

Pendle Local Plan



Five Year Housing Land Supply Statement



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1. Introduction

Executive Summary

- 1.1 The government's ambition to significantly boost the supply of housing is reflected in the [National Planning Policy Framework](#) (NPPF) July 2021. The accompanying [Planning Practice Guidance](#) (PPG) provides further information about how Council's should assess their [housing land supply](#).
- 1.2 This statement considers whether Pendle Council is able to demonstrate a deliverable supply of land capable of delivering sufficient new homes to meet the housing requirement over a period of five years from the end of the 2021/22 monitoring period (i.e. from 1st April 2022 to 31st March 2027).
- 1.3 The data confirms that Pendle can demonstrate a **5.61 year housing land supply**. This is above the minimum five year position required in national planning policy.
- 1.4 The calculation is based on a five year requirement to provide 735 new dwellings (147 dwellings per year). This is assessed using the standard methodology as set out in PPG, with a 5% uplift applied to provide for market choice, in accordance with the NPPF.
- 1.5 A deliverable supply of 824 dwellings has been assessed. A detailed site by site trajectory for each site contributing towards the five year supply, including supporting evidence as relevant, is set out in **Appendix A**. This trajectory extends beyond the assessed five year period, illustrating how committed and allocated sites are intended to come forward over the medium and longer term.

2. National Planning Policy Requirements

- 2.1 Ensuring a sufficient supply of new housing is a major priority of the Government. The timely delivery of the right amount and type of housing, in the right place, and at the right time is seen as a key role of the planning system, helping to secure the delivery of sustainable development.
- 2.2 As a simplification, the response required by local planning authorities to the Government's policy on housing, when plan-making, can be divided into three interrelated areas.
1. The requirement for local authorities to maintain up-to-date policies which are consistent with the NPPF. This includes adopting plans which are informed by local housing needs assessments conducted using the standard methodology. Plans may be considered out-of-date 5-years following their adoption or earlier if there is evidence of a significant shift in housing need. Plans must be robustly and transparently prepared, and found to meet the four tests of soundness¹ by way of independent public examination before they can form part of the statutory development plan.
 2. The requirement for local planning authorities to have a clear understanding of land available within their area, and ensure that there is a sufficient housing land supply in the short, and where possible, medium and longer terms to meet their housing requirements. This is provided through the following three planning policy tools:
 - The [Strategic Housing Land Availability Assessment](#) (SHLAA) forms part of the evidence base for the Local Plan. It is informed by regular "Call for Sites" exercises where landowners, agents, developers and members of the community are invited to notify the Council about land they consider to be suitable locations for housing. These sites are assessed to establish realistic assumptions about their availability, suitability and likely economic viability. The results allow the Council to identify the quantity of land potentially available to meet local housing need over the plan period. The SHLAA does not establish the principle of developing land for housing on a particular site. The assessment takes a "policy-off" position (i.e. the policy constraints of the development plan are not applied as they would be if the land was promoted through a planning application). The SHLAA is kept under constant review and a questionnaire survey is issued annually to landowners, developers or their agents to confirm the latest position.
 - The [Housing Delivery Test](#) is published annually by the Government. The test considers past performance. It does so by measuring housing delivery over the most recent rolling three year period against either the planned housing requirement for the area, or a minimum figure established by the Government's Standard Methodology, depending on which figure is lower. Where there is evidence that housing delivery has not met required levels, the following measures must be applied by the local planning authority to boost housing delivery in future years:
 - Delivery below 95% of need – Production an Action Plan to assess the causes of under-delivery and identify actions to increase delivery in future years.
 - Delivery below 85% of need – Apply a buffer of 20% to the 5YHLS requirement.
 - Delivery below 75% of need – Apply the presumption in favour of sustainable development where relevant policies of the Local Plan may be considered to be out of date for decision making. In such circumstances planning applications will be assessed against the policies in the NPPF.

