of 2008 was £83,000 compared to national and regional figures of £176,000 and £130,000 respectively;
- The income of private and social renters is far below that needed to buy housing
- The levels of housing need are very high by regional and national standards, reflecting the very small social rented sector, as well as wider social circumstances in the context of economic decline affecting East Lancashire generally
- There is an overall surplus of market housing due to the massive oversupply of terraced stock, which masks the net demand for detached dwellings and bungalows
- There is no net demand for market housing, however there are targets for new build housing set by the JLSP and RSS. It is therefore essential that mix of new housing avoids anything which might draw further households from the terraced housing stock.

**9.28** To supplement the Strategic Housing Market Assessment (SHMA), Fordham Research were commissioned to undertake a Viability Assessment of the affordable housing target contained in the SHMA. The conclusions of this work reflect the current state of the housing market and raise concerns over the deliverability of market housing as well as the provision of affordable dwellings.

**9.29** The North West Regional Gypsy and Traveller Accommodation and Related Services Assessment (2007) and the Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment (2007) identified that within Burnley there is a need to provide 5 – 7 pitches between 2006 - 2016. The identification of a site to accommodate these pitches will be included within the preparation of the Site Allocations DPD.

### Question 10

Do you agree with the Issues identified?

### Question 11

Are there any other housing related issues that you think the Core Strategy should address?

## Objectives

**9.30** In order to make Burnley a thriving borough, to capitalise on Burnley's assets and unlock the potential outlined in the Vision, a variety of challenges and opportunities need to be addressed. Some of these are particular to Burnley's current circumstances such as the need to revive the local housing market and tackle the need affordable housing while others reflect our wider responsibilities to plan and develop our communities in ways that reduce their environmental impact.

**9.31** The set of objectives below are designed to reflect these challenges and opportunities and guide us towards the Vision, while allowing for public debate on a range of options for achieving the objectives.

- To revitalise the housing market and regenerate the most deprived urban neighbourhoods by addressing inappropriate and low quality supply and encouraging a well integrated mix of decent homes of different types and tenures to support a wide range of households
- To enable a range of affordable housing options to meet the need identified in the Borough by maximising the resource available both through the National Affordable Housing Programme and through the planning system
- To promote healthy, secure and sustainable neighbourhoods by locating new, low energy housing development supported by appropriate infrastructure and close to basic services, open spaces and community facilities and ensuring they are easily accessible by walking, cycling or public transport.
- Improve housing conditions, reduce fuel poverty, address housing related health issues and help combat climate change by increasing the energy efficiency of the housing stock.
- To make best use of existing resources by locating housing development on brownfield land where appropriate, retaining, improving and adapting existing housing stock where appropriate and promoting the conversion of upper floors to residential use within town and local centres
- To secure development that meets the principles of good urban design and that helps to create a sense of place whilst protecting and enhancing the historic heritage and character of the borough's urban and rural settlements.

### Question 12

Do you agree with the Housing Objectives identified?

## Options

### Spatial Strategy

**9.32** Section 8 outlined six spatial strategies that the Council consider could address the housing issues identified and achieve the vision and objectives. These options are now set out in more detail below.

#### Sustainability Appraisal of Housing Options

**9.33** All policies and options proposed as part of the Local Development Framework are subject to Sustainability Appraisal. Each of the options set out below will be tested against the Council's set of 21 sustainability objectives to assess their potential economic, social and environmental impacts. A major consideration is whether options will assist in minimising, or adapting to the effects of climate change.

#### Sustainability of New Homes

**9.34** The Code for Sustainable Homes (CSH), launched in December 2006 is the national standard for the sustainable design and construction of new homes. The design categories included within the Code are energy/CO<sub>2</sub>, pollution, water, health and well-being, materials management, surface water run-off, ecology and waste. The Code can be met at various levels from 1 to 6 with 6 being the highest standard. The Government requires that by 2016 all new homes will be 'zero carbon' (equivalent to Code Level 6). The initial level at which new homes will be required to meet the Code will be determined through the LDF process in the Development Control Policies document.

## Key terms

**9.35** Key terms used in the explanation of options below are:

### **RSS Housing targets**

The number of new homes required in Burnley between 2003-2021 as set out in the Regional Spatial Strategy. See para 9.11

### **Intervention Area**

The whole area covered within the Borough by the Government's Housing Market Renewal Pathfinder initiative, Elevate East Lancashire.

**Housing Market Renewal (HMR) Areas** Neighbourhoods within the Intervention Area where the Council is preparing Area Action Plans. Within the Borough these areas include Burnley Wood & Healey Wood, Daneshouse, Duke Bar & Stoneyholme and South West Burnley, Piccadilly/Trafalgar and Padiham.

### **Urban Area**

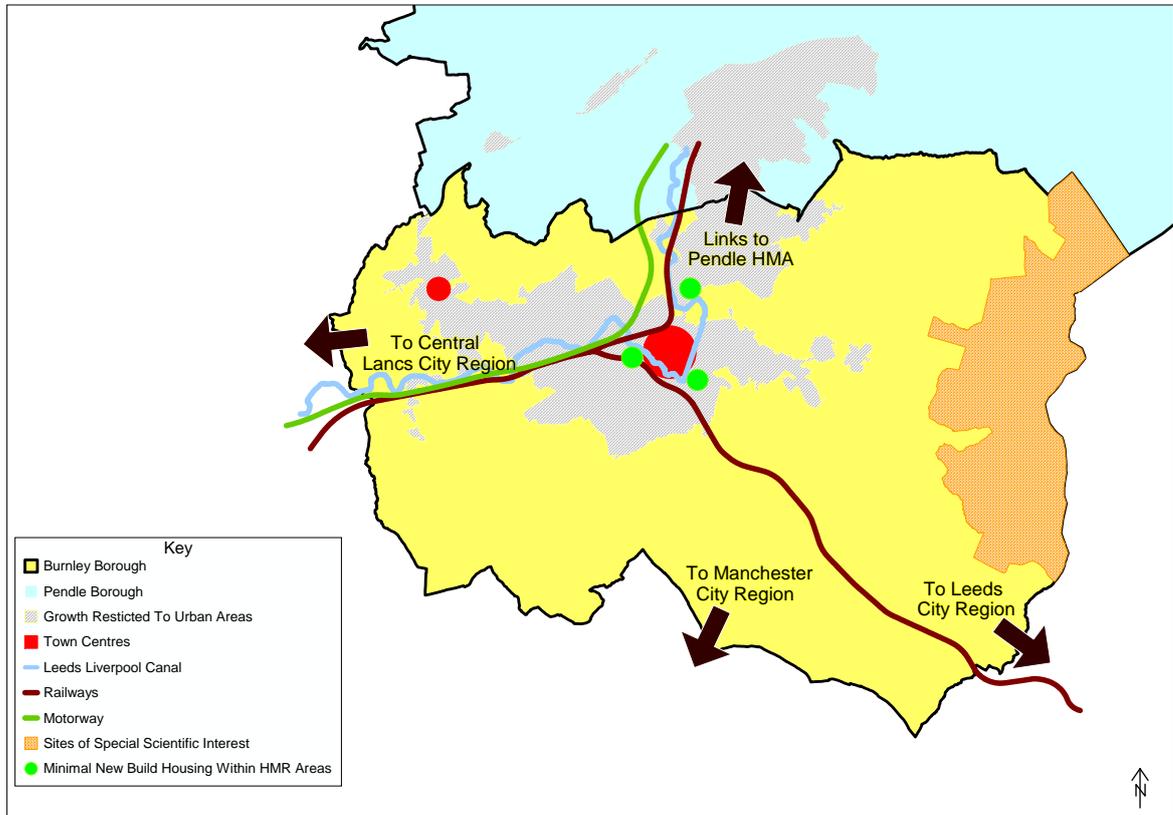
Area defined in the Burnley Local Plan which includes all the main areas of population and employment within the Borough.

