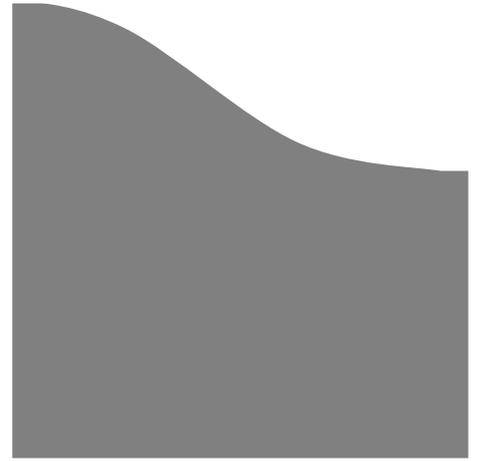


Local  
Development  
Framework  
for Pendle

Evidence Base



Strategic  
Housing  
Land  
Availability  
Assessment



2008



Adopted : 19<sup>th</sup> March 2008  
**£60**  
(Including Appendices)

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## 1. Introduction

### Purpose of the Assessment

- 1.1 This Strategic Housing Land Availability Assessment is a study looking at the amount of land which is potentially available for new housing development in the future. A top priority for the government is to ensure that land availability is not a constraint to the delivery of more homes.
- 1.2 There are two main purposes of the study:
- To identify specific, deliverable sites which will help to demonstrate a five year supply of land for residential development.
  - To aid the preparation of the Core Strategy and Land Use Allocations Development Plan Documents by identifying sufficient specific sites for at least the first 10 years of the plan, from the anticipated date of its adoption and ideally for longer than the whole 15 year plan period.
- 1.3 The assessment will identify as many sites as possible with the potential for housing, make an assessment of that potential and assess when the sites are likely to be developed. However it is not the purpose of this study to allocated land for residential development.

### Policy Context – National

- 1.4 The Planning and Compulsory Purchase Act 2004 introduced a new system of strategic planning at the regional and local level. Planning Policy Statement 3 (PPS3): Housing outlines a new policy approach for providing housing through the planning system. One of the government's key objectives is:

*‘to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live’*

- 1.5 In order to do this the planning system needs to deliver a flexible, responsive supply of land for housing purposes. PPS3 requires Local Development Documents to set out policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable the continuous delivery of housing for at least 15 years from the date of adoption.
- 1.6 PPS3 requires Local Planning Authorities to identify sufficient specific deliverable sites to deliver housing in the first five years of the plan and to ensure that a continuous supply of sites is maintained to deliver at least enough sites to meet the housing requirements over the next five years of the housing trajectory.

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<sup>1</sup> Planning Policy Statement 3: Housing, CLG, 2006.

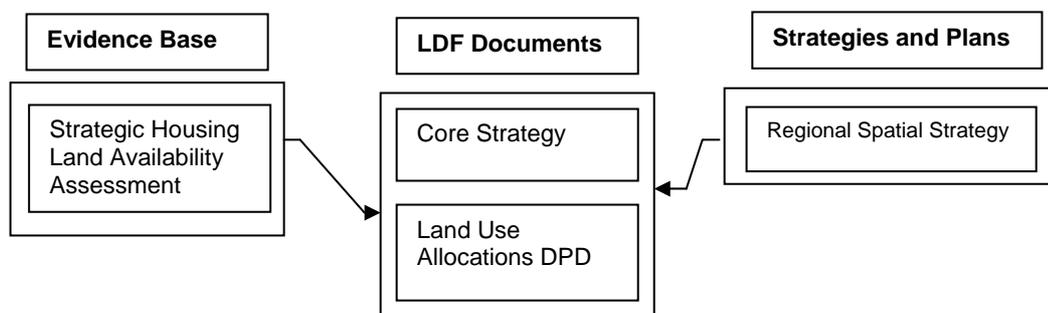
## Policy Context - Regional

- 1.7 At a regional level the submitted draft Regional Spatial Strategy for the North West encourages the use of results from sub-regional housing assessments and Urban Potential Studies, prepared in accordance with the guidance in the regional methodology 'Exploring Urban Potential for Housing', to inform the allocation of specific sites for housing development.

## Policy Context – Local

- 1.8 Undertaking a Strategic Housing Land Availability Assessment (SHLAA) will help to identify the supply of land for new housing opportunities and provide an evidence base for the following elements of the Local Development Framework (LDF) for Pendle:
- The allocation of the first ten years<sup>2</sup> supply of housing land in the Land Use Allocations Development Plan Document (taking account of the level of housing provision set by the North West Regional Spatial Strategy).
  - The allocation or broad area identification of a further five years supply of land for future housing development.
- 1.9 Figure 1A below shows how the SHLAA fits into the preparation of the LDF:

**Figure 1A – Evidence Base and the LDF**



- 1.10 A number of evidence base documents are being produced to help inform the preparation of the Local Development Framework. An Employment Land Review has been prepared in tandem with this Strategic Housing Land Availability Assessment. The preparation of these documents at the same time is advocated in the SHLAA practice guidance as it allows land availability and suitability for a whole range of land requirements to be considered.
- 1.11 The purpose of these studies is to identify sites that are suitable, available and achievable for different uses. There may be cases where

<sup>2</sup> Ten years from the date of adoption

the same site features in both studies as it may be equally suitable for both housing and employment. It is not the purpose of these studies to make a judgement as to which use is most appropriate for the site. It is for the plan making process to consider all factors and present the most sustainable option for each site. The SHLAA will need to be updated to take account of decisions made in the plan in order to adjust the overall housing capacity should sites in the SHLAA be allocated for an alternative use.

### **Practice Guidance**

- 1.12 This assessment has been produced in a time of flux in terms of policy guidance. Planning Policy Statement 3 (PPS3): Housing, introduces the government's new approach to planning for housing provision and requires all local planning authorities to undertake a Strategic Housing Land Availability Assessment (SHLAA) prepared inline with the practice guidance<sup>3</sup>.
- 1.13 At the start of preparing this study only the draft practice guidance<sup>4</sup> on undertaking Housing Land Availability Assessments was available. The initial methodology which outlined how the study would be undertaken was prepared using this guidance. However, the final practice guidance was published in July 2007 and although it does not change the overall approach of the assessment, where differences have occurred these have been taken into account and addressed when preparing the final report. In this report where the term practice guidance is used it refers to the adopted CLG guidance.
- 1.14 The North West Regional Assembly's guide on undertaking Urban Potential Studies has also been used to provide some guidance on the practical undertakings of the assessment and to supplement the CLG practice guidance. For example, the practice guidance advocates the use of sample schemes (not necessarily from the study area) for quantifying the supply of each site. The NWRA guide advocates a similar approach and provides design templates to undertake this exercise. These templates have been used in this study as the sample schemes for quantifying the supply.

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<sup>3</sup> Strategic Housing Land Availability Assessment: Practice Guidance, CLG, 2007

<sup>4</sup> Housing Land Availability Assessments: Identifying appropriate land for housing development: Draft practice guidance, ODPM, 2005.

## Assessment Aims and Objectives

- 1.15 A number of aims and objectives have been identified which the assessment needs to address:

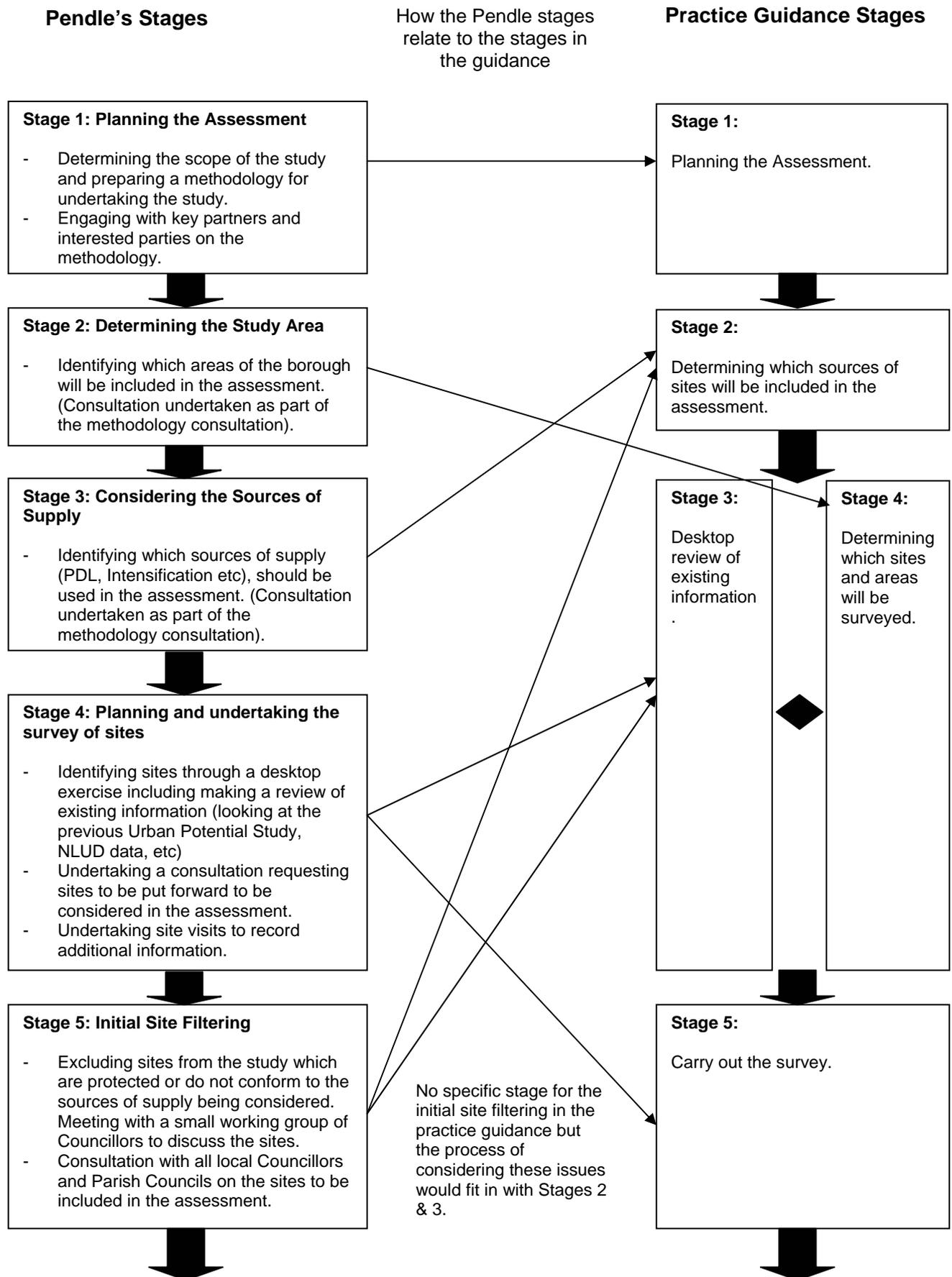
### Aims

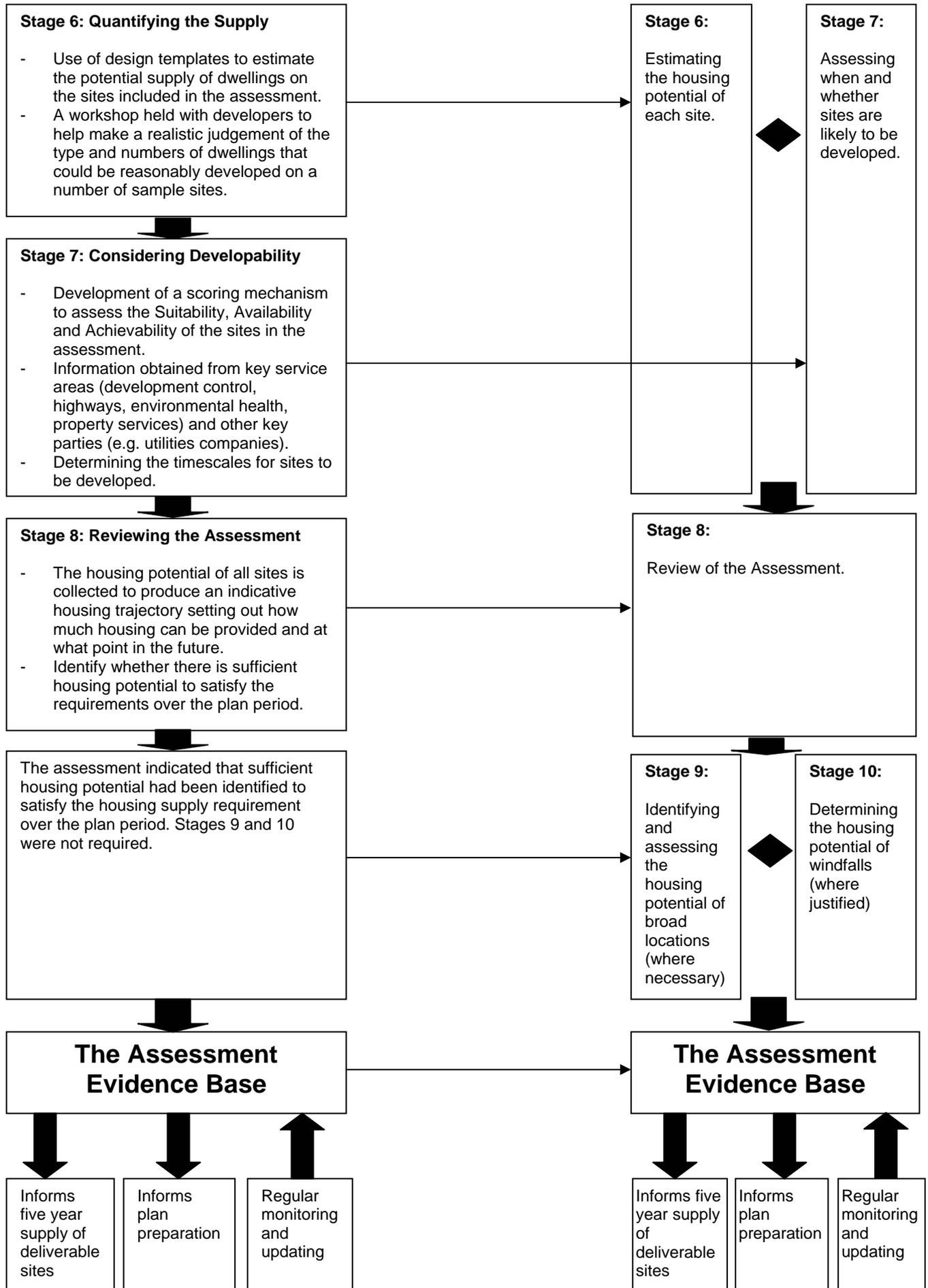
- To assist in demonstrating a continuous five year supply of housing land.
- To provide a robust evidence base for the production of the Core Strategy and Land Use Allocations Development Plan Documents.
- To establish a rank of sites in terms of their developability in order for the plan making process to make a judgement of their suitability for inclusion as allocations in the Land Use Allocations Development Plan Document.
- To aid the regional planning body in their work to determine the future level of housing provision and distribution in the region.

### Objectives

- To identify buildings and land that have development potential for housing.
  - To assess the expected level of housing provision from the identified land and buildings.
  - To assess the deliverability and developability of sites by identifying constraints and sustainability issues that might make the site unsuitable and/or unavailable and/or unachievable.
  - To incorporate the findings of the annual Housing Land Monitoring Report, in terms of the supply of new dwellings, into the assessment.
- 1.16 The SHLAA practice guidance identifies a number of key stages which must be followed in the preparation of the assessment. Figure 1B below provides a diagrammatical representation of these stages and identifies the key consultation periods undertaken at each stage. This figure shows how the approach taken in Pendle relates to the practice guidance stages.

**Figure 1B – Stages of the Assessment**





## Structure of Report

1.17 This report is structured as follows:

**Section 2:** provides an overview of the consultation that has been undertaken as part of the assessment.

**Section 3:** explains the methodology used to undertake the assessment and in particular considers the assessment area, sources of supply, quantifying the supply and the scoring system used to consider developability.

**Section 4:** provides the results of the assessment, identifying the overall potential.

**Section 5:** looks at how the potential identified in the assessment relates to the housing land supply requirement as detailed in the draft Regional Spatial Strategy.

**Section 6:** presents a summary and the conclusions of the assessment.

## 2. Consultation

- 2.1 Strategic Housing Land Availability Assessments (SHLAAs) should ideally be undertaken for a sub-regional housing market area by a housing market partnership. However, the guidance acknowledges that this will not always be possible and where a local authority needs to prepare an assessment individually *‘the assessment should be capable of aggregation at a housing market area level at a later date<sup>5</sup>.’*
- 2.2 The Boroughs of Pendle and Burnley share a housing market area but are at different stages in their plan making process. Individual SHLAAs will be undertaken for each local authority area using an agreed methodology. This will allow the results from each assessment to be aggregated at a later date if necessary.
- 2.3 The practice guidance stresses the importance of taking a partnership approach and involving key interested parties from the outset of the assessment. Although this assessment has not been undertaken by a housing market partnership, every effort has been made to engage key partners from the housing industry and involve the community to allow them to shape the approach which has been taken. From the start of the process when preparing the methodology through to the draft report, the views and input of the following groups have been sought to ensure a robust approach has been used: house builders, estate agents, planning agents, Councillors, Parish Councils and the local community.

### Consultation summary and timeline

- 2.4 Table 2A identifies the stages of the assessment where consultation has been undertaken. It details which partners were involved and when the consultation took place.

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<sup>5</sup> Strategic Housing Land Availability Assessments: Practice Guidance, CLG, 2007.

**Table 2A – Consultation**

<b>Stage in the Assessment</b>	<b>Consultation undertaken</b>	<b>Consultation undertaken with</b>	<b>Date of Consultation</b>	<b>Consultation Outcome</b>
Planning the assessment: Preparation of the Methodology Report including: <ul style="list-style-type: none"> <li>- scope of study</li> <li>- study area</li> <li>- sources of supply</li> </ul>	Consultation on the Methodology report. Letters sent to key partners. Posters advertising the consultation displayed in libraries and council shops. Consultation information was posted on the Council's website.	Specifically targeted at Councillors, Parish Councils, Developers, Estate Agents, Planning Agents, adjoining Local Authorities. Web based consultation for the community. (Appendix 1).	October – November 2006	9 comments were made by 3 partners. The specific comments and the changes made to the methodology are detailed in Appendix 2.
Determining which sites will be surveyed (identifying sites)	Consultation asking sites to be submitted for consideration. A web based consultation allowed members of the public to download a map of their site and send it to the Council for consideration. Adverts were placed in the Local Press. Posters were displayed in libraries and council shops. Letters were sent out to specific groups. (Appendix 3).	Councillors, Parish Councils, Developers, Estate Agents, Planning Agents, other interested parties and the community.	January – February 2007	A total of 96 sites were put forward for consideration by 34 partners. Some of these sites were outside of the settlement boundary and were not taken forward in the study. The complete list of sites put forward in the consultation period is detailed in Appendix 4.

<b>Stage in the Assessment</b>	<b>Consultation undertaken</b>	<b>Consultation undertaken with</b>	<b>Date of Consultation</b>	<b>Consultation Outcome</b>
Initial site filtering	Workshop held with a working group of Elected Members to establish a final list of sites to be included in the assessment. A final list of sites was sent out for consultation with all Councillors and Parish Councils.	Councillors, Parish Councils.	May – July 2007	Consultation with Councillors and Parish Councils allowed local knowledge about each site to be recorded and was used along with the survey information to make a decision about each site.
Estimating the housing potential of each site	A workshop was held with key partners to determine the yield from a number of sample sites using design templates. (Appendix 7).	Developers / House Builders, Development Control Officers, Conservation Officers.	August 2007	6 partners attended the design template workshop. The presence of a number of developers was useful as they provided information about the types of dwellings which could be feasibly developed on each of the sample sites.
Assessing when and whether sites are likely to be developed	Information provided from key service areas on the constraints of each site.	Highways, Environmental Health, Property Services, Development Control, Utility Companies	September 2007	Key reports and geographical information was provided by these partners so that the assessment could be undertaken
Draft SHLAA Report	Six week consultation on the findings of the assessment and report.	All	December 2007 – January 2008	New sites were identified, additional information was recorded and some of the sites rescored.