¹ See Paragraph 35, National Planning Policy Framework (2021)

- Identify and update annually a deliverable five year housing land supply (5YHLS). This assessment is generally informed by the previous two planning tools. The 5YHLS is based on the adopted housing requirement for the area, unless this was adopted more than five years ago. Where this is the case, the minimum housing requirement as indicated by the Standard Methodology will apply. A minimum uplift (or buffer) of 5% taken from the end of the plan period is applied to this requirement to increase market choice and boost delivery. A 20% uplift (or buffer) to the five year requirement is applicable where required applying the Housing Delivery Test. Where authorities are unable to maintain a minimum supply of five years' worth of housing land, the presumption in favour of sustainable development will apply for decision making. As a consequence policies relevant to the supply of housing in the development plan may be considered to be out-of-date; meaning that reduced weight is applied to their requirements (see NPPF, Paragraph 11d).
3. Third, is the identification of land for housing through the Local Plan, and any Neighbourhood Plans or Area Actions Plans adopted within the borough, as well as additional specific planning tools which seek to encourage greater levels of housing delivery, including:
- Maintaining an up-to-date Brownfield Register;
 - Allocating sites for self-build or custom build housing;
 - Allocating sufficient sites of less than 1ha as part of the delivery strategy;
 - Increasing density requirements for sites especially those along high quality public transport corridors; and
 - Applying a reduced timescale for planning consent in certain cases.

3. The Five Year Requirement in Pendle

Establishing the Starting Point

- 3.1 The adopted housing requirement for Pendle is set out in Policy LIV1 of the Pendle Local Plan Part 1: Core Strategy [“the Core Strategy”] at 298 dwellings per annum (dpa). The Core Strategy sets out the strategic policies and objectives for development in Pendle over the plan period 2011 to 2030. The Core Strategy was adopted at Council on the 17th December 2015 and is now more than 5 years old. A new Local Plan is currently being prepared but is not sufficiently advanced to be material to this assessment.
- 3.2 Paragraph 74 of the NPPF makes clear that local planning authorities should assess the five year land supply against their adopted housing requirement, or where this is more than five years old, the figure for local housing need generated by the Government’s Standard Methodology².
- 3.3 In the absence of an up-to-date housing requirement for Pendle, for the purpose of assessing the 5YHLS position, the Standard Methodology figure for Pendle is applied (see footnote 39 of the NPPF). The standard method figure for Pendle on 1st April 2022 was 140 dpa. The calculation used to derive this figure is provided in Appendix B.

Housing Delivery Test (HDT)

- 3.4 As set out in Section 2 of this assessment, the HDT is a national measure of performance, which seeks to ensure that housing delivery meets defined minimum housing needs at a local level. It determines what actions are required to respond to evidence of under supply.
- 3.5 At the time of writing this report the HDT result for 2022 had not been published. The Council can however utilise the methodology set out within the Housing Delivery Test Rule Book to extrapolate the latest position for Pendle making use of up-to-date monitoring data. The full calculation for the projected 2022 HDT is set out in Appendix C. It is estimated that housing delivery in Pendle has been at least 195% the level required through the Housing Delivery Test over the latest three year period. No actions are required in response to the outcome of the Housing Delivery Test.

The Five Year Requirement for Pendle

- 3.6 For the purpose of the assessment of five year supply, in accordance with national planning policy, the housing requirement is calculated based on the Standard methodology figure for Pendle. In accordance with Paragraph 73 of the NPPF, a 5% uplift brought forward from the end of the plan period, is also applied to provide for increased market choice in order to boost housing delivery.
- 3.7 No allowance has been made for any shortfall in housing delivery, which may have occurred prior to the base date of the five year period (i.e. before 1st April 2022). National planning policy does not require local planning authorities to address housing shortfall arising before the start date for the Standard Method figure, given that it is accounted for through the adjustment made in response to market signals³. Any decision to address a shortfall in housing delivery is a policy matter for the Council to consider, and as such is beyond the scope of this assessment.
- 3.8 The five year requirement for Pendle for 1st April 2022 to 31st March 2027 is 735 dwellings or 147 dwellings per year.

² Local Housing Need is defined within the NPPF as being conducted using the standard methodology as set out in Planning Practice Guidance (see Paragraph 61 of the NPPF)

³ See Planning Practice Guidance Paragraph 031 (68-031-20190722).