**9.36** The extent of the areas described above is shown on the Orientation Plan (Map 9.1).

## **Option 1: Meet housing needs with existing level of provision**

**9.37** Analysis of the local housing market (Burnley and Pendle Strategic Housing Market Assessment (SHMA)) suggest that Burnley already has sufficient homes to meet future and present demands. Unfortunately, however, too many of these homes within the Housing Market Renewal (HMR) Areas are vacant, unfit and in poor condition. In addition, there is an over-provision of two bedroom terraced properties and the mix of homes on offer both in terms of size and tenure, needs to be altered to meet a range of needs, particularly for affordable housing, and to maintain mobility within local communities. This options promotes the efficient use and re-use of the existing stock, combined with a limited amount of new homes as clearance replacement within HMR areas as set out below.

Map 9.2 Key Diagram: Meet housing needs with existing level of provision



**New Housing:**

**How many houses?**

Little or no growth in the overall stock, with a commitment only to replacement of those properties cleared over the plan period.

**Where will the houses be built?**

New development will be constrained to the HMR neighbourhoods: Burnley Wood and Healey Wood, Daneshouse, Duke Bar and Stoneyholme and South West Burnley Area Action Plan areas.

**When will the houses be built?**

Short -Medium - Long term (2009 - 2026)

**Who will build the houses?**

Predominantly lead developer partner and Registered Social Landlords in partnership with the local authority.

**Affordable Housing:** There will be a 40% affordable target for all new housing development. This will be integrated and pepper potted into new developments. Developer contributions and public sector funding will be employed to deliver affordable housing through refurbishment and lateral conversion of existing housing stock.

**Existing Stock:** Existing underused stock within the HMR areas will continue to be the focus of investment via Elevate and other capital funding streams. Within these areas conversion of two bedroom properties to larger homes and limited clearance of poor quality housing for replacement with sustainable homes of varying size and tenure, will improve the housing mix.

Energy efficiency programmes, in addition to helping tackle climate change, will address deprivation issues such as fuel poverty and health. Neighbourhood environmental projects, green transport links and renewable energy schemes will support community-led initiatives within these areas to boost confidence and encourage private investment.

Constraining growth of smaller house types will make terraced properties a choice for first time buyers. Demand side affordable housing products such as Open Market Homebuy will be promoted to diversify tenure within the existing stock, throughout the Borough.

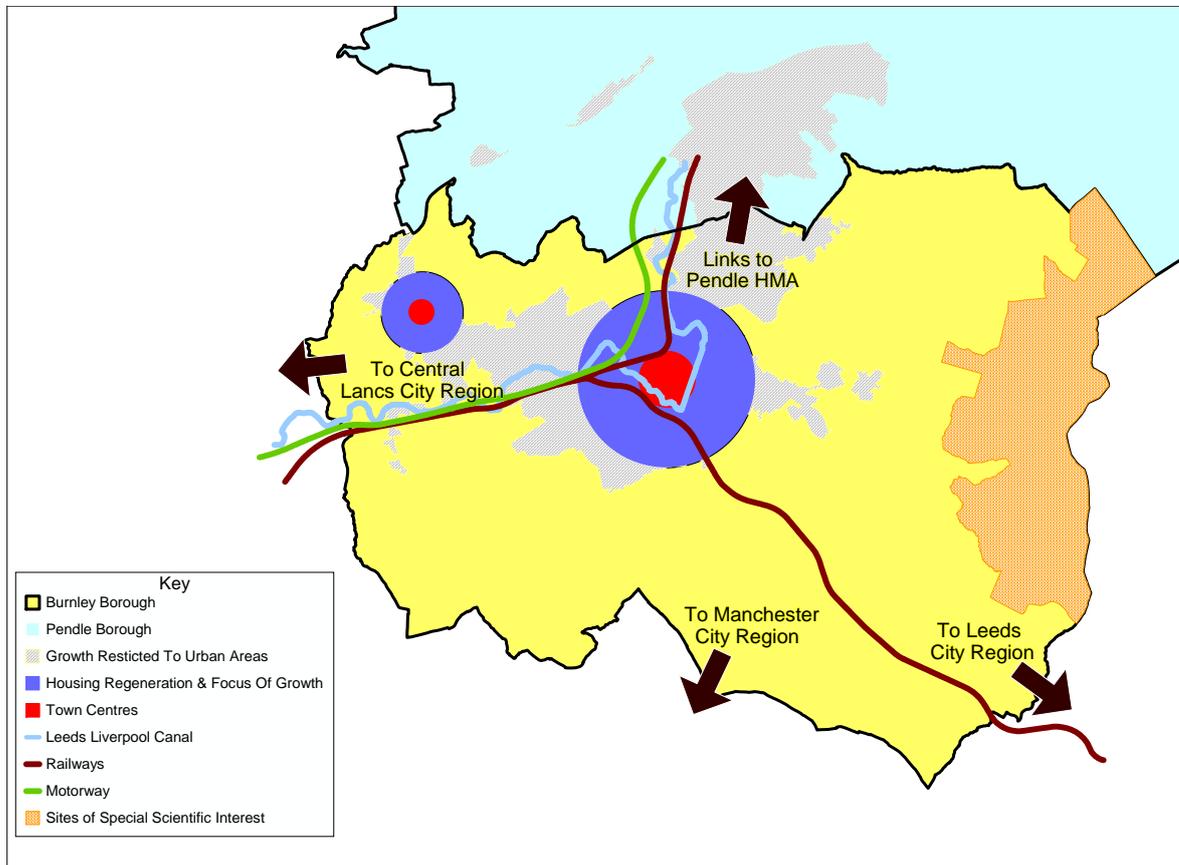
### Question 13

What do you think about Option 1 meeting housing needs with existing provision?

## Option 2: Regenerate HMR neighbourhoods and allow housing growth up to RSS target within the wider urban area

**9.38** This option matches the Council's current strategy based on policies in the Burnley Local Plan which also provides the current definition of the borough's urban area. The focus in this option will be on developing out cleared sites within the HMR areas where new development will provide a wider mix of housing type, size and tenure. Beyond HMR areas new housing will be constrained to the existing urban area, primarily on brownfield land.

**Map 9.3 Key Diagram: Regenerate HMR neighbourhoods and allow housing growth up to RSS target within the wider urban area**



**New Housing:**

**How many houses?**

1 for 1 Clearance Replacement and RSS Growth target.

**Where will the houses be built?**

Within the urban area with a focus on the Intervention Area (all clearance replacement will be within the Intervention Area)

**When will the houses be built?**

Short - Medium - Long term (2009 - 2026)

**Who will build the houses?**

Lead developer partner and RSLs in partnership with the Council in AAP areas. Development in the wider urban area will be predominantly private sector led with the Council working with RSLs to enable affordable and specialist housing schemes.

**Affordable Housing:** There will be a 40% affordable target for all new housing development. This will be integrated and pepper potted into new developments. Developer contributions and public sector funding will be employed to deliver affordable housing through refurbishment and lateral conversion of existing housing stock. Affordable housing will be available more widely throughout the Borough.

**Existing Stock:** Existing underused stock within the HMR areas will continue to be the focus of investment via Elevate and other capital funding streams. Within these areas conversion of two bedroom properties to larger homes and limited clearance of poor quality housing for replacement with sustainable homes of varying size and tenure, will improve the housing mix.

Energy efficiency programmes, in addition to helping tackle climate change, will address deprivation issues such as fuel poverty and health. Neighbourhood environmental projects, green transport links and renewable energy schemes will support community-led initiatives within these areas to boost confidence and encourage private investment.

Facilitating a wider mix of larger stock within HMR neighbourhoods will mean that existing terraced properties are a choice for first time buyers. Demand side affordable housing products such as Open Market Homebuy will be promoted to diversify tenure within the existing stock, throughout the Borough.