### **3. Methodology**

#### **Stage 1: Planning the Assessment**

- 3.1 The first stage of the SHLAA was to establish a project scope and draw up a methodology of how the key components of the assessment were to be undertaken. The methodology report for Pendle was based on the draft practice guidance<sup>6</sup> and the guide for undertaking urban potential studies<sup>7</sup>. It was sent out for consultation with key partners for a two week period to obtain a steer on the direction of the assessment.
- 3.2 Appendix 1 presents the list of key partners who were consulted on the methodology. The consultation was publicised across the Borough in the local libraries, council shops and on the Council's website. The comments received through this consultation process were then considered and changes were made to the methodology before it was finally adopted by the Council as the preferred approach. Appendix 2 provides details of the representations made and the actions taken to address these comments.
- 3.3 It was important at this initial stage of project planning to agree the methodology with Burnley Borough Council as Burnley and Pendle form a joint housing market area and in order to allow the results of the study to be aggregated in the future if necessary. Burnley Borough Council has agreed to follow the same methodology which has been used to undertake this SHLAA and follows the Communities and Local Government practice guidance.

#### **Stage 2: Identifying the Assessment Area**

- 3.4 In order to determine the potential housing land supply for Pendle it was necessary to identify which areas of the Borough were to be included in the assessment.
- 3.5 In Pendle it was determined that all settlements where housing could be provided should be included within the assessment. A wide range of settlement types can contribute to sustainable development. In rural areas, previously developed sites within villages can provide the opportunity for essential new homes. This is especially important where an increased population would aid the sustainability of these rural localities or where sites for affordable housing may need to be identified.
- 3.6 When considering which areas should be assessed and how comprehensive the survey of these areas should be the practice guidance requires a number of issues to be taken into consideration.

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<sup>6</sup> Housing Land Availability Assessments: Draft Practice Guidance, ODPM, 2006.

<sup>7</sup> Exploring Urban Potential for Housing: The Guide, NWRA (Entec), 2003.

Factors to determine the comprehensiveness of the survey:

- **The nature of the housing challenge:** the guidance indicates that in areas where the emerging housing provision targets are high or where there are signs of worsening affordability then surveys should be more comprehensive. In Pendle the emerging housing figures in the draft submitted RSS indicate a slight rise in the housing provision (compared to the figures in the current development plan). House price data indicates that prices are increasing significantly in some area of Pendle and the affordability of homes is becoming increasingly important. Based on these factors a comprehensive survey of sites has been undertaken.
- **The nature of the area:** the guidance explains that depending on the settlement make-up of the area it may be necessary to identify all the sites with potential for housing. In Pendle there is a range of sizes of settlements, however, to ensure the robustness of the assessment it was deemed appropriate to undertake a comprehensive survey identifying all potential sites for housing in all settlements.
- **The nature of land supply:** the guidance indicates that where a large proportion of the housing requirement will be delivered through smaller sites the study will need to identify these sites. In Pendle there is a range of sizes of sites which could deliver the housing requirement. It was deemed appropriate to identify all sizes of sites so that all options could be considered and to ensure the study was as comprehensive as possible.

Geographical areas which could be considered:

- **Development hotspots:** the guidance recommends mapping the areas which are the focus of recent planning permissions to give a current indication of the current market demand. In Pendle this is established through the mapping of data from the Housing Land Monitoring Report.
- **Town and district centres:** the guidance recommends considering these areas in the site search as they have more frequent land use change and may contain opportunities. In Pendle all sites within the existing settlement boundaries are being considered which takes these areas into account.
- **Principal public transport corridors:** the guidance suggests that these areas are sustainable locations and merit being surveyed. In Pendle all sites within existing settlement boundaries are being considered. This will ensure that areas of high accessibility are surveyed.

- **Specific locations within settlements:** the guidance recommends looking at areas where market renewal initiatives or redevelopment strategies are being pursued. In Pendle the Housing Market Renewal Initiative areas will be considered.
- **Specific locations outside settlements:** the guidance suggests that these sites may be identified through the regional spatial strategy or other sources of data. However, where this is not the case identification of broad locations for housing development may be undertaken. In Pendle no such sites are identified through the RSS and broad locations will only be identified if the assessment shows that there is a need to do so.

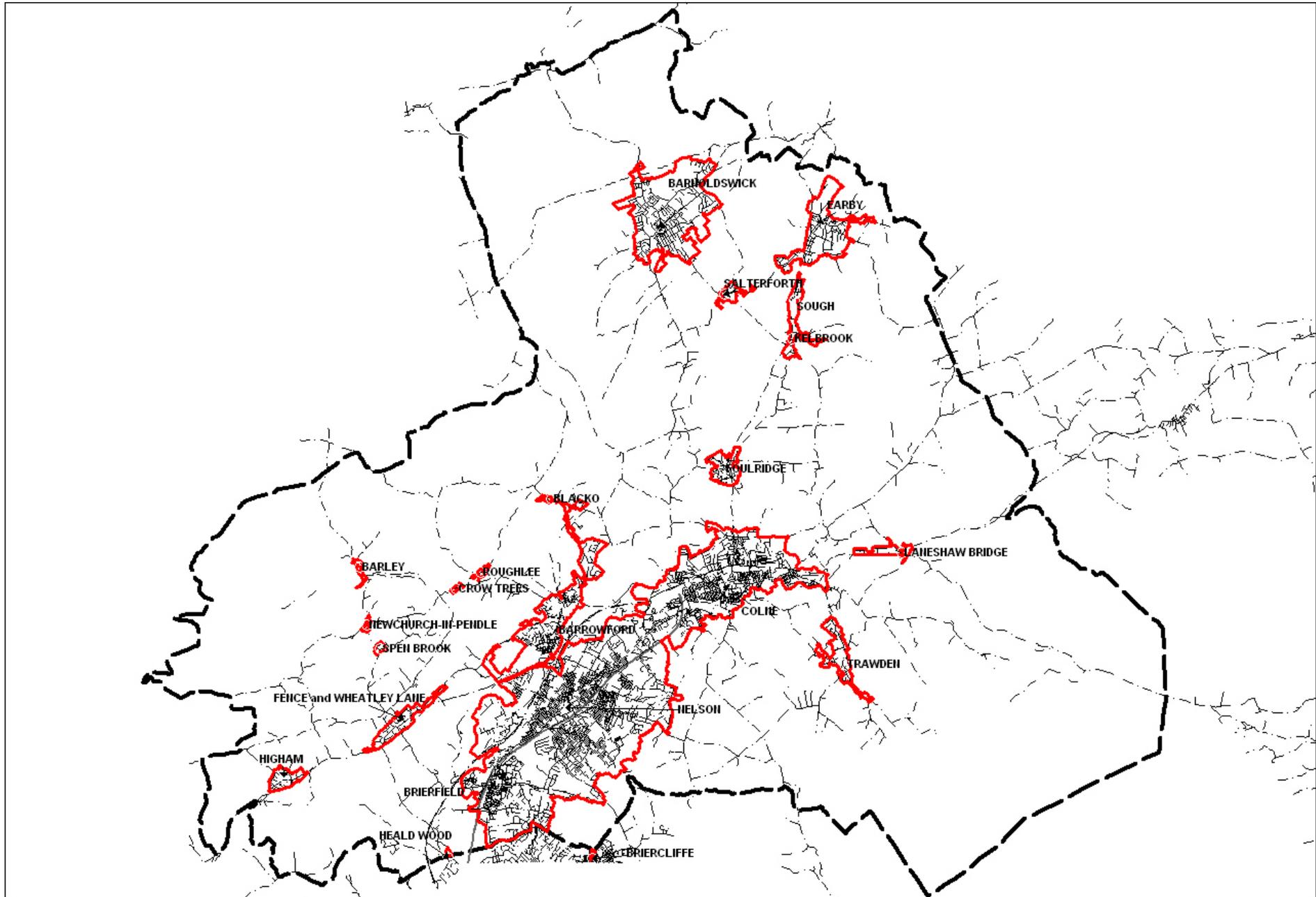
3.7 However, although all the factors about choosing the geographical areas have been taken into account, at the time of determining the assessment area only the draft practice guidance was available. It recommended that defined settlement boundaries taken from the local plan for the area could be used as the assessment area boundaries. It advocated that if the local plan was out of date then the boundaries should be revisited. In Pendle the Replacement Local Plan (2001-2016) was adopted in May 2006. The settlement boundaries in this plan had been scrutinised through two formal consultation periods and a public inquiry making them robust and up-to-date for use in this assessment.

3.8 The following settlements have defined boundaries in the Local Plan and were included in the assessment:

- Barley
- Barnoldswick
- Barrowford
- Blacko
- Brierfield
- Briercliffe
- Colne
- Earby
- Fence
- Foulridge
- Heald Wood
- Higham
- Kelbrook
- Laneshaw Bridge
- Nelson
- Newchurch-in-Pendle
- Roughlee & Crow Trees
- Salterforth
- Sough
- Spen Brook
- Trawden

3.9 Figure 3A presents the defined area boundaries for each settlement included within the study.

Figure 3A – Study area boundaries



### Stage 3: Considering the Sources of Supply

- 3.10 The practice guidance identifies a number of potential sources of housing supply which should be considered in the assessment. Table 3A presents these sources and identifies the method which was used to collect data for these sources.
- 3.11 The guidance states that *'particular types of land or areas may be excluded from the assessment. Where this is the case the reason for doing so will need to be justified.'* In Pendle, circumstances exist that render some of the sources of supply inappropriate for inclusion within the assessment. A justification for the inclusion or exclusion of each source of supply is included in the 'comments' column. Consultation on the methodology report allowed partners to agree the sources of supply to be considered.
- 3.12 At the time of preparing the methodology report the draft practice guidance suggested that sources of supply which would contribute to a windfall allowance could be considered. However, the final practice guidance states that an allowance for windfalls should not be included unless there are justifiable local circumstances. Accordingly the method has been amended to reflect this change in the guidance. A windfall allowance will not be included within this assessment. The work undertaken on past trends data indicated that the supply from windfalls such as flats over shops or subdivisions is extremely low and would not make a significant contribution to the overall potential.
- 3.13 The sources of supply are divided into two main categories:
- Sites in the planning process
  - Sites not currently in the planning process

**Table 3A – Sources of supply**

Source of supply	Data collection methods	Comment	Suitable role
<b>Sites in the planning process</b>			
Land allocated (or with permission) for employment or other land uses which are no longer required for those uses.	Local Plan	The Replacement Pendle Local Plan (2001-2016) was adopted in May 2006. There are no allocations for new employment development in the Local Plan and therefore a review of such allocations cannot be undertaken. The plan does designate protected employment areas which could be considered. However, the initial stage of the Employment Land Review has shown that there is still a need to retain these areas for economic uses. Therefore sites	Five year supply.  Potential allocation.