4. Five Year Housing Land Supply

- 4.1 Appendix A sets out a detailed trajectory and evidence underpinning the 5YHLS position (and beyond) for Pendle. This identifies a deliverable supply of 824 dwellings over the next 5 years.
- 4.2 The assessment applies the definition of 'deliverable' as outlined within the Glossary of the NPPF (Annex 2), to determine how sites come forward over the next five years and beyond. The Glossary of the NPPF explains that to be considered 'deliverable', sites for housing:
- "Should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:
- a) Sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).
 - b) Where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years."
- 4.3 The base date for this assessment is the **1st April 2022**. As a result no planning permissions granted after this date are included in the 5YHLS unless sufficient evidence, predating this base date, was available to demonstrate deliverability.
- 4.4 The 5YHLS is made up of housing sites from the following sources:
- Sites with full or detailed planning permission;
 - Sites with prior approval;
 - Sites with a lawful development certificate;
 - Sites with outline planning permission or permission in principle under 10 dwellings or 1 hectare;
 - Sites with outline planning permission or permission in principle over 10 dwellings where there is clear evidence of delivery within 5 years;
 - Sites allocated within the Local Plan, the Bradley Area Action Plan, saved policies of the Pendle Local Plan, or any made Neighbourhood Plan, where there is clear evidence of delivery within 5 years;
 - A small site allowance (defined as sites of between 1 and 4 dwellings) of 38 dwellings per year is applied from year 4 of the supply onwards to account of the supply of housing which regularly and reliably come forward within the Borough each year but do not yet benefit from planning consent or a planning application. The rate applied reflects the five year average for the borough as evidenced in Appendix D.
- 4.5 The primary source of data used to inform this assessment is the Council's Strategic Housing Land Availability Assessment (SHLAA), together with active monitoring of applications for planning permission. The Council has recently updated this evidence to ensure an accurate assessment. A call for evidence was undertaken in September 2022, but a base date of 1st April 2022 has been maintained for this assessment.

- 4.6 Where necessary, details of any dialog and assumptions made for the delivery of each site, including their lead-in times and rate of delivery is set out in the comments section of the housing trajectory (see Appendix A). In some cases officer knowledge and assumptions have informed decisions made about the inclusion or exclusion of a site and its rate of delivery. This information is set out wherever possible, and where it does not contravene data protection legislation. Such assumptions take into account local evidence of delivery which is provided in Appendix E.
- 4.7 Table 4.1 provides a summary of the housing land supply position in Pendle between 1st April 2022 and 31st March 2027. The full position is set out in Appendix A.

Table 4.1: Anticipated Net Delivery over the Next Five Years

Year	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Number of anticipated dwellings (net)	236	228	136	130	94	824
Housing Requirement	147	147	147	147	147	735
Difference	89	81	-11	-17	-53	89

Analysis

- 4.8 The Council continues to demonstrate a housing land supply capable of delivering more than the minimum housing requirement over the next 5 years. The supply is strongest for the first two years of the five year period before falling in years 3-5. This reflects the contribution made to the supply by small scale developments, which have short lead-in times, and a number of major development sites which are in the latter years of their construction.
- 4.9 Whilst the 5YHLS figure is reported on an annual basis, the need for the supply to be maintained is ongoing. New dwellings which are completed and those on sites where the planning permission has lapsed during the year must be replaced by new consents to ensure that a position in excess of five years can be maintained. The trajectory contains a number of outline planning consents which would contribute positively to the 5YHLS position in future years, if they were to come forward as approved. There are also sites which benefit from full planning permission which may come forward more quickly than currently projected.
- 4.10 The current supply represents a significant reduction from the position reported in 2021, when a deliverable supply of 1,111 dwellings provided 7.46 years' worth of new housing. This reduction is a result of a number of contributing factors; namely:
- A higher rate of delivery in 2021/22 than originally anticipated;
 - New planning consents have not been sufficient to replace delivery; and
 - A number of approved schemes have not progressed, with doubts now raised over their deliverability in the short term.
- 4.11 In order to avoid a further fall in supply, which could result in the Council being unable to demonstrate a 5YHLS, it is important that the Council continues to approve proposals for sustainable development, which are consistent with the objectives of the development plan.