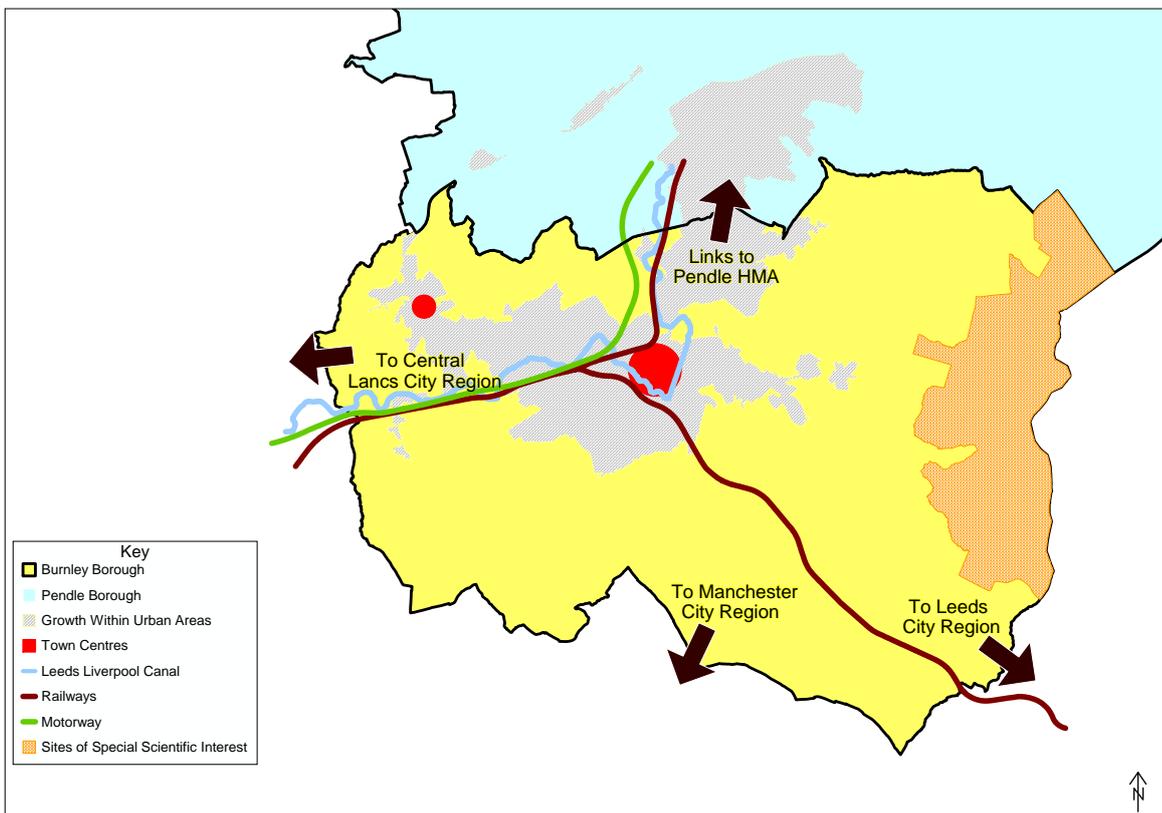
**Question 14**

What do you think of the Option 2 to Regenerate HMR neighbourhoods and allow housing growth up to RSS target within the wider urban area?

**Option 3: Allow the Market to lead**

**9.39** This option would see housing growth being led by the market within the limitations set by national and regional policy. The market would determine where development would be focused.

**Map 9.4 Key Diagram: Allow the Market to lead**



**New Housing:** New housing would be delivered throughout the Borough on developable sites within the urban boundary. The market would determine the mix of types and sizes of new housing.

**How many houses?**

RSS targets plus 1 for 1 clearance replacement.

**Where will the houses be built?**

Developable sites within the urban area.

**When will the houses be built?**

Medium- long term

**Who will build the houses?**

Private sector led predominantly with additional RSL development funded through the Homes and Communities Agency (HCA).

**Affordable Housing:** There would be a requirement for 40% affordable housing to be delivered through the planning system. This would be pepper potted within new developments to ensure a smoother spread of affordable provision throughout the Borough.

**Existing Stock:** Interventions within HMR areas would continue, but be public sector lead with the aspiration of leveraging in private sector investment in the longer- term. There would be continuing clearance activity within the Area Action Plan areas.

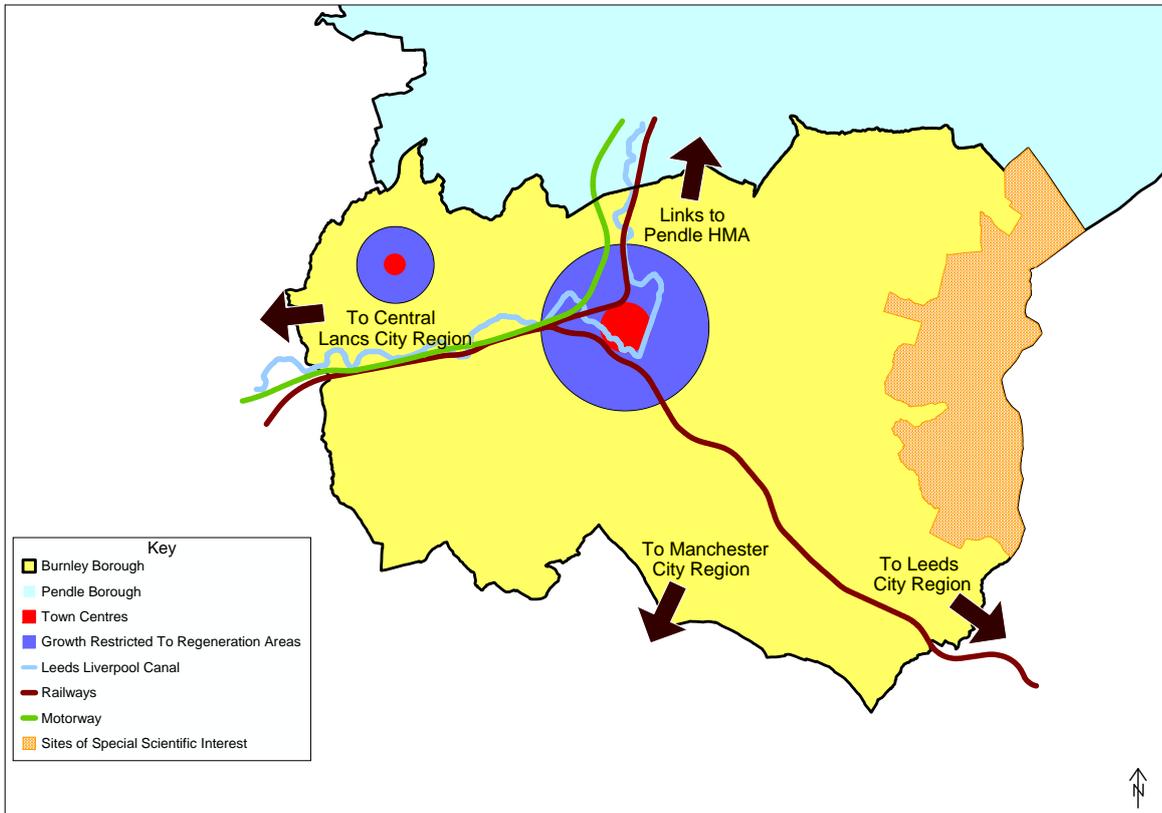
**Question 15**

What do you think of Option 3 to allow the market to lead?

## Option 4: Focus on Regeneration

**9.40** This option would seek to concentrate new development in the HMR intervention area, with limited additional development immediately adjacent to this. The regenerative impacts of new housing development would be maximised through targeted use of developer contributions.

Map 9.5 Key Diagram: Focus on Regeneration



**New Housing:** Delivery of RSS targets, and clearance replacement figures would be concentrated within the Intervention Area and sites on the immediate boundary of this. The primary focus of housing growth would be on cleared sites and brownfield land within these areas. New housing would provide a mix of types and sizes that would be most likely to deliver neighbourhood regeneration within Burnley's inner urban areas.

**How many houses?**

RSS targets plus 1 for 1 clearance replacement

**Where will the houses be built?**

Development will be focused in the HMR Intervention Area, particularly the Area Action Plan areas.

**When will the houses be built?**

Short - Medium - Long term (2009 - 2026)

**Who will build the houses?**

Lead developer, lead RSLs in partnership with the Council in the 'live' Area Action Plan areas. Private sector and RSLs in the wider Intervention Area.