Source of supply	Data collection methods	Comment	Suitable role
		<p>in the protected employment areas will not be considered in this assessment for residential development. However, there is one exception to this position. As detailed in the adopted methodology report, where a protected employment site is in an Area Action Plan (AAP) area where the AAP is at preferred options stage or beyond and where the AAP proposes a clear land use change for the protected site then the site will be considered in the assessment. There is an allocation for new retail development, however, the Retail Capacity Study (2007) indicated a need for future retail land therefore it would be premature to re-assess this allocation. There are allocations for new community uses which can be considered in the assessment. The practice guidance states that current policy designations which restrict development should not narrow down the scope of the assessment. Where there is a proven need to consider a certain policy designation then the site search can be restricted. In the case of the Community Facilities allocations where the site has not been developed for the proposed use then the site should be considered in the assessment.</p>	
Existing housing allocations and site development briefs	Local Plan	There are no housing allocations in the Local Plan. Consideration will be given to Housing Market Renewal Reserved Housing Sites. These sites should be reassessed in terms of the amount of supply which can be yielded from them and their suitability for general market housing in the longer term.	<p>Five year supply.</p> <p>Potential allocation.</p> <p>Broad location.</p>

Source of supply	Data collection methods	Comment	Suitable role
Unimplemented /outstanding planning permissions for housing	Housing Land Monitoring Report (2006/07)	The supply from unimplemented and outstanding permissions should be assessed.	Five year supply.
Planning permissions for housing that are under construction	Housing Land Monitoring Report (2006/07)	The supply from schemes under construction are still classified as available and shall be included in the overall potential.	Five year supply.
<b>Sites not currently in the planning process</b>			
Previously developed vacant and derelict land and buildings (non housing)	Urban Potential Study 2005, NLUD-PDL, Comprehensive Survey	Previously developed land can account for a significant source of housing land supply. The comprehensive survey approach should ensure that all sites under this category are identified.	Five year supply. Potential allocation. Broad location.
Land in non-residential use which may be suitable for re-development for housing:			
Redevelopment of car parks	Information from the Highways Section, Property Services, Local Plan, Urban Potential Study 2005	A reasonable amount of car parking is essential. However, underused and temporary car parks can often provide housing sites in prime locations.	Five year supply. Potential allocation. Broad location.

Source of supply	Data collection methods	Comment	Suitable role
Conversion of commercial buildings	Consultation with interested parties, Employment Land Review.	The initial stage of the Employment Land Review has shown that there is a need to retain the protected employment areas (as designated in the Replacement Pendle Local Plan 2001-2016) for economic use. Therefore only those commercial buildings <u>not</u> within a protected employment area will be considered in the assessment. These buildings should be vacant or on a short term lease and not economically viable for continued employment use.	Five year supply.  Potential allocation.  Broad location.
Additional housing opportunities in established residential areas, such as under-used garage blocks. (Intensification)	Comprehensive survey.	The intensification of existing areas includes the development of redundant garage courts, large gardens, and other sites within existing housing areas such as end of terraces. Intensification is often associated with low density housing areas. In Pendle 60% of the housing stock is in the form of terraces at high densities. Only redundant/under-used garages and other vacant sites will be considered in the site search. To identify specific garden land with potential may result in a reduction in the mix of housing types and densities which are achievable.	Five year supply.  Potential allocation.  Broad location.

<b>Source of supply</b>	<b>Data collection methods</b>	<b>Comment</b>	<b>Suitable role</b>
Large scale redevelopment and re-design of existing residential areas.	Not to be considered as a source of supply	This source of supply is not to be considered in the study as the housing requirement in the submitted draft Regional Spatial Strategy for the North West is net of clearance and replacement. The Housing Market Renewal programme is attempting to address the issue of market failure and deliver choice in the housing market. The projects which are currently being progressed indicate that any replacement of cleared dwellings will be at a level below the clearance rate.	N/A
Sites in rural settlements and rural exception sites.	Comprehensive survey	The assessment area encompasses those rural settlements with a settlement boundary. Sites within those areas will be identified and considered.	Five year supply. Potential Allocation.
Vacant land not previously developed.	Urban Potential Study 2005, Comprehensive survey	Vacant land within urban areas which has not been previously developed can provide a source of supply. It may be shown on Ordnance Survey maps as a 'white' area with no annotation.	Five year supply. Potential allocation. Broad location
Urban extensions	Not to be considered as a source of supply	The practice guidance states that the broad locations for urban extensions would be identified in the RSS. The submitted draft RSS does not identify any broad areas in Pendle where urban extensions should be considered.	N/A
New free standing settlements	Not to be considered as a source of supply	There are no plans for any new free standing settlements in Pendle. These would have been identified in the RSS. No such need has been identified.	N/A

## Stage 4: Identifying sites, planning and undertaking the survey

3.14 In order for the assessment to be considered robust it was important to identify all the possible sites for residential development. The practice guidance advocates that as a starting point a desktop review of a number of data sources should be undertaken to identify sites to be considered in the assessment. Table 3B presents a list of the data sources which were used to identify sites and buildings.

**Table 3B – Sources of Information**

Source		Purpose
<b>Sites in the planning process</b>		
Replacement Pendle Local Plan	Site allocations (not yet the subject of planning permission)	To identify sites
Housing Land Monitoring Report	Sites not yet started and sites under construction	To identify sites
<b>Other sources of information that may help identify sites</b>		
Pendle Urban Potential Study (2005)		To identify land and buildings
National Land Use Database		To identify land and buildings
Employment Land Review		To identify land and buildings
Property Register (vacant industrial and commercial)		To identify buildings
Register of Surplus Public Sector Land		To identify land
Ordnance Survey maps		To identify land
Aerial photography		To identify land

3.15 In addition to the desktop review of information a site search consultation exercise was undertaken to help identify further sites. A web-based exercise allowed key partners and members of the community to download maps, draw on site boundaries and return them to the Council for consideration. Consultees were also asked to fill in a site identification form giving some basic details about the site they were submitting and any constraints which may inhibit development on the site.

3.16 This consultation exercise was publicised in the local press, local libraries and council shops. Appendix 3 provides evidence of the consultation in the form of press cuttings and posters. Letters were sent to key partners in the housing industry, all local councillors and parish councils.

3.17 The sites which were submitted for consideration were checked against the existing list and any duplicates were removed. Submitted sites also had to be located within the study area boundaries. Those sites which did not comply with this requirement were not taken forward in the assessment. A full list of sites which were submitted through the consultation process can be viewed in Appendix 4.

- 3.18 Once a total list of sites had been compiled it was necessary to record some key information about each site in order to help determine developability at a later stage. The practice guidance states that ‘as a *minimum all sites identified by the desk-top review should be visited.*’
- 3.19 Site visits were undertaken to make a check on the information which was obtained from the desktop review and the site search consultation. Additional information on possible constraints was also gathered, photographs of each site were taken and physical conditions/attributes noted.
- 3.20 This comprehensive survey approach should ensure that all possible site options have been identified.

### **Stage 5: Initial Site Filtering**

- 3.21 Once all the information from the site visits and desktop survey had been recorded an initial filtering process was undertaken to remove those sites which did not fall into one of the sources of supply or where they were constrained by a strong policy designation.
- 3.22 The practice guidance explains that the scope of the assessment should not be narrowed down by existing policy designations designed to constrain development, except for those clear-cut designations such as SSSIs. The SSSI in Pendle is outside of the study area boundary and does not affect the sites being considered. However the following policy designations were considered to warrant the removal of sites from the assessment: open space, sites of settlement character and natural heritage. These designations help to protect the natural environment and sites covered by these designations should not be considered for development.
- 3.23 The Open Space Audit is currently under review and sites which are no longer deemed suitable as open space have been identified and considered in this SHLAA.
- 3.24 Sites identified in protected employment areas were also removed from the assessment. Work undertaken as part of the Employment Land Review shows that these areas are still required for economic use. Therefore, in order to protect the economic base, sites within these areas should not be considered for housing purposes at the present time. There is one exception to this position. Protected employment sites located in an Area Action Plan (AAP) area where the AAP is at the preferred options stage or beyond and where the AAP proposes a clear land use change for the protected site, then the site will be considered in the SHLAA.
- 3.25 Sites were also excluded where planning permission for employment or other non-residential uses had been started or completed on site as these sites are now unavailable for housing development.

- 3.26 As part of the partnership approach a small working group of Members from the Council's Executive committee was convened to help undertake the initial site filtering stage and consider the sites to be included in the assessment. The involvement of Councillors at this stage allowed a local perspective on the sites to be put forward, including the identification of constraints which would restrict the development of a site. This information, together with the initial on-site survey records and the desk top survey information, allowed a filtered list of sites to be taken forward in the assessment.
- 3.27 Following this process and as a further part of the partnership approach, maps of each Ward area and Parish area with the filtered sites marked on them were then sent out to all Councillors and Parish Councils asking for comments to be provided about each site. This was an important stage as it allowed further constraints to be identified and further local knowledge about the sites to be noted. All this information could then be used at the later stage of determining the developability of each site.
- 3.28 Appendix 5 presents the list of sites which were taken forward in the assessment after initial site filtering was undertaken. Appendix 6 presents the list of sites which were excluded from the assessment after initial site filtering and explains the specific reasons for excluding these sites as advocated by the practice guidance.

### **Stage 6: Quantifying the supply**

- 3.29 Having regard to the final list of sites, this stage of the assessment involved estimating the likely housing potential each site could achieve if it were developed optimally. In determining the yield for each site a combined approach of two methods has been used: a) density information in the existing Local Plan, b) example schemes.
- 3.30 The practice guidance recommends that the estimation of the housing potential for each site should be guided by existing or emerging plan policy so that a local judgement about site densities can be taken. Policy 20 of the Replacement Pendle Local Plan advocates that a minimum density of 30 dwellings per hectare should be achieved and that in areas of high accessibility densities of 50 dwellings per hectare are encouraged. These densities were used as a starting point for calculating the yield of each site. Policy 20 also indicates that there are some circumstances where lower densities may be required due to the impact a development may have on the existing urban form. Where this is the case the reasons for the lower density are explained.
- 3.31 The practice guidance also indicates that an acceptable approach to estimating the potential yield of each site is to use sample schemes representing a range of site sizes and locations where housing development is anticipated.