5. Summary Five Year Housing Land Position

- 5.1 Sections 3 and 4 have set out the housing requirement and supply position in Pendle for the period 1st April 2022 to the 31st March 2027. This section brings this information together, to confirm the housing land position of the authority, as of 1st April 2022.
- 5.2 Section 3 confirms that the housing requirement for the period 1st April 2022 to 31st March 2027 is 735 dwellings. This equates to an average of 147 net new dwellings per annum.
- 5.3 Section 4 confirms a deliverable supply of 824 net new dwellings between 1st April 2022 and 31st March 2027.
- 5.4 As a result Pendle Council is able to demonstrate a housing land supply equivalent to 5.61 years. This figure in excess of the minimum five-years required by the NPPF.
- 5.5 For clarity Table 3, sets out this calculation in full.

Table 3: Pendle Five Year Housing Land Position

Elements in Calculation	Source of Data / Calculation	Figure
A. Five Year Requirement Baseline Position	Standard Method Figure x 5 years	700
B. Buffer (Uplift)	5%	35
C. Total Housing Need	A + B	735
D. Deliverable Supply	In house monitoring (Appendix A)	824
E. Housing Land Supply (years)	D/(C/5)	5.61

Appendix A: Five Year Supply Assessment Site Trajectory

A.1 See Attached Spreadsheet

Appendix B: Calculating the Minimum Standard Methodology Requirement for Pendle

B.1 The methodology is set out in the PPG on [Housing and Economic Needs Assessment](#).

Step 1: Setting the baseline

B.2 The baseline is set by using the [2014-based household projections](#) in England (Table 406) to calculate the projected average annual household growth over a 10 year period. The figures, as displayed online have been rounded, so you will need to view individual cells to see the actual number.

Description		Figure	Source / Calculation
A	Number of households 2022	39,402	GOV.UK – 2014-based live Tables on household projections: Table 406: Household projections by district, England, 1991- 2039
B	Number of households 2032	40,692	GOV.UK – 2014-based live Tables on household projections: Table 406: Household projections by district, England, 1991- 2039
C	Household growth (2032-2022)	1,290	B - A
D	Average annual household growth	129	C / 10

Step 2: Adjustment to take account of affordability

A.3 To take account of any local affordability issues, the most recent [median workplace-based affordability ratios](#) are used to make an adjustment to the average annual projected household growth figure (Step 1), where this is required.

A.4 No adjustment is required where the ratio is 4 or below. Where an adjustment is needed, the precise formula is as follows:

$$\text{Adjustment factor} = \left(\frac{\text{Local affordability ratio} - 4}{4} \right) \times 0.25 + 1$$

Description		2020/21	Source / Calculation
A	Median workplace affordability ratio (2019)	5.34	ONS – House price to workplace-based earnings ratio, Table 5c Ratio of median house price to median gross annual (where available) workplace-based earnings by local authority district, England and Wales, 1997 to 2017
B	Adjustment factor	1.08375	$((5.34 - 4) / 4) \times 0.25 + 1$
C	Local Housing Need (dpa)	140	1.08375×129

Step 3: Capping the level of any increase

A.3 Where applicable a cap is applied which limits the increases an individual local authority may face.

Description		Figure	Source / Calculation
A1	Average annual housing requirement in an adopted strategic policy	298	Pendle Local Plan Part 1: Core Strategy – Policy LIV1
A2	Average annual household growth over ten years	129	Figure from Step 1
B	The minimum annual local housing need figure	298	A1 or A2, whichever applies
C	The cap, set at 40% above the projected household growth for the area over the 10 year period identified in Step 1	N/A	B + 40%
D	Average annual housing requirement	298	

Appendix C: Calculation of the Housing Delivery Test

- C.1 The methodology is set out in the PPG on [Housing Supply and Delivery](#) and the accompanying [Housing Delivery Test measurement rulebook](#).
- C.2 The figures below reflect the Council’s assessment as to what the Housing Delivery Test 2022 result for Pendle is likely to be based on this methodology and recorded completions.

Net Delivery (HFR)	
2018/19	208
2019/20	342
2020/21	285
TOTAL	835

Requirement (Household Projections)	
2018/19	146
2019/20	142
2020/21	140
TOTAL	428

Housing Delivery Test 2022 Pendle

$$\text{HDT Pendle (\%)} = \frac{835}{428} = 195\%$$

Consequence	=	Action Plan	FALSE
		20% Land Buffer	FALSE
		Presumption (75%)	FALSE

- C.3 As the tables above illustrate, housing delivery in Pendle has exceeded the minimum requirements set by the Housing Delivery Test over the previous 3-year period at 195%. As such, there are no specific requirements placed on the Council to address under performance in housing delivery. No further action is required.