**Affordable Housing:** The target for affordable housing development via the planning system would be 40%. Affordable housing would be pepper potted throughout new developments. Developer contributions and public sector funding would be used to re- use and convert existing housing stock for affordable uses.

**Existing Stock:** Existing underused stock within the HMR areas will continue to be the focus of investment via Elevate and other capital funding streams. Infrastructure and environmental improvements, made possible through developer contributions, and concomitant public sector funded community- led initiatives within these areas will create confidence and encourage further private investment. Constraining growth of smaller house types will make terraced properties a choice for first time buyers. Demand side affordable housing products such as Open Market Homebuy will be promoted to diversify tenure within the existing stock, throughout the Borough.

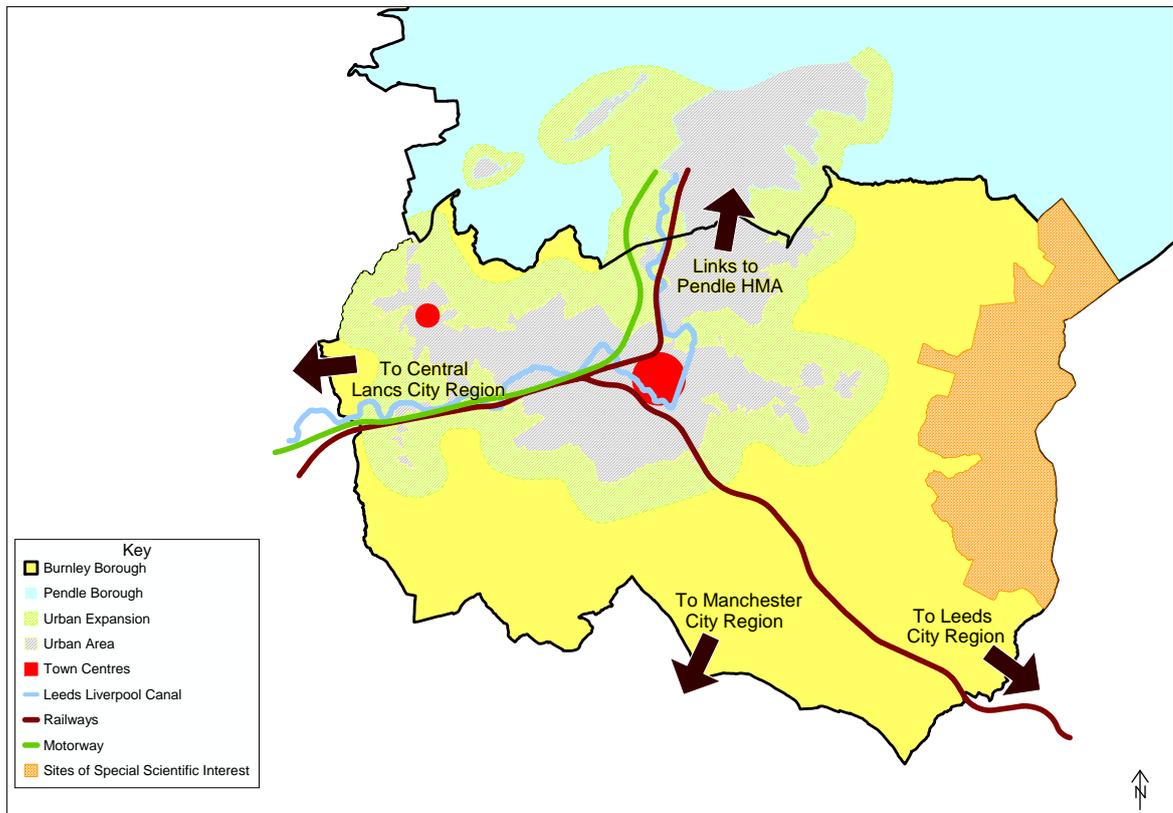
**Question 16**

What do you think of Option 4 to Focus on Regeneration option?

**Option 5: Focus on Transformational Growth**

**9.41** This option would look to expand the urban area into the surrounding rural hinterland with housing growth in excess of RSS figures, requiring policy support at the regional level and infrastructure funding from central Government.

**Map 9.6 Key Diagram: Focus on Transformational Growth**



**New Housing:** The market would lead on delivery of new housing in the existing urban area. Additionally, the private sector, in partnership with the Council would bring forward comprehensively planned new neighbourhoods on adjacent developable greenfield land. The Council would bid to access funding from central Government to help to deliver this accelerated rate of growth, and assemble sites through Compulsory Purchase Order (CPO) where necessary.

**How many houses?**

Additional growth in excess of RSS targets and 1 for 1 clearance replacement

**Where will the houses be built?**

Developable greenfield sites on the periphery of the urban area, and within the existing settlements.

**When will the houses be built?**

Medium- longer term

**Who will build the houses?**

Private sector in partnership with the Council on urban expansion sites. Market lead private sector development, in combination with Homes and Communities Agency funded RSL housing within the urban area.

**Affordable Housing:** There will be a target of 40% affordable housing within all new housing, pepper potted throughout developments achieving a broader geographical spread of provision than exists at present.

**Existing Stock:** Interventions within HMR areas would continue, but be public sector lead with the aspiration of leveraging in private sector investment in the longer- term. Clearance would remain a key tool within the HMR areas to reduce the density of development and create an improved environment through the development of open space. Housing development in the HMR areas would be limited in the short-medium term.

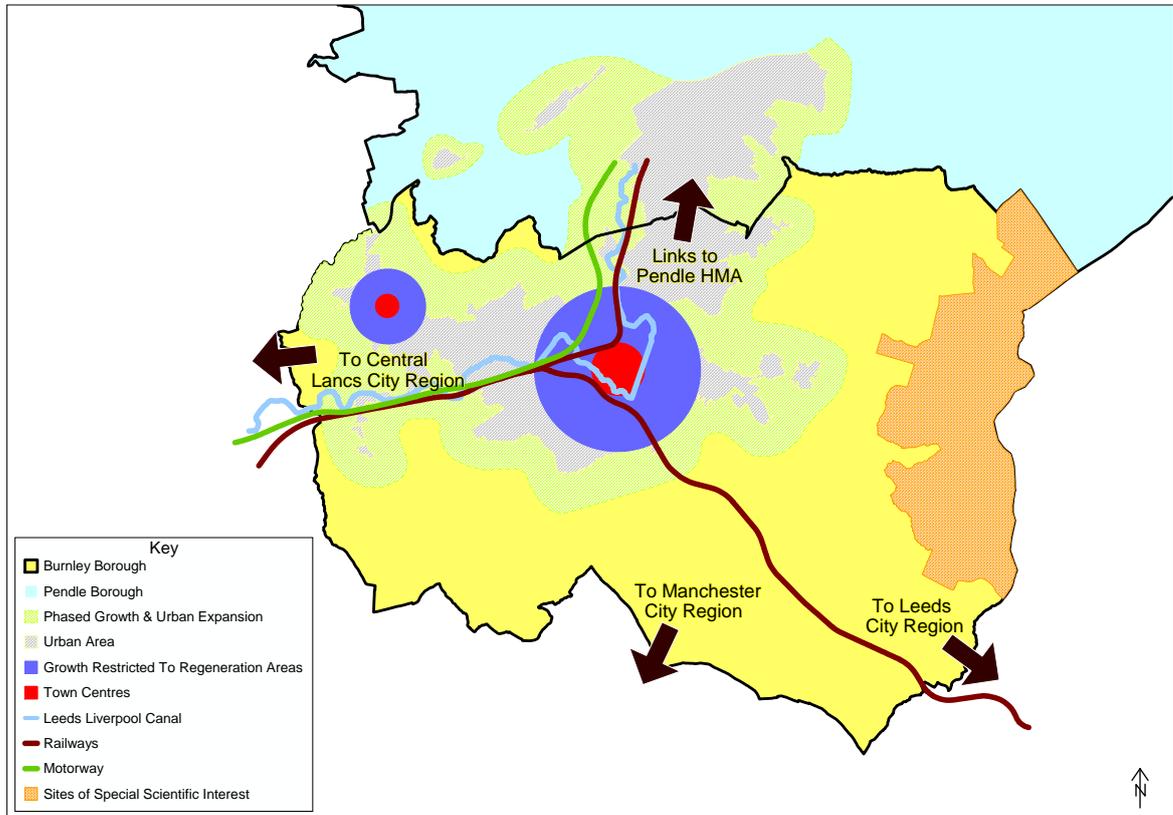
**Question 17**

What do you think of Option 5 to focus on transformational growth?