- 3.32 The sample scheme approach allows a more realistic estimation of yield to be determined as it takes into account the surrounding urban form, surrounding densities and the most appropriate types and style of housing which can be accommodated in a particular location.
- 3.33 The design templates from the NWRA guide were used as the sample exemplar schemes. A workshop was held with a number of house builders, developers, development control officers and conservation officers to determine which template scheme would be most appropriate for each of the sample sites. Appendix 7 provides a list of those partners who were invited and attended the workshop.
- 3.34 A matrix was provided with the templates to help identify the most suitable scheme for a particular size and type of site. The summary information provided with each template included the density the scheme should be developed at. This density was then applied to the site under consideration in order to determine the yield.
- 3.35 A 20% sample of sites from the list of included sites was used at the workshop. The sample included sites from all of the main urban locations and three selected rural villages. The sites in the sample were of varying size and type in order to give a good indication of which scheme would work best in each different location.
- 3.36 The views of the developers provided information on what types of housing were realistically viable in a particular area and what types of housing developers would realistically build.
- 3.37 The information gathered from this workshop was then used to help make informed decisions about the yield which could be achieved from similar sites in the list in order to work out the potential yield for each site included in the assessment.

### **Stage 7: Assessing when and whether sites are likely to be developed**

- 3.38 This stage of the assessment required the suitability, availability and achievability of each site to be assessed. This information will be used in the plan making process to determine whether a site is deliverable, developable or not currently developable. This in turn will allow judgements to be made as to which sites should be brought forward as allocations in the Land Use Allocations DPD. However, it should be noted that it is not the role of the SHLAA to allocate land. The practice guidance also indicates that the assessment of deliverable and developable sites should be made irrespective of the level of housing provision actually needed over the plan period. The assessment of deliverable sites will also be important in determining which sites can be used to demonstrate a five year supply of land for housing.

- 3.39 The practice guidance considers a site to be:
- **deliverable** – if it is available now, offers a suitable location for housing development now and there is a reasonable prospect that housing will be delivered on the site within five years from the date of adoption of the plan; and
  - **developable** - if it is in a suitable location for housing development and there is reasonable prospect that it will be available and could be developed at a specific point in time.
  - **not currently developable** – where it is unknown when the site could be developed because constraints are so severe it is not known when they may be overcome.
- 3.40 In order to help determine each site's suitability, availability and achievability a scoring matrix using a number of criterion was developed. The information which was recorded from the desktop survey, the site visits, consultation exercises with Councillors and Parish Councils and information supplied from Council Departments (such as Environmental Health) was used when scoring the attributes of each site. The practice guidance advocates that the assessment should involve key partners. The requesting of constraints information from a range of parties helps to support the partnership approach. The section below looks at how the criteria scoring matrix was derived.

### **Assessing suitability for housing**

- 3.41 The practice guidance states that a site is suitable for housing development if it offers a suitable location and would contribute to creating sustainable, mixed communities. Appendix 8 provides the comprehensive list of criteria each site was assessed against to determine the suitability, along with an explanation of why each criterion was chosen. The criteria used were selected from a number of sources of information. The practice guidance was used as a starting point to determine the kind of issues which were relevant to assessing the suitability of a site. The NWRA guide also takes a similar approach to assessing suitability and criteria from the guide were also used.
- 3.42 The practice guidance divides the factors to be considered into four areas:
- **Policy restriction:** such as designations, protected areas, existing planning policy. In Pendle sites that were covered by the following planning policy designations were considered to be largely unsuitable for residential development and received a low score against this criterion: a) Protected Employment Area, b) Site of Settlement Character, c) Open Space, d) Natural Heritage Designation. Other planning policy issues which were scored included: a) previously developed land status, b) settlement location and c) ability to meet car parking standards.

- **Physical problems and limitations:** the guidance requires the impact of ground conditions, flood risk and contamination to be assessed. In Pendle information on the following possible limitations was recorded. a) topography, b) contamination, c) flood risk, d) infrastructure availability and capacity. Sites which were adversely affected by one of these issues received a low score against that criterion. In relation to flood risk; sites which were within Flood Risk Zone 3 were considered against the Exception Test (as defined in Planning Policy Statement 25). Sites which did not pass the exception test were excluded from the assessment as development would present an unacceptable risk to users. In some cases where only part of the site was in the flood risk zone, the boundary of the site would be redrawn to exclude the area at risk. The assessment also looked at the accessibility of each site to a list of key services. This helped to provide information about the sustainability of each site.
  - **Potential impacts:** the guidance requires the effect upon landscape features and conservation to be address. The following information was recorded and scored: impact on a) a conservation area and its setting, b) a listed building and its setting, c) a scheduled monument and its setting, d) archaeological remains and their setting, e) a tree preservation orders, and f) ecology (including biodiversity and geodiversity).
  - **The environmental condition:** the guidance requires the environmental condition of the area to be assessed for future residents. The uses of neighbouring sites were recorded and sites were scored according to the impact the neighbouring uses would have on a new residential development. Any evidence of poor air quality was also recorded.
- 3.43 Appendix 9 provides a break down of how each site performed against the suitability criteria along with an assessment comment on the suitability of the site.
- 3.44 The information used to score each site against the suitability criteria was obtained from a range of sources. This supported the partnership approach as it allowed constraints from each key service area to be considered.

### **Assessing availability for housing**

- 3.45 The practice guidance states that a site is available for development where on the best information available there is confidence that there are no legal or ownership problems which could restrict development. Appendix 10 provides the comprehensive list of criteria each site was assessed against to determine the availability, along with an explanation of why each criterion was chosen.

- 3.46 The practice guidance provided the key criteria to be used to make an assessment of the availability of each site. The guidance suggests that the following issues should be considered: a) access, b) ownership and c) whether the site is in current use. All these issues can affect whether a site is available for housing and can also affect the timescales for when the site may come forward for development.
- 3.47 Appendix 11 provides a break down of how each site performed against the availability criteria along with an assessment comment on the availability of the site.
- 3.48 The information used to score each site against the availability criteria was obtained from the site visits, Property Services and Highways. This supported the partnership approach as it allowed the constraints from each key service area to be considered.

### Assessing achievability for housing

- 3.49 The practice guidance explains that a site is considered to be achievable for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time. The practice guidance identifies a number of issues that will affect the achievability of a site:
- **Market factors:** the guidance suggests looking at adjacent uses, the attractiveness of the locality and the level of potential market demand. In Pendle the attractiveness of the locality has been assessed by looking at the environmental state of the surrounding area, the selling prices of surrounding properties and the number of sales in the area.
  - **Cost factors:** the guidance suggests looking at the additional costs of preparing the site due to physical constraints. In Pendle where a physical constraint exists on a site this has been noted in the achievability comments as a potential additional cost to development which may affect the timescales of a site coming forward.
  - **Delivery factors:** the guidance suggests looking at the realistic build out rates, the different types of housing products which can be offered on the site. In Pendle the design template exercise was used to determine the types of housing which would be most suitable on each site. The involvement of developers at this stage helped to provide a realistic assessment of the types of housing which are feasible in a certain location. The residual valuation model has taken this into account when assessing the level of return from each site.
- 3.50 Appendix 12 provides a list of criteria each site was assessed against to determine the achievability, along with an explanation of why each criterion was chosen. Further explanation about the achievability assessment is provided below.

- 3.51 The achievability of a site is essentially a judgement about the economic viability of a site. To assess this it was agreed by partners in the methodology report that a residual valuation model would be used on a sample of sites of different sizes from each postcode sector area across the Borough. The use of this model helped to give an indication of what sort of sites and schemes were viable and likely to come forward. Appendix 13 presents a break down of the residual valuation calculation for each of the sample sites.
- 3.52 The residual valuation model is a basic calculation which uses house price and building cost data (see Appendix 14) to make an estimate of the profit earned from developing a certain type of housing on a particular site. The model which was used was taken from the North West Regional Assembly's guide on undertaking urban potential studies. The model is seen as a credible technique and has been adopted by the NWRA through the guide and has been scrutinised through use in a number of studies.
- 3.53 The results from the calculations were applied to similar types of sites in each of the postcode sectors. This helped to assess the viability of each site and allowed a development timescale to be estimated. In addition to the residual valuation model, the informal views of developers were also noted at the design template workshop. They provided information on what types of housing would be viable on the sample sites in different locations. Appendix 15 provides a summary of the types of development which are achievable in each of the postcode sectors and the level of market attractiveness in those areas.
- 3.54 The viability spreadsheets showed that there is a clear distinction in market attractiveness between the inner urban areas and the outer rural areas. House prices vary considerably between these two areas. In the North of the Borough, sites in Barnoldswick, Earby and in the villages along the A56 perform well in terms of producing a high residual value. This is contrasted by the inner areas of Nelson, Brierfield and parts of Colne where the high density terrace housing lowers the attractiveness and therefore the viability of any sites within these areas. There are small pockets in Nelson, Colne and Brierfield where new housing developments have helped to improve the mix of housing types and increase the viability of these areas. The Housing Market Renewal Initiative which is underway in Brierfield, Nelson and Colne also has the potential to change the nature of the local housing market by helping to change the nature of the land supply portfolio. The provision of new and varied types of housing will go part way to revitalising the housing market in these areas. If the market attractiveness of these HMR areas is improved then the viability of sites in these areas to come forward will increase.
- 3.55 The viability of a site can often come down to the type of scheme that is put forward for the site. When making an assessment of viability one of the key considerations is the fact that different dwelling mixes provide

very different commercial viability levels. Furthermore a specific mix of housing that works in one location may not work in another. This is mainly due to the different selling prices of different types of property and the demand for a particular type of property in a particular location.

- 3.56 A further consideration which needs to be taken account of is the size of a site and the impact this has on the viability for development. Small sites will often be less viable especially in areas of low market demand. These sites would typically accommodate extensions to terrace blocks, however, these schemes are unlikely to come forward in the short term as selling prices for terraces are low. In this study a number of small sites within the inner urban areas have been identified and retained with the view that they may come forward in the longer term if the viability of the area improves. Work being undertaken as part of the Housing Market Renewal Initiative aims to increase the market attractiveness of these areas helping to boost the viability of these sites. These small sites do not make up a large percentage of the total potential and will be kept under review as part of the updating of this assessment.
- 3.57 Appendix 16 provides a break down of how each site performed against the achievability criteria along with an assessment comment on the achievability of the site.