Appendix D: Small Sites Windfall Allowance Evidence

- D.1 See attached spreadsheet
- D.2 Tab 1 in the spreadsheet shows delivery on small sites in Pendle over the five year period 2017/18 to 2021/22. It demonstrates an average delivery rate of 38 dwellings per year on small sites, over this period.
- D.3 Tabs 2 to 6 provide a site by site breakdown of small sites which have contributed towards housing delivery over the examined five year period.

Table 1: Five Year Summary

Monitoring Year	2017/18	2018/19	2019/20	2020/21	2021/22	Annual Average
Total completions on small sites	39	32	29	55	38	38.6

Table 2: Completions on Small Sites 2017/18

Site Reference	Site Name	Street	Town	Application Number	Development	Total Complete
BD054	Barn to rear of 231 Gisburn Road	Gisburn Road	Barrowford	13/12/0313P	Full: Conversion of former workshop to form a two bedroom dwellinghouse with associated residential garden and parking.	1
BD066	4-6 Gladstone Terrace	Gisburn Road	Barrowford	17/0115/FUL	Full: Insert replacement shopfront and convert first floor into two 2-bed apartments.	2
BK095	Land adjacent to 4 Applegarth	Applegarth	Barnoldswick	13/15/0095P	Full: Erection of four bed detached house with access of Hawthorne Drive and place caravan on site for temporary use.	1
BK119	Land adjacent to 9 Lockfield Drive	Lockfield Drive	Barnoldswick	13/14/0268P	Full: Erection of single, detached dwelling house, including formation of associated curtilage and parking area.	1
BR045	West View Acres	Kibble Grove	Brierfield	17/0660/FUL	Full: Erection of four bedroom detached bungalow with roof dormers to rear (Resubmission).	1
BR064	Former 6 to 8 Ross Street	Ross Street	Brierfield	13/16/0081P	Full: Conversion of a single dwelling into two separate dwellinghouses.	1
CE162	121 Albert Road	Albert Road	Colne	16/0326/FUL	Full: Erect two storey extension to rear; create 1 bed flat at first floor and alterations to shopfront (re-submission)	1
CE166	Veterinary Surgery	18-20 Albert Road	Colne	13/15/0193P	Full: Change of use to veterinary surgery (D1), external alterations to shop front and insert rear doorway (No. 20).	1
CE170	Land adjacent to 100 Greenfield Road	Greenfield Road	Colne	13/16/0079P	Full: Demolition of existing outbuilding and erection of detached bungalow and garage (Re-Submission).	1
CE172	50 Shaw Street	Shaw Street	Colne	13/15/0551P	Full: Sub-division and change of use of existing building to create two dwellings with extension to front and associated external alterations.	2
CE174	Blue Bell Farm	Skipton Old Road	Colne	16/0288/FUL	Full: Change of use of day centre (D1) and respite care (C2) to dwelling house (C3)	1