**Option 6: Focus on Regeneration and Growth**

**9.42** This option would see phased approach to inner area regeneration and peripheral urban expansion allowing the benefits of higher value development on the periphery to be funnelled into inner areas through developer contributions to deploy a variety of affordable housing types within the HMR areas alongside regeneration of existing stock.

Map 9.7 Key Diagram: Focus on Regeneration and Growth



**New Housing:** New housing will be concentrated in HMR areas and lands released in peripheral rural sites in a phased way to support rather than undermine inner area regeneration. Higher market values on peripheral sites will release funding through developer contributions that can be used to develop affordable housing within regeneration areas. Further benefits of large scale development such as improved infrastructure and community facilities will be brought forward in a comprehensively planned manner to maximise their regenerative impact.

**How many houses?**

Additional growth in excess of RSS targets and 1 for 1 clearance replacement

**Where will the houses be built?**

Development will be focused within the intervention area and on peripheral developable greenfield sites

**When will the houses be built?**

Development in the Area Action Plan neighbourhoods in the short/ medium/ long- term with phased release of greenfield sites over the medium to long- term

**Who will build the houses?**

Lead developer, lead RSLs in partnership with the Council in Area Action Plan areas

Market- led housing development in the wider intervention area, with the Council working with RSLs to enable affordable and specialist housing.

Private sector working in partnership with the the Council delivering comprehensively planned urban extensions on peripheral sites.

**Affordable Housing:** The target for affordable housing delivered through the planning system will be 40%. Developer contributions would be taken from higher value market housing on peripheral sites to develop a smoother spread of high quality affordable housing provision within the HMR areas and wider urban area. Developer contributions and public sector funding would be used to convert and re- use existing housing stock for affordable housing uses.

**Existing Stock:** Existing underused stock within the Elevate areas will continue to be the focus of investment via Elevate and other capital funding streams. New housing on cleared sites in the HMR areas will be a focus of development, and the concomitant benefits through developer contributions to infrastructure and the environment will be supplemented by public sector funded and community-led initiatives. These improvements will create confidence and encourage further private investment. Constraining growth of smaller house types in these areas will make terraced properties a natural choice for first time buyers. Demand side affordable housing products such as open market homebuy will be promoted to diversify tenure within the existing stock, throughout the Borough.

**Question 18**

What do you think of Option 6 to focus on Regeneration and Growth?

**Balancing the Housing Market**

**9.43** The successful operation of the housing market requires a balanced housing market, where demand for different types and sizes of dwelling is met by the supply of existing and new housing. The Core Strategy will need to include within it policies that look at providing a balanced housing market in the Borough.

**Dwelling Size**

**9.44** The Strategic Housing Market Assessment (SHMA) identified that there is an imbalance between the demand for, and supply of, different types and sizes of dwellings.

**9.45** The tables below show the imbalance between supply and demand for market and affordable housing in the Borough and the potential profile of requirements

**Table 9.3 Supply/demand of market housing by type of dwelling**

House Type	Demand	Supply
Detached house	13.4%	8.3%
Semi-detached house	22.7%	17.2%
Terraced house	43.8%	64.8%
Bungalow	15.7%	4.1%
Flat/maisonette	4.4%	5.6%
Total	100%	100%

**Table 9.4 Supply/demand of market housing by size of dwelling**

Size	Demand	Supply
1 bedroom	6.0%	4.4%
2 bedroom	43.2%	49.8%
3 bedrooms	38.6%	36.9%
4+ bedrooms	12.2%	8.9%

**Table 9.5 Supply/demand of affordable housing by size/type of dwelling**

Size/type	Demand	Supply
1 bedroom	25.5%	39.6%
2 bedrooms - flat	1.7%	6.9%
2 bedrooms - house	36.6%	20.1%
3 bedrooms	30.4%	31.3%
4+ bedrooms	5.8%	2.1%
Total	100%	100%

**Table 9.6 Possible profile for market housing by size of dwelling**

Size	
1 bedroom	8%
2 bedrooms	37%
3 bedrooms	40%
4+ bedrooms	15%
Total	100%

**Table 9.7 Possible profile for affordable housing by size/type of dwelling**

Size/type	
1 bedroom	11%
2 bedroom - flats	0%
2 bedrooms - house	51%
3 bedrooms	29%
4+ bedrooms	9%
Total	100%

**9.46** To address the imbalance that has been identified it is proposed that developers/house builders are encouraged to provide new dwellings in line with the demand figures set out in the SHMA.

**9.47** Alternatively, the Council could adopt a more flexible approach to the delivery of housing. This though may have a negative effect on the existing stock if additional dwellings are provided that exacerbate the existing imbalance in supply.

**Question 19**

How should the Council attempt to balance the Housing Market?



## Strategic Housing Land Availability Assessment - Potential Sites

## Appendix A Strategic Housing Land Availability Assessment - Potential Sites

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1044	Briercliffe Road	0.56	Gradient slopes east-to-west. Turning circle is flat.	Overlooked by rear of properties. Situated at the rear of Burnley Rd. Used as a bus turning circle and garage site.	Other (add comment)	Briercliffe Road
1045	Knotts Lane	0.08	Gradient seems flat.	Situated on a popular through-route.	Other (add comment)	Knotts Lane
1046	Burnham Gate	0.05	Landscaped open space.	Visually prominent located along this through-route.	Open Space	Burnham Gate
1047	Former Sainsburys Car Park	0.56	Gradient is flat.	Overlooked by properties on Hart St. Prominent location nearby existing retail outlets.	Open Space	Church Street
1049	Blackburn Road	0.06	Gradient is flat.	Prominent main road location.	Other (add comment)	Blackburn Road
1050	Harrison Street	0.27	Gradient is flat.	Surrounded by allotment gardens.	Other (add comment)	Harrison Street
1051	Harold Street	0.05	Landscaped area. Gradient slopes north-to-south.	Roadside location located along this through-route. Site gives entrance to Chicken Hill Wood.	Open Space	Harold Street

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1052	Helena Street	0.04	Gradient is flat. Tarmaced area.	Roadside location adjacent social housing and playground.	Other (add comment)	Helena Street
1056	Capetown Mill	0.16		Located along the canal side.	Other (add comment)	Pickles Street
1057	Reynolds Street	0.05	Gradient is flat.	Visually prominent along this route, which is just off Manchester Road. Overlooked by nearby properties.	Other (add comment)	Reynolds Street
1062	Bivel Street	0.21	Landscaped open spaces. Gradient slopes south-to-north.	Visually prominent along the through-route.	Open Space	Bivel Street
1063	Melrose Avenue	0.07	Landscaped open space. Gradient slopes east-to-west.	Overlooked by rears of properties. Just one of many open spaces within this area.	Open Space	Melrose Avenue
1064	Gainsborough Avenue	0.15	Partly landscaped area. Gradient is flat.	Overlooked by rear of properties.	Other (add comment)	Gainsborough Avenue
1066	Brunshaw Road	0.26	Gradient slopes south-to-north. Landscaped open space.	Prominent main road location. Rears of Waddington Ave overlook this site.	Open Space	Brunshaw Road
1070	Tunnel Street	0.06	Landscaped open space.	Overlooked by nearby terraced properties.	Open Space	Tunnel Street