### **Timescales and overcoming constraints**

- 3.58 In terms of applying actual timescales, as well as using the viability information, the following assumptions were used:
- Under the effective use of land approach in Planning Policy Statement 3 (PPS3): Housing, previously developed sites should be the priority for development. (It is acknowledged that there may be circumstances where constraints may delay or inhibit brownfield sites from coming forward. In these cases previously undeveloped sites may be considered).
  - Sites in areas of lower housing demand will come forward in the medium and longer term periods only.
  - Small sites which can only accommodate one or two dwellings are more likely to come forward in the longer term.
  - The ease of which constraints on a site can be overcome will affect the timescales for delivery.
- 3.59 As part of the assessment of each site any constraints that would inhibit, delay or make development impossible have been recorded. These constraints have been identified through information supplied by key council services (for example contaminated land issues from Environmental Health) and through the site visits. Obtaining this information is a key part of the partnership approach. Consideration has been given to each of these constraints and a suggested action as to what needs to be undertaken to overcome these constraints has

been put forward. Actions may include investment in infrastructure, land remediation from contamination, dealing with ownership fragmentation and environmental improvements.

- 3.60 Appendix 17 provides the final list of sites showing the definitive potential and indicating when each site is likely to come forward and what action needs to be undertaken to overcome constraints.

### **Assessing sites with planning permission**

- 3.61 The practice guidance states that sites with planning permission will generally be suitable, although it may be necessary to assess whether circumstances have changed which would alter their suitability. The guidance also notes that the existence of a planning permission does not necessarily mean that the site is available and an assessment may be needed to establish how and when it will come forward. Taking this advice into account it is clear that not all sites with planning permission are likely to come forward. PPS3 makes it clear that when determining how much land is required for housing, sites which have planning permission should only be included where it can be demonstrated that the sites are developable and are likely to contribute to housing delivery at the point envisaged. It is therefore important to make an assessment of sites with residential planning permission to try and establish what proportion are likely to come to fruition and when.
- 3.62 Two methods have been employed to make an assessment of unimplemented planning permissions:
- A questionnaire survey
  - An analysis of past completion rates (the completions projection model)

### **Survey of applicants**

- 3.63 A questionnaire survey was sent out to those applicants who had received current residential planning permission which have yet to be implemented. They were asked a series of questions about their intentions to implement the scheme, including; the timescales for starting the development, any constraints which may inhibit the development of the site and the timescales for completing the development. Where an applicant was not intending to develop the site they were asked to provide details of the reasons for not developing.
- 3.64 Appendix 18 provides a copy of the questionnaire which was sent out to those applicants with current unimplemented residential planning permissions. A total of 20% of applicants responded to the questionnaire providing information about 21 sites (which equates to 86 units). The analysis of the findings from the questionnaire survey shows that the majority of applicants that returned the questionnaire intend to implement their permission.

3.65 However, it is acknowledged that 20% is a relatively low response rate and it would not provide a realistic assessment of the total stock of unimplemented permissions if the results were extrapolated across the remaining stock of permissions. There was no other way of contacting applicant or prospective developers; therefore it was necessary to employ an alternative method to assess the existing stock of consents.

### **The completions projection model**

3.66 Work was undertaken for the Local Plan review to determine the number of dwellings which would be likely to come forward to fruition. This work has since been updated for use within the Strategic Housing Land Availability Assessment. Data on the time it takes for a permission to be completed from the date the permission was granted was collected and analysed. This information has been used to derive the likely percentage of residential units which will come forward in a particular year period following the grant of consent.

3.67 The percentages could then be applied to the current stock of available residential planning permissions (unimplemented and under construction) to make an estimate of how many dwellings were likely to be developed overall. This completions projection model indicates that out of the current stock of 872 planning permissions 448 dwellings are likely to come forward to completion.

3.68 Table 3C provides a summary of the numbers of dwellings likely to come forward in the next five years from the results of the completions projection model.

**Table 3C – Implementation of sites with planning permission**

	<b>Total available</b>	<b>2007/08</b>	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>	<b>2011/12</b>	<b>Total</b>
<b>Completion Projection Model</b>	872	245	134	52	14	2	448

3.69 The low response rate of the questionnaire means that the full stock of existing planning permissions cannot be fully assessed. The results of the questionnaire do help to reinforce the model as they indicate that a significant number for consents will come forward to completion. However, for the purposes of the SHLAA the analysis of past trends (the completions projection model) will be used to show how many dwellings are likely to come forward to completion. This method provides a more realistic assessment of the total stock of consents and shows that half of the existing stock is likely to come forward. This figure will be used in the overall potential figure detailed in Sections 4 and 6.

- 3.70 The model will be updated on an annual basis in order to ensure that the estimations for the number of planning permission likely to come forward remain accurate.

## 4. Assessment Results

- 4.1 Overall after the initial filtering of sites without planning permission, 228 sites were taken forward and assessed using the method described above.
- 4.2 The assessment of the stock of planning consents was also undertaken at this stage.
- 4.3 This section presents the results of the assessment. They are divided up into a number of different categories with the overall potential yield being broken down into three timescale periods.

### Potential from sites within the planning process

- 4.4 Table 4A provides a break down of the potential from the sources of supply currently within the planning system and indicates the likely timescales for when the sites will come forward.

**Table 4A – Summary of potential from sites in the planning process**

Source of Supply		Timescales for development			Overall totals
		0-5 years	6-10 years	11-15 years	
Existing housing allocations and site development briefs (HMR reserved housing land)	Brownfield (PDL)	107	0	0	107
	Greenfield (not PDL)	0	223	463	686
Unimplemented/outstanding planning permissions for housing		283	0	0	283
Planning permissions for housing that are under construction		165	0	0	165
<b>Total supply from sites currently within the planning process</b>		<b>555</b>	<b>223</b>	<b>463</b>	<b>1,241</b>

### Existing Housing Allocations

- 4.5 Table 3A explains that there are no existing housing allocations in the Replacement Pendle Local Plan. This is because at the time of preparing the Local Plan the Borough was in a situation of oversupply and could demonstrate that there was enough land available to meet the housing requirements of the Joint Lancashire Structure Plan over the plan period. There are, however, sites reserved for housing for use as part of the Housing Market Renewal Initiative should land be needed for replacement dwellings. Although these sites are not specifically housing allocations they do provide a source of potential housing supply and have therefore been considered in this assessment. These

sites are made up of two sources; sites that are considered to be previously developed land and sites which are considered to be vacant not previously developed. All sites fall within a defined settlement boundary and are in the main urban areas. For the purposes of this assessment the potential yield from these two sources has been denoted separately mainly because the previously developed sites could come forward first under the sequential approach.

- 4.6 Table 4A indicates that on those HMR Reserved Housing sites which are previously developed 107 dwellings could come forward in the short term period (0-5 years). The greenfield element of the HMR sites could yield a total of 686 dwellings over the medium and longer term periods. These greenfield sites are within the settlement boundary but are mainly on the edges of the settlements and under the sequential approach would only come forward once brownfield sites had been developed.

#### **Unimplemented / Outstanding Planning Permissions for Housing**

- 4.7 The annual Housing Land Monitoring report indicates that at 31<sup>st</sup> March 2007 there were 707 residential units with planning permission which had not been started and therefore remain unimplemented. The assessment of consents using the completions projection model indicates that it is unlikely that all the permissions will be implemented.
- 4.8 Appendix 19 shows the analysis of past consents (as detailed in paragraphs 3.65-3.68). It indicates that 51 percent of the total available existing stock (unimplemented and under construction) are likely to come forward. This equates to 448 units altogether. However, this figure includes units which have been started and these are dealt with separately. Therefore the true figure for unimplemented planning permissions equals 283 units.

#### **Planning Permissions for Housing that are Under Construction**

- 4.9 The annual Housing Land Monitoring report indicates that at 31<sup>st</sup> March 2007 there were 165 residential units with planning permission that were under construction. As these units are yet to be completed they are still classified as available and count towards the potential housing supply. No assessment has been carried out on these sites as they are already under construction and it is therefore assumed that they will be completed.

## Potential from sites not currently in the planning process

4.10 Table 4B shows the potential from those sources of supply not currently in the planning process and indicates the likely timescales for when the sites will come forward.

**Table 4B – Summary of potential from sites not in the planning process**

Source of Supply	Timescales for development			Overall totals
	0-5 years	6-10 years	11-15 years	
Previously developed, vacant and derelict land	339	116	98	553
Intensification	61	175	46	282
Car Parks	16	29	13	58
Building Conversions	405	1	0	406
Vacant land not previously developed	14	243	562	819
<b>Total supply from sites not currently within the planning process</b>	<b>835</b>	<b>564</b>	<b>719</b>	<b>2,118</b>

### Previously developed, vacant and derelict land

4.11 A total of 32 sites have been identified under this category. The potential yield from these sites was estimated using design templates to be 553 dwellings. The sites in this category are reasonably spread out across the main settlements of the Borough, although there is a slightly higher concentration in Brierfield and Nelson. A number of the sites in Brierfield are suitable and available to come forward in the short term; however, the market attractiveness of part of Brierfield is low and may inhibit sites coming forward.

4.12 Within this category there is a broad range of site sizes with half of the stock over 0.2ha and four sites over 1ha.

4.13 The timescales for sites coming forward obviously depends on the viability of the area being favourable to develop and the ability for constraints to be overcome. However, the estimates show that just under half of the potential could come forward in the short term.

### Intensification

4.14 There are a number of different types of sites which make up the potential supply in this category. There are a number of end of terrace sites which could accommodate one or two additional dwellings. These sites will only be developable in the longer term in most locations as

the economic viability of developing such a site is low. These sites should be kept under review for a change in market conditions.

- 4.15 In addition to end of terrace sites there are a number of under used and redundant garage sites which will yield a higher potential.
- 4.16 In total over the 15 year period 282 dwellings could come forward from redundant and vacant sites which are already located in residential areas.

### **Car parks**

- 4.17 In total nine car parks across the Borough have been identified as being underused and having potential for residential redevelopment. Some of the car parks are still in use but are temporary and could come forward in the longer term. In total 58 dwellings could be provided on car parks over the 15 years.

### **Commercial building conversions and redevelopment**

- 4.18 There are a number of commercial premises across the Borough which could have the potential to be converted and/or redeveloped for residential use. These sites range from large mills to small workshop units or vacant commercial premises (e.g. a vacant corner shop).
- 4.19 For a number of these sites evidence has been obtained which shows that they are either vacant or on a short term lease. Companies in these premises with a short term lease are all actively seeking to relocate to more suitable employment premises. The evidence put forward about these sites suggests that they are unlikely to remain in their existing use as they will be difficult to re-let as they are economically unviable for some modern employment industries.
- 4.20 All of these sites would make a good contribution to the overall potential supply for housing as they are previously developed and often in good locations for access to local services. Most of these sites are either available now or within the short term period and could come forward in years 0-5.
- 4.21 In total 406 dwellings could be provided through conversion, redevelopment or a mix of both on these commercial sites.

### **Vacant Land not Previously Developed**

- 4.22 There are a large number of sites in the urban areas (especially on the outer fringes) which are vacant and not previously developed. These sites would not normally be developed in the short term as the sequential approach advocates that previously developed sites should come forward first.

- 4.23 These vacant not previously developed sites offer a large potential for the future but are only likely to come forward in the medium to longer term. A total of 819 dwellings could be provided on vacant not previously developed sites over the 15 year period.

## 5. Reviewing the Assessment

- 5.1 The practice guidance indicates that there are two purposes of undertaking a Strategic Housing Land Availability Assessment:
- to identify specific deliverable sites to help demonstrate a five year supply of land for residential development;
  - to aid the preparation of the Core Strategy and Land Use Allocations by identifying sufficient specific sites for at least the first 10 years of the plan and ideally longer than the 15 year plan period.
- 5.2 The practice guidance indicates that once the housing potential has been determined the assessment should be reviewed to show how the potential relates to the housing land supply requirement. Both the demonstration of a five year supply and the consideration of the housing land requirement over the plan period are considered below.

### Demonstration of a Five Year Supply of Housing Land

- 5.3 PPS3 states that the government's objective is to ensure that the planning system delivers a flexible, responsive supply of land for housing. As part of this process PPS3 requires local authorities to ensure that there is a continuous five year supply of deliverable sites available for housing.
- 5.4 Table 5B provides the calculation for determining the five year supply for Pendle based on the housing provision figures in the submitted draft RSS. It identifies that the annual requirement over the next five years is 190 dwellings per annum. This equates to a total of 950 units over the five year period between 1<sup>st</sup> April 2007 and 31<sup>st</sup> March 2012. However any over / under supply needs to be factored into this supply figure.
- 5.5 The start of the RSS period is 2003 and therefore any over / under supply should be calculated from that date. Table 5A indicates that since April 2003 there have been 388 additional units completed over and above Pendle's target for the period 2003-2007.

**Table 5A – Oversupply situation from April 2003**

Year Period	RSS Annual Requirement	Pendle Completions	Annual Deviation	Cumulative Deviation
2003/04	190	311	121	121
2004/05	190	252	62	183
2005/06	190	325	135	318
2006/07	190	260	70	388
<b>Totals</b>	<b>760</b>	<b>1,148</b>	<b>+388</b>	<b>+388</b>

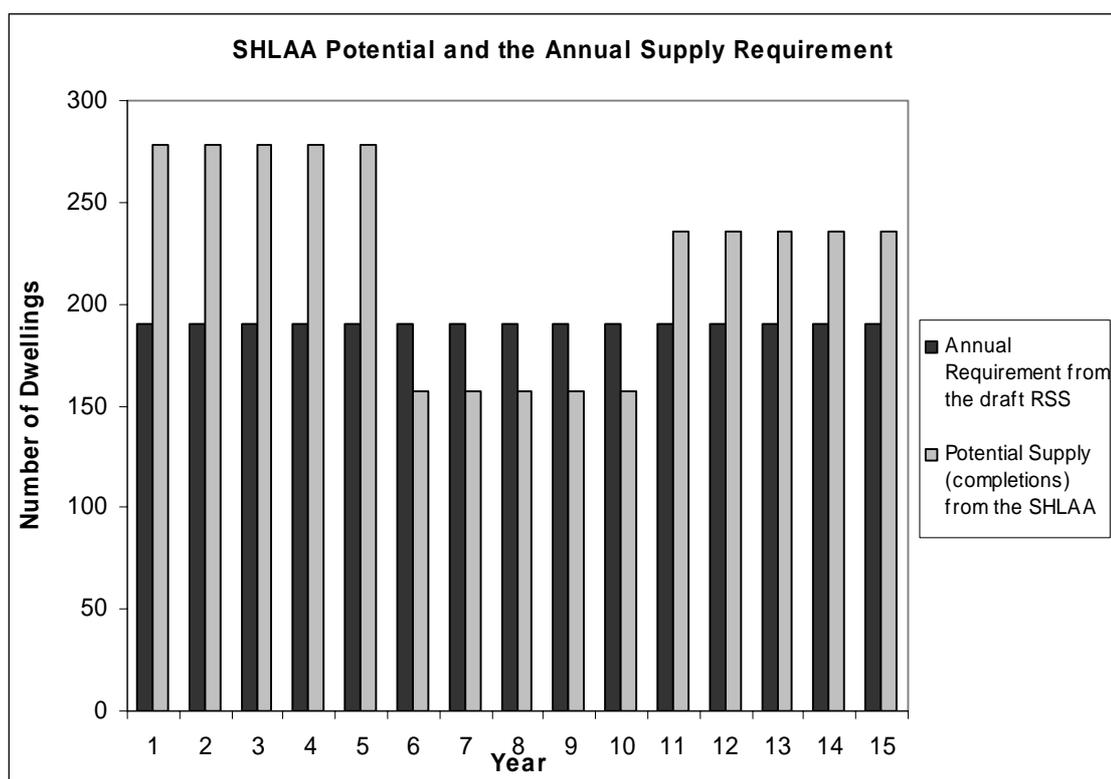
**Table 5B - Five Year Supply Calculation**

Annual Requirement (2007-2012)	=	190
Five year requirement (190 x 5)	=	950
Oversupply from dwellings already complete	=	+388
Five year supply (for 2007-2012 period)	=	562

- 5.6 The calculation in Table 5B shows that there needs to be land available to accommodate 562 dwellings if the five year supply of land is to be demonstrated.
- 5.7 The SHLAA indicates that 448 dwellings provided from sites with planning permission (either unimplemented or under construction) are likely to come forward to completion within the next five years (see paragraphs 4.7 – 4.9). Taking this into account, a residual of 114 dwellings needs to be demonstrated. The assessment indicates that in total over the first 5 year period 1,390 dwellings (including the 448 with planning permission) could potentially be provided. This shows that there are more than sufficient sites to deliver the five year supply.
- 5.8 Indeed, the total potential number of dwellings (1,390) represents a supply of seven and a third years worth. This will ensure that there is a continuous five year supply of housing land over the next two years

### **Housing Land Requirement and Indicative Housing Trajectory**

- 5.9 The practice guidance indicates that once the housing potential of all sites has been determine an indicative housing trajectory can be produced to indicate the amount of housing that can be provided and at what point in the future.
- 5.10 This information together with the housing supply requirement, as detailed in the draft Regional Spatial Strategy for the North West, can be used to show whether there is sufficient land available to meet the requirements.
- 5.11 The Pendle Strategic Housing Land Availability Assessment only considers the time period of when a site may come forward. It does not specify the exact year for which it expects a site to be completed on the ground. This means that in order to produce a housing trajectory an average figure for each year period will have to be used. (e.g. for the 0-5 year period there is a total of 1,390 potential dwellings. This equates to an average rate of 278 dwellings per annum).
- 5.12 Figure 5A below sets out the potential annual supply over the next 15 years and compares it to the annual requirements as set out in the draft Regional Spatial Strategy.

**Figure 5A – SHLAA Potential and the Annual Requirement**

5.13 Figure 5A shows that in the first 5 years there are sufficient sites identified to satisfy more than the annual requirement set by the draft RSS.

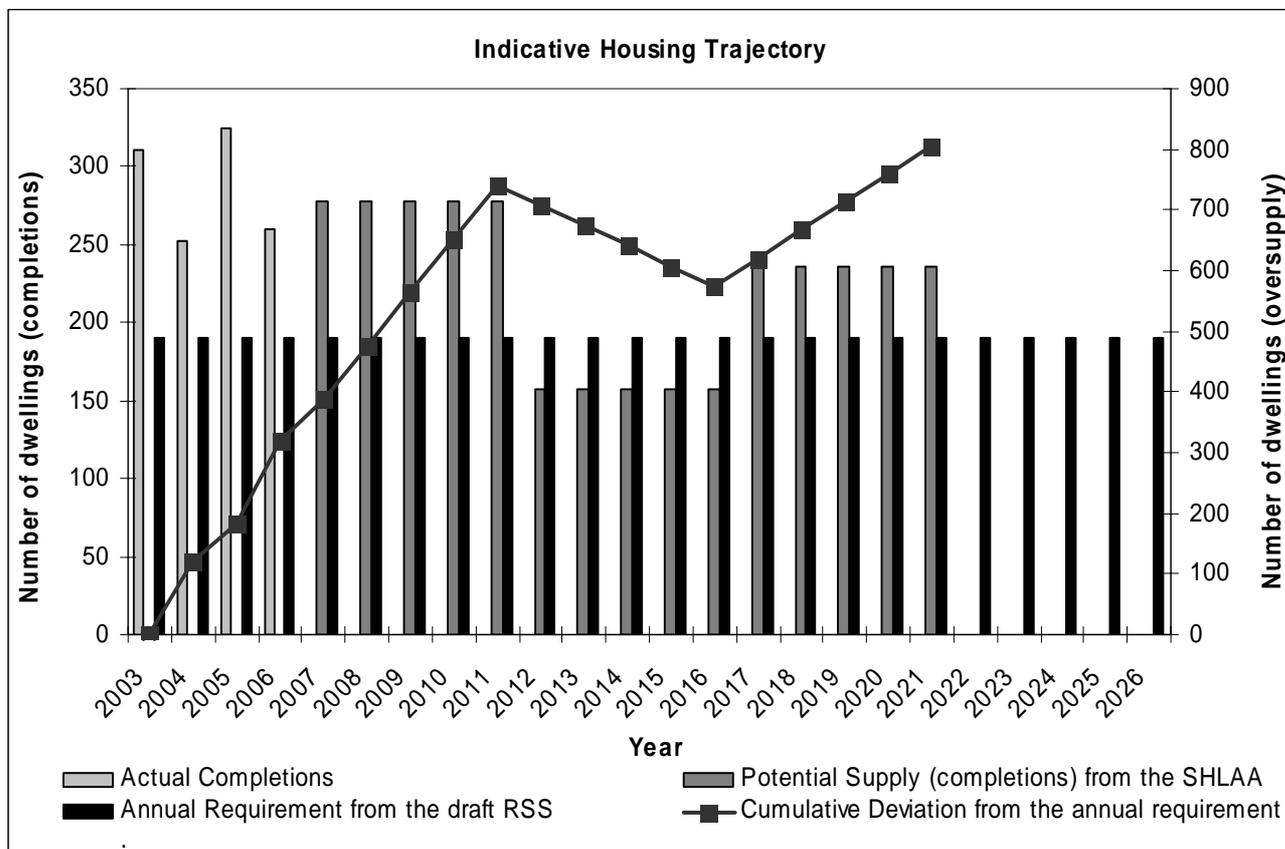
5.14 In the medium term (years 6-10) the amount of potential land identified would not satisfy the annual requirement. However, PPS3 allows flexibility in the delivery of housing land over the plan period. The additional land available in the short and long term periods should ensure that there is sufficient land available to meet the overall housing land requirement for the plan period.