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1071	Cleavelands Road	0.21	Gradient is flat. Partly landscaped.	Undesirable garage site overlooked by rears of properties.	Other (add comment)	Cleavelands Road
1072	Waddington Avenue	0.05	Landscaped open space. Gradient slopes east-to-west.	Visual open space located along Waddington Ave.	Open Space	Waddington Avenue
1074	Simpsons Garage Site	0.3	Gradient is flat.	Town centre location visible from a number of main routes.	Other (add comment)	Parker Lane
1076	Coal Clough Lane/Cog Lane	0.06	Landscaped open space. Gradient sloped south-to-north.	Visually prominent roadside location situated on a key through-route.	Open Space	Coal Clough lane/Cog Lane
1077	Scout Hut	0.2	Landscaped area. Gradient sloped south-to-north.	Situated in the heart of woodlands.	Other (add comment)	Serpentine Road
1080	Buck Street	0.12	Gradient is flat.	Prominent workshop situated on boundary of SWB Homezone.	Other (add comment)	Buck Street
1082	Pendle Aeroform	1.96	Gradient is flat.	Prominent site within this neighbourhood, overlooking open space.	Employment	Hargher Street
1083	Northern Textiles	0.47	Gradient is flat. Tarmaced car parking with associated landscaping.	Visually prominent location on a key gateway.	Other (add comment)	Trafalgar Street
1086	Whalley Road	0.16	landscape area. Gradient slopes north-to-south.	Prominent main road location. Rear of	Open Space	Whalley Road

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
				properties overlook this site.		
1088	Hillingdon Road North	0.12	Landscaped area. Gradient slopes.	Visually prominent location along this main route.	Open Space	Hillingdon Road
1089	Levant Street	0.21	Landscaped open space. Gradient slopes west-to-east.	Prominent location along this through-route.	Open Space	Levant Street
1090	Hambleton Street	0.12	Gradient is flat. Part of the site is landscaped.	Situated at the rear of Padiham Road and is overlooked by properties.	Open Space	Hambleton Street
1094	Grove Lane	0.18		Prominent mill building within this area.	Employment	Grove Lane
1095	Marlborough Street	0.44	Overgrown secured site.	Overlooked by rears of properties.	Open Space	Marlborough Street
1096	Steer Street	0.07	Landscaped open space. Gradient is flat.	Visually prominent along this gateway route.	Open Space	Steer Street
1097	Oswald Street	1.89	Overgrown site. Site is secured by fencing and hoardings. Gradient if flat.	A prominent vacant piece of land within this area which also overlooks the railway line.	Open Space	Oswald Street
1099	Thomas Street	0.01	Gradient is flat.	Office block situated between 2 car parks.	Employment	Thomas Street
1100	Mytton Street	0.45	Landscaped open space. Gradient slopes south.	One of many open spaces within this area.	Open Space	Mytton Street

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1105	Trafalgar Mill	0.2	Gradient slopes north-eastwards.	Visually prominent mill building along this through-route.	Retail	Trafalgar Street
1106	Moor Lane	0.18	Landscaped open space. Gradient slops to the south.	Visually prominent along this through-route.	Open Space	Moor Lane
1108	Thompson Street	0.5	Landscaped open space. Gradient slopes west-to-east.	Visually prominent location along this through-route.	Open Space	Thompson Street
1109	Anglesey Avenue	0.14	Gradient is flat. Grass is overgrown.	Overlooked by rears of properties.	Other (add comment)	Anglesey Avenue
1110	Piccadilly Road	0.24	Landscaped open space. A number of mounds/hills on site.	Piccadilly Rd properties overlook this site.	Open Space	Piccadilly Road
1111	Glebe Street	0.11	Partly landscaped area. Gradient is flat.	Rears of Hollingreave Rd overlook this site.	Open Space	Glebe Street
1112	Mytton Street	0.21	Landscaped open spaces. Gradient slopes southwards. The smaller site is mounded.	One of many prominent open spaces within this area.	Open Space	Mytton Street
1114	Ivy Street	0.14	Landscaped area. Gradient is flat.	Visually prominent on this main gateway route.	Open Space	Ivy Street
1118	Gordon Street	0.11	Landscaped open space. Gradient is flat.	Visually prominent along this through-route.	Open Space	Gordon Street

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1120	Cemetery Road	0.14	Landscaped Open Space.	Overlooked by rears of properties.	Open Space	Cemetery Road
1121	Poets Road	0.2	Partly landscaped area.	Rears of properties overlook this site.	Other (add comment)	Poets Road
1122	Cardigan Avenue	0.05	Gradient is flat.	Overlooked by rears of properties.	Other (add comment)	Cardigan Avenue
1123	Every Street	0.21	Landscaped open spaces.	Overlooked by rears of properties and school.	Open Space	Every Street
1125	Brownhill Avenue	0.04	Landscaped open space. Gradient slopes east-to-west.	One of many open spaces within this area.	Open Space	Brownhill Avenue
1126	Wyre Street	0.18		One of many prominent mill buildings within this area.	Employment	Wyre Street
1127	Jubilee Mill	0.02	Derelict building on site. Flat gradient. Overgrown landscape.	Prominent building along this street which also sits along the Green Brook.	Other (add comment)	Shakespeare Street
1130	Healey Wood Road	0.05	Gradient slopes southwards.	Visually prominent building on-route to the town centre and also situated along the canal side.	Retail	Healey Wood Road
1131	Rycliffe Street	0.37	Landscaped open space. Site is hilly in gradient and slopes southwards.	One of many prominent open spaces within this area.	Open Space	Rycliffe Street

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1132	Burleigh Street	0.04	1 site is landscaped. 1 site is tarmaced.	Situated on-route to the school within this area. One of many end terrace cleared open spaces within this area.	Open Space	Burleigh Street
1134	Underley Street	0.2	Gradient of the garage site is flat. Remainder of the site is raised and slopes south-west.	Overlooked by rear of properties.	Other (add comment)	Underley Street
1135	Coronation Avenue	0.29	Landscaped area. Gradient is flat.	A visually prominent open space in this street which is used as a short cut and also neighbours onto the nearby nursery.	Open Space	Coronation Avenue
1136	Cowley Crescent	0.09	Landscaped open space. Gradient is flat.	Campbell Street fronts onto the open space.	Open Space	Cowley Crescent
1137	Berkshire Avenue	0.22	Overgrown landscaped area. Gradient slopes east-to-west.	Overlooked by rears of properties.	Open Space	Berkshire Avenue
1138	Piccadilly Square	0.28	Part landscaped site. Gradient slopes northwards.	Overlooked by rear of properties.	Open Space	Piccadilly Square
1139	Outwood Road	0.08	Gradient is flat.	Overlooked by rears of properties.	Other (add comment)	Outwood Road
1140	Off Brownhill Avenue	0.03	Gradient is flat.	A number of properties overlook this site.	Other (add comment)	Brownhill Avenue

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscape/Topography	Visual Prominence	Current Land Use	Street
1141	Fleetwood Street	0.12	Gradient is flat		Other (add comment)	Fleetwood Street
1142	Dryden Street	0.07	Gradient is flat.	Prominent location on a through-route. The Brook runs along the side of this site.	Employment	Dryden Street
1144	Ferguson Workshop	0.29	Gradient is flat	Overlooked by rears of properties. Location is just set back along this through-route.	Employment	Plumbe Street
1145	Basnett Street	0.11	Gradient is flat.	Overlooked by rears of properties.	Other (add comment)	Basnett Street
1147	Land off Hargrove Avenue	1.26	Overgrown open space.	Overlooked by rear of properties. Playground overlooks this site.	Open Space	Hargrove Avenue
1150	Villiers Street	1.3	Landscape open space. Gradient slopes northwards.	A large open space, which is one of many open spaces in this area.	Open Space	Villiers Street
1151	Albion Terrace	0.11	Landscape open space. Gradient slopes north-east.	Site adjoins a playground.	Open Space	Albion Terrace
1153	Lune Street	0.07	Gradient is flat	Fenced off yard is on-route to employment area and falls within Padiham Town Centre - PTC1	Other (add comment)	Lune Street