5.15 In the longer term (years 11-15) the amount of potential identified is more than sufficient to satisfy the annual requirement.

5.16 In terms of the overall requirement for the plan period, the total housing provision is set at 3,420 up until 2021. The Panel's Report of the Examination in Public of the draft RSS indicates that the period covered by the RSS should be extended up to 2026. However, no total housing supply figure up to this period has been supplied. The Panel's Report indicates that the average annual requirement (190 dwellings per annum in Pendle) should be continued for a limited period after 2021. On this basis it is assumed that Pendle would need to supply 4,370 dwellings between 2003 and 2026.

5.17 Figure 5B below provides an indicative housing trajectory which shows how the existing completions and the potential supply from the SHLAA relates to the housing land supply requirement.

**Figure 5B – Indicative Housing Trajectory**



5.18 Figure 5B indicates that over the first four years of the RSS period more than sufficient dwellings have been completed to meet the annual requirements. This has led to an oversupply of 388 dwellings.

5.19 The graph also shows that there is more than sufficient land to provide dwellings to meet the annual requirement over the five years from 2007 until 2012. The line on the graph indicates the cumulative effect of the oversupply should all the potential sites be completed.

5.20 Although the assessment shows that in the period between 2012 and 2017 there would be a shortfall of land available the trajectory demonstrates that the potential oversupply in the first 9 years of the plan should compensate for this. Furthermore, the assessment will be reviewed on an annual basis it is likely that new (brownfield) sites will be identified which can contribute to the supply.

- 5.21 The SHLAA has only considered a supply of land for 15 years, so the average annual potential from the assessment is only shown up to 2021. However, the total amount of housing required up to 2026 equates to 4,370 dwellings. Taking into account that actual completions up to 2007 equate to 1,148 this leaves 3,222 dwellings to be provided by the end of the plan period. The SHLAA indicates that the total potential identified is 3,359 dwellings which is just sufficient to meet the requirements. Annual updates of the SHLAA will help to monitor the progress of delivery against the RSS requirements. As stated above, it is likely that as the plan period progresses, additional sites may become available which can contribute to the supply.
- 5.22 The plan making process will need to consider how to balance the release of sites in order to meet both the annual and overall requirements of the RSS. The Core Strategy and Land Use Allocations Development Plan Documents will need to consider sites for potential allocation for housing. The SHLAA can be used to help identify potential sites for this purpose.

## 6. Summary of Potential and Conclusions

6.1 This Strategic Housing Land Availability Assessment shows that there is a large housing land potential from a range of different sites which may come forward over the next 15 years. As stated in Section 5 the assessment will be used for two main purposes:

- To help to demonstrate that there is a supply of land which is available to meet the first five years of the housing trajectory as required by PPS3; and
- As part of the evidence base for the preparation of the Core Strategy and Land Allocations Development Plan Documents which go to form part of Pendle's Local Development Framework. The assessment will be used in the plan making process to make decisions and judgements about sites for potential allocations.

### Summary of Potential

6.2 Table 6A presents a final summary table of the housing land potential for Pendle.

**Table 6A – Summary of total potential**

Source of Supply	Category	Potential No. of Housing Units.
<b>Sites currently in the planning process:</b>		
Planning Permission Under Construction	Mix	165
Unimplemented Planning Permissions		283
Existing Allocations PDL	Brownfield	107
Existing Allocations Not PDL	Greenfield	686
<b>Sites not currently in the planning process:</b>		
Previously developed, vacant and derelict land	Brownfield	553
Intensification		282
Car Parks		58
Building Conversions		406
Vacant land not previously developed	Greenfield	819
<b>Total potential</b>		<b>3,359</b>

6.3 This SHLAA has identified that a total of 3,359 dwellings can potentially be provided over the 15 year period. Following the assessment of sites without planning permission 45 sites were removed from the list of potential sites for a number of reasons. These are detailed in the overall comments section of Appendix 17.

6.4 Table 6B provides a summary of the timescales of the potential.

**Table 6B – Summary of total potential by period**

Source of Supply	Category	Potential No. of Housing Units.	Timescale (years)		
			0-5	6-10	11-15
<b>Sites currently in the planning process:</b>					
Planning Permission Under Construction	Mix	165	165	0	0
Unimplemented Planning Permissions		283	283	0	0
Existing Allocations PDL	Brownfield	107	107	0	0
Existing Allocations Not PDL	Greenfield	686	0	223	463
<b>Sites not currently in the planning process:</b>					
Previously developed, vacant and derelict land	Brownfield	553	339	116	98
Intensification		282	61	175	46
Car Parks		58	16	29	13
Building Conversions		406	405	1	0
Vacant land not previously developed	Greenfield	819	14	243	562
<b>Total potential</b>		<b>3,359</b>	<b>1,390</b>	<b>787</b>	<b>1,182</b>
<b>Brownfield Totals</b>		<b>1,406</b>	<b>928</b>	<b>321</b>	<b>157</b>
<b>Greenfield Totals</b>		<b>1,505</b>	<b>14</b>	<b>466</b>	<b>1,025</b>
<b>Mix (sites with planning permission)</b>		<b>448</b>	<b>448</b>	<b>0</b>	<b>0</b>

- 6.5 Table 6A shows that the potential from brownfield sources of supply without planning permission is 1,406 dwellings. The potential from greenfield sources of supply without planning permission is 1,505 dwellings.
- 6.6 Table 6B shows that there is more brownfield land available in the short and medium term periods and more greenfield land available in the latter half of the plan period. This trend is as expected and is mainly due to the sequential approach and the fact that most brownfield sites are within existing urban areas and have good access to services, scoring well on sustainability grounds. The sites which are vacant not previously developed together with the greenfield allocations are often

on the urban fringes and these sites are less well connected to key services.

- 6.7 As part of the annual review of sites coming forward for development, any new brownfield sites which have been identified will also be added and assessed in order to help meet the draft RSS target of 65% of new dwellings to be developed on brownfield sites.

### Location of Potential

- 6.8 The geographical distribution of sites is mainly focused in the urban areas and especially along the urban belt of Brierfield, Nelson and Colne. Barnoldswick and Earby also have a reasonable number of sites which could accommodate a modest amount of residential development. However, there are very few sites within the existing boundaries of the smaller rural villages which are suitable and available for housing. Table 6C shows the number of sites without planning permission and the potential yield for each settlement over the 15 years. The table is ranked by the potential yield and shows which areas can accommodate the most residential development.

**Table 6C – Geographical spread of the overall potential without planning permission**

Settlement	Number of sites	Potential Yield
Nelson	77	1046
Colne	36	790
Brierfield	23	489
Barnoldswick	16	213
Salterforth	1	108
Barrowford	11	79
Earby	6	64
Spennings Brook	1	52
Foulridge	4	26
Trawden	3	17
Briercliffe	1	13
Newchurch-in- Pendle	1	4
Roughlee & Crow Trees	1	3
Fence and Wheatley Lane	1	3
Higham	1	2
Kelbrook	1	2
Barley	0	0
Blacko	0	0
Heald Wood	0	0
Laneshaw Bridge	0	0
Sough	0	0

- 6.9 Appendix 20 provides location plans for all the sites without planning permission which were retained after site scoring.

- 6.10 Appendix 21 is an additional appendix available on request. It provides site plans of all the sites considered in the assessment. However, due to the large number of sites, an additional charge is made for this appendix.

### **Housing Land Supply**

- 6.11 Section 5 of this report looks at how the potential supply from the SHLAA relates to the housing land requirement as set out in the draft Regional Spatial Strategy.
- 6.12 The assessment indicates that there is more than sufficient land available to meet the overall housing land supply up until 2026. However, in terms of when sites can be delivered, there is an oversupply of land in the short term and long term, but under supply in the medium term.
- 6.13 The assessment also indicates that there is more than sufficient land to demonstrate a 5 year continuous supply of available housing land.
- 6.14 The plan making process will need to consider how to balance the release of sites in order to meet both the annual and overall requirements of the RSS. The Core Strategy and Land Use Allocations Development Plan Documents will need to consider sites for potential allocation for housing. The SHLAA can be used to help identify potential sites for this purpose

### **Note on Quantified Supply and Timescales**

- 6.15 It is important to acknowledge that some assumptions have had to be made to calculate the overall potential. The use of sample schemes is designed to provide a more realistic assessment of the potential yield from each site; however, it is acknowledged that the types and numbers of housing which eventually come forward will depend very much on the developer and the economic viability of the scheme. Similarly the timescales which have been established are based mainly on the economic viability of a site, however, this may change overtime and a site could come forward sooner than estimated. Market factors are continuously changing and the Housing Market Renewal initiative may have an impact on when sites will come forward. It will therefore be important to review the assessment and keep the list of sites and timescales up-to-date.

### **Monitoring and review**

- 6.16 The practice guidance explains that the assessment is not a one off study and updating it should be an integral part of the Annual Monitoring Report (AMR) process. The AMR will monitor the performance of the SHLAA and identify progress in site delivery.

- 6.17 It will be important to review the assessment to identify which sites have come forward and also to identify new sites which could contribute to the housing land supply.
- 6.18 Any changes in market factors or site viability will impact on the assessment and amendments will need to be made accordingly. As mentioned above the Housing Market Renewal programme aims to increase the market attractiveness of some areas. As this programme is further progressed sites in these areas may become more viable for development and this should be monitored.

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گئے۔



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