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1159	High Street	0.24	Landscaped areas. Gradient is flat.	One of many open spaces in this area. The site has great views over Padiham and beyond.	Open Space	High Street
1161	Dorset Avenue	0.13	Landscaped area. Gradient slopes northwards.	Overlooked by rears of Bedford Place.	Other (add comment)	Dorset Avenue
1162	Florence Street	0.07	Landscape open space. Gradient slopes south-to-north.	One of many cleared open spaces in this area.	Open Space	Florence Street
1163	Todmorden Road	0.06	Partly overgrown open space. Gradient is flat.	Visually prominent along this gateway route.	Other (add comment)	Todmorden Road
1164	Padiham Carpet Mill	0.02	Gradient is flat.	Visible from main road gateway. On edge of Padiham Town Centre - PTC1.	Retail	Padiham Carpet Mill
1165	Station Road	2.25		Prominent site located on a through-route. Overlooks the dis-used railway line.	Employment	Station Road
1166	Saltburn Street	0.14	Overgrown enclosed space. Gradient is flat.	Visually prominent along this through-route.	Other (add comment)	Saltburn Street
1168	Lower Tentre	0.13	Gradient is flat.	Visually prominent along this gateway-route.	Other (add comment)	Lower Tentre
1169	Colne Road	0.41	Lanscaped open space. The area has footpaths	Visually prominent along this key gateway-route.	Open Space	Colne Road

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
			that cross the site, in between hilly open spaces.	Bank Hall Park is accessed through this site.		
1171	Former BT Exchange	0.18		Visually prominent from the gateway route as this is a multi-storey building.	Employment	Brown Street
1172	Double Row	0.23	Gradient slopes west-to-east.	Not visually prominent, although the access is off a main gateway route. Overlooked by rears of properties.	Open Space	Double Row
1174	Lancaster Drive	0.04	Landscaped open spaces. Gradient slopes south-to-north.	A small open space within this area.	Open Space	Lancaster Drive
1175	Low Bank	0.02	Overgrown open space.	Visually prominent along the Padiham disused railway line.	Open Space	Low Bank
1176	Norfolk Avenue	0.19	Partly overgrown flat open space.	Part of site is visually prominent along Sycamore Av, which is used as a through-route.	Other (add comment)	Norfolk Avenue
1177	Cog Lane	0.14	Landscaped areas. Gradient slopes north-to-south.	Visually prominent along this thru-route.	Open Space	Cog Lane
1178	Cog Lane	0.08	Landscaped open space. Gradient slopes south-to-north.	Located at the cross-road junction along two key	Open Space	Cog Lane

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
				through-routes. Overlooked by properties on Cherry Tree.		
1180	Sowerby Street	0.01	Two-storey building.	Edge of Padiham Town Centre - PTC1	Other (add comment)	Sowerby Street
1186	Langdale Road	0.17	Landscaped open spaces.	One of the open spaces is visually prominent from the A6068-Padiham Bypass.	Open Space	Langdale Road
1187	Grey Street	0.23	Landscaped open space	Forms part of a larger open space area, which is one of many prominent open spaces within this area.	Open Space	Grey Street
1188	Tarvin Close	0.08	Partly landscaped area which slopes southwards.	Overlooked by rears of New Taylor Fold.	Open Space	Tarvin Close
1189	Abingdon Road	0.12	Landscaped area. Gradient slopes south-to-north.	Visually prominent open space along this through-route.	Open Space	Abingdon Road
1192	Brush Street	0.53	Landscaped area. Gradient slopes south-to-north.	One of many prominent open spaces within this area.	Open Space	Brush Street
1193	Burton Street	0.05	Flat landscaped area.	Visually prominent location off Parliament St, which is a key through-route.	Open Space	Burton Street

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1195	Cog Lane	0.8	Gradient slopes south-to-north. Landscaped area.	Visually prominent from M65.	Open Space	Cog Lane
1199	Adlington Street	0.14	Gradient slopes south-to-north on part of the site. Part of the site is landscaped.	Visually prominent along this key gateway route.	Retail	Adlington Street
1201	Robinson Street	0.36	Landscaped flat area	Forms part of a larger open space area, which is one of many prominent open spaces within this area.	Open Space	Robinson Street
1203	Rear Of Comrie Crescent	0.16	Gradient slops south-to-north. Landscaped area	Site is located off Cog Lane, which is a key through-route.	Open Space	Comrie Crescent
1204	Crowthier Street	0.29	Landscaped area	One of many landscaped, cleared housing, open spaces in this area	Open Space	Crowthier Street
1205	Carholme Avenue	0.09	Landscaped area. Gradient slopes east to west.	Overlooked by rears of properties.	Open Space	Carholme Avenue
1208	former Bank Hall Miners Club	0.6				Colne Road
1209	Banks Parade	0.09	Car park with associated landscaping. Flat surface	Prominent main road location on edge of Town Centre	Other (add comment)	Banks Parade

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1210	Land off Red Lees Road	5.2	Gradient slopes west.	Site is situated on a key gateway	Other (add comment)	Red Lees Road
1211	Land at North Side of Halifax Road	1	Gradient slopes west. Site is not landscaped.	Overlooked by rears of properties. On route to open countryside.	Other (add comment)	Halifax Road, Lane Bottom
1212	Land adjacent 250 Brownside Road	0.24	Landscape is overgrown. Gradient is flat.	Situated along the main road into the village.	Other (add comment)	Brownside Road
1213	Baxi Potterton Wyre Street	15.58	Gradient is flat.	Site sits on the River Calder.	Other (add comment)	Wyre Street
1214	Land at Higher Saxifield	4	Gradient slopes south.	Overlooked by residential properties.	Other (add comment)	Saxifield Street
1215	Land at Crow Wood	12	Gradient is more-a-less flat. Landscaped site.	Visible from nearby M65.	Other (add comment)	Crow Wood
1216	Land at Ightenhill	34	Gradient slopes south-east.	Overlooked by rears of properties.	Other (add comment)	Ightenhill
1217	Land and Buildings Lowerhouse Lane	0.41	Gradient is flat	Overlooked by properties and new developments. Site site along the canal bank.	Other (add comment)	Lowerhouse Lane
1218	Land off Moseley Road	4.97	Semi-Landscaped site. Gradient slopes north.		Other (add comment)	Moseley Road
1219	The Rose School Swindon Street	0.765	Gradient slopes to the west.	Overlooked by many residential properties. On boundary of the SWB Homezone.	Other (add comment)	Swindon Street

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscape/Topography	Visual Prominence	Current Land Use	Street
1220	Ridgewood Community High School March Street	3.415	Semi-landscaped areas. Gradient slopes to the west.	Visible from the nearby M65.	Other (add comment)	March Street
1221	Holly Grove Harrogate Crescent	1.452	Gradient slopes west. School site with associated landscaping.	Overlook by many residential properties.	Other (add comment)	Harrogate Crescent
1222	Hameidon College & Blessed Trinity Kiddrow Lane	16.06	Partly landscaped	Visually prominent location along a key gateway and a through-route.	Other (add comment)	Byron Street & Kiddrow Lane
1223	Former William Blythe Works Manchester Rd	15	Gradient is flat. Part of the site seems to be under demolition.	Visually prominent location along this gateway route and along the canal.	Employment	Manchester Road
1224	Land at Grey Street	4.143	Landscape is overgrown. Gradient slopes to the east.	Overlooked by rear of properties and the new school site. Closeby to the canal & railway.	Other (add comment)	Grey Street
1225	Land at Burnley General Hospital	3.15	Gradient slopes south east.	Prominent location along this through-route.	Other (add comment)	Casterton Avenue
1226	Land beside golf course	4.46	Partly landscape site. Gradient slopes north.	Overlooked by rears of properties and adjoins the golf course.	Other (add comment)	Glen View Road
1227	Land at Crown Point Road	10.46	Landscaped site. Gradient slopes north.	One of many spaces within this area. Adjoins the golf course.	Other (add comment)	Crown Point Road

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscaper/Topography	Visual Prominence	Current Land Use	Street
1228	Land off Glen View Road	4.7	Overgrown landscape. Gradient slopes to the north.	Site lies on a key gateway.	Other (add comment)	Glen View Road
1229	Land at former Hollins Cross Farm	9.73	Landscape site. Gradient is flat.	Part of site is on the boundary of a key gateway, and part of the site adjoins the golf course.	Other (add comment)	Of Wilkie Avenue
1230	Land Off Woodplumpton Road	6.79	Landscaped site. Gradient slopes to the north.	One of many visually prominent sites within this area. Site boundaries on to the golf course.	Other (add comment)	Woodplumpton Road
1231	Land at Lawrence Street	0.026	Gradient is flat. Landscape is overgrown. Site seems abandoned.	Visually prominent location within this street.	Other (add comment)	Lawrence Street
1232	Land off Cornfield Grove (A)	0.63	Landscape is overgrown. Gradient is flat. Ground is raised above road level.		Other (add comment)	Cornfield Grove
1233	Land off Cornfield Grove (B)	0.84	Landscape is overgrown. Gradient is flat.		Other (add comment)	Cornfield Grove
1234	Land off Rossendale Road	29	Landscaped area, gradient slopes to the north.	Visually prominent along this key gateway route.	Other (add comment)	Rossendale Road
1235	Land rear of Bull and Butcher Inn	1	Part of the site is flat. Part of the site has hills.	Overlooked by rear of Buttercross Close. One of many field sites in this area.	Other (add comment)	Manchester Road

Site Ref_ID	Site Name	Gross Site Area (Ha)	Landscape/Topography	Visual Prominence	Current Land Use	Street
1239	Burnley College	1.72		A prominent building along this through-route	Other (add comment)	Ormerod Road



## Strategic Housing Market Assessment: Viability of Affordable Housing Summary

## Appendix B Strategic Housing Market Assessment: Viability of Affordable Housing Summary

1. Fordham Research was commissioned by Burnley and Pendle Borough Councils to carry out a study of affordable housing viability in their combined area. The viability study was intended to inform ongoing work on the preparation of Local Development Frameworks, by examining the impact on housing viability of alternative levels of affordable housing requirement.
2. The study involved preparing financial appraisals for a number of permitted, proposed or potential housing sites. The appraisals were designed to assess the impact on development viability of alternative requirements for affordable housing provision. Viability would be examined for a range of sites in a variety of development situations. A 'modelling' approach was taken, using bespoke spreadsheet software which allowed alternative scenarios to be tested quickly.
3. To ensure a representative range of sites for testing, the Councils considered the appropriate range of development situations, and produced a shortlist of sites in each category. From this a total of sixteen sites were selected, with eight in each Borough. The sites ranged in size from 12 to 135 dwellings.
4. The sites split relatively evenly between sites subject to permission or application on the one hand; and sites which were allocated, potential allocations or windfalls on the other. Only two sites were greenfield, with the other fourteen on previously developed commercial land. The majority of these were former mill sites; in two of these, conversion of some of the existing buildings was required. All but two of the sites were in the main urban corridor running along the valley from Padiham to Colne.
5. In all they provided just under 1,000 dwellings, at a relatively high average net density of 49 dwellings per ha.
6. In devising development proposals to test for each site, we considered the site characteristics and any detailed development proposals, any Development Brief where such proposals had not yet come forward, and also looked at other recent development proposals across the study area. We also drew on experience from elsewhere to develop appropriate development mixes for each site.
7. In any area of this size we might expect some variation in development types and situations, and that is the case here. An urban form that has emerged in many parts of the country post PPG3 provides for a mix of flats, two and 2.5 storey houses. In the study area this form typically produces a floorspace density of about 3,550 sq m per ha (15,500 sq ft per acre). There will be higher density schemes in larger urban areas, especially providing apartments in blocks and town centre conversions. There are also rural and urban edge development forms with lower densities, often focusing on larger, mainly detached units.
8. Our observation of development forms in those sites with applications, and experience elsewhere, led to the development of a four class typology, with floorspace densities ranging from 3,150 to 7,110 sq m per ha (13,750- 30,950 sq ft per acre), to inform development assumptions for the 16 sites.
9. The sites were tested with no affordable housing, and for options of 10%, 20% and 30% affordable housing. In each case the affordable housing was assumed to be a combination of social rented and intermediate homes - 90/10 in Burnley, and 80/20 for Pendle. The intermediate housing was required to match specified target outgoings, but could be either rented or low cost home ownership housing.
10. The affordable housing was to be provided on the basis of zero Social Housing Grant. Advice was sought from Councils' partner RSLs about appropriate selling prices with zero grant. We

also considered appropriate levels for the other planning gain contributions which might apply for each of the sites, using a tariff type approach but reflecting the levels achieved on the permitted appraisals sites and other recent example sites.

11. The local market for residential development was examined. There is a limited supply of new build housing across the area as a whole. Prices vary widely between the main urban corridor and the more expensive rural fringe, and only to a lesser extent within the urban areas. Taking into account current selling prices on schemes and some recent second hand exemplars across the market area, we determined price levels for flats and houses on each site.
12. We also looked at evidence in respect of land values for likely alternative uses for the sites.
13. We considered assumptions in respect of development costs and the other financial and site assumptions required to carry out appraisals. Abnormal costs were expected to arise on some sites. Appropriate assumptions to determine the building programme for each site were determined.
14. Appraisals for each site were produced in respect of all of the affordable options. They used a bespoke spreadsheet based financial analysis package. The approach was to determine the residual land value, i.e. what value the site would have after taking into account the costs of development, the likely income from sales and/or rents, and an appropriate amount of developer's profit. In order for the proposed development to be viable, the residual value must exceed the value from a valid alternative use.
15. The appraisals showed that with no requirement for affordable housing, only four of the sites delivered positive land values, with the two rural sites doing best. These results were somewhat below what Valuation Office Agency's (VOA) published data, now a little historic, or other available information, limited because of few recent land sales, suggested local values for 'oven ready' land would be. The appraisals are felt much more likely to present a 'worst case' than to be unduly optimistic.
16. As increasing amounts of affordable housing are introduced, the land value falls away. By 20% affordable, only the two rural sites still achieved a substantial positive land value, and with a requirement of 40% only one site was still positive. On some sites, those with highest densities, land value falls away much more quickly as the affordable contribution increases. On such sites the land value, the main source of the affordable contribution, is a much lower proportion of the scheme's total cost. Since land value is the main means of providing 'developer subsidy,' this means that it cannot go as far on high density schemes as with a lower density development.
17. Whether each individual option produces a viable outcome will depend on the land value from alternative uses. For the identified sites the alternative use was normally industrial/warehousing/storage. Industrial use would have an alternative use value of £175k per acre (£430k per ha) on appraisal sites across the area. Agricultural use was less valuable at £25k per ha/£10k per acre. The special circumstances of one of the sites meant that a specific assessment of value was required, although this turned out to broadly match the industrial 'benchmark' anyway.
18. This information, adjusted for any abnormal development costs that would still arise in the alternative use, was used to deduce whether the individual sites were viable at different levels of affordable housing provision. The results showed that thirteen sites were unviable even with 100% market housing. Of the remaining sites, two could produce 10% affordable housing and remain viable, both in the rural parts of the area. At 20% one was viable and the second was classed as marginal because the surplus over alternative use value was insufficiently large to assert that it would come forward. At 30% the one remaining site was still, comfortably, viable, and in fact a 40% appraisal for that site was just, barely, viable.

19. The Councils will need to consider these findings carefully in formulating policy targets in emerging Local Development Documents. They suggest that in the urban parts of the study no target proportion of affordable housing could reasonably be sought as a requirement in the present market situation, unless grant or other financial assistance was forthcoming. However it would be possible to set a target for the higher priced, rural areas. Provisionally we suggested a figure of 20%, although a two tier target for greenfield and brownfield sites might be a feasible policy response. With only two sites to go on, it is difficult to suggest a precise figure for each.
20. Since the work was first commissioned it has become clear that a major economic downturn is under way. The indications are that in the coming months viability will deteriorate further, as prices fall but costs continue to rise. We demonstrated the impact of possible price and cost future changes on the appraisal results, and suggested that it was important to focus on the flexible policy framework needed to deal with the ongoing viability situation, rather than simply considering the immediate target.