CE175	Land adjacent 19 Briercliffe Avenue	Briercliffe Avenue	Colne	16/0324/FUL	Full: Erection of 3 dwelling houses.	3
CE179	37 North Valley Road	North Valley Road	Colne	16/0480/FUL	Full: Change of use from plumbers store (A1) to one bedroom flat (C3)	1
EY055	Booth Bridge Farm	Booth Bridge Lane Thornton in Craven	Earby	16/0279/FUL	Full: Conversion of barn to two 3 bedroom dwellings and erection of a detached double garage	2
FE020	Field No. 6700	Cuckstool Lane	Fence	13/15/0386N	Prior Approval Notification (Agricultural Building to Dwelling Class Qb): Change of use to dwelling with associated external works and alterations.	1
FE024	464 Wheatley Lane Road	Wheatley Lane Road	Fence	16/0730/FUL	Full: Erection of one detached three bed dwelling house (Re-Submission).	1
HM015	The Old Stables Brookfoot	Grove Street	Higham	16/0137/Ful	Full: Conversion of one dwelling into two separate dwellings	1
HM016	Pendle Hall Farm	Grove Lane	Higham	16/0710/FUL	Full: Conversion and extension of barn to create single dwelling; demolition of detached outbuilding (re-submission)	1
KK019	Royds Farm	Harden Road	Kelbrook	13/15/0525P	Full: Partial demolition of attached barn, erection of attached garage, formation of driveway and erection of a detached dwelling house with detached garage.	1
KK020	Kitchen Farm, Skipton Old Road	Black Lane Ends	Kelbrook	13/15/0205P	Full: Change of use from single dwelling house to two dwelling houses with minor alterations and formation of parking area.	1
LE016	Land adjacent to Rye Flat Barn	School Lane	Laneshawbridge	16/0292/FUL	Full: Erection of two detached dwelling houses with garages and new access.	2
NN088	Shelfield Farm	Southfield Lane	Nelson	13/10/0199P	Full: Conversion of stable block/store to single 3 bed dwelling house.	1
NN132	53-55 Scotland Road	Scotland Road	Nelson	13/14/0450P	Full: Conversion of first and second floor into 3 no. flats and erection of external staircase to the rear	3
NN144	Whitford Smart, Victoria Works	149 Railway Street	Nelson	13/15/0465P	Full: Change of use of ground floor basement from plumbers merchants (A1) to after school club and create two 2 bed flats at first floor.	2
NN146	19-21 Carr Road	Carr Road	Nelson	13/16/0008P	Full: Change of use from offices to two dwellings and external alterations	2
NN147	13-15 Carr Road	Carr Road	Nelson	16/0384/FUL	Full: Conversion of offices (Use Class A2) into two dwellinghouses including external alterations.	2
SH012	Barn adjacent to Silent Night	Earby Road	Salterforth	16/0602/FUL	Full: Change of use of former restaurant to single dwelling with associated curtilage and parking.	1

TN064	Alderhurst Head Farm	Hollin Hall	Trawden	16/0522/FUL	Full: Sub-division of existing property to create separate dwelling (No external alterations).	1
						39

Table 3: Completions on Small Sites 2018/19

Site Reference	Site Name	Street	Town	Application Number	Development	Total Complete
BD047	Land adjacent to 32 Garnet Street		Barrowford	13/13/0211P	Extension of Time: Extend the time limit for Planning Permission 13/10/0424P - Erect 4 No. dwellings with ridge height of 8m and eaves height of 5.7m.	4
BD067	Agricultural Building East of Pasture Barn East	Pasture Lane	Barrowford	17/0128/FUL	Full: Erection of one 3-bed dwelling house.	1
BD074	55 Gisburn Road		Barrowford	18/0576/FUL	Full: Change of use from a shop (Use Class A1) to a dwelling house (Use Class C3).	1
BK088	14 Oak Terrace	Oak Terrace	Barnoldswick	13/12/0091P	Full: Erection of dwelling to side (Re-Submission).	1
BR070	59 Pennine Way		Brierfield	18/0380/FUL	Full: Erection of a single two-storey dwelling (Re-Submission).	1
CE188	Archway House	Knotts Lane	Colne	18/0046/FUL	Full: Retain use of former car sales premises (Use Class Sui Generis) to dwelling house (Use Class C3), erection of garage to side (East) and erection of single storey extensions to East and North elevation	1
EY062	2 School Lane	School Lane	Earby	13/13/0185P	Full: Erection of 3 two storey dwellings, demolition of garage and erection of a new double garage to the rear of The Crossings.	3
EY072	Booth Bridge Farm	Booth Bridge Lane Thornton in Craven	Earby	13/15/0574N	Prior Approval Notification (Agricultural Building to Dwelling - Class Qa and b): Change of use of agricultural building to single dwelling with associated external	1
EY074	Stone Garth 4a Mill Brow Road	Mill Brow Road	Earby	16/0120/FUL	Full: Conversion of detached garage/games room to one 3-bed dwelling house	1
FE021	Field No. 2075	Cuckstool Lane	Fence	13/16/0072P	Lawful Development Certificate (proposed): Change of use of an agricultural building to a dwelling as deemed to be granted under Class Q of the Town and Country Planning (General Permitted Development) Order 2015	1

FE022	Field No. 5659	West of Higher Old Laund Farm	Fence	13/15/0506N	Prior Approval Notification (Agricultural building to dwelling - Class Q(b)): External works and alterations to facilitate change of use to dwelling.	1
FE023	Raven Farm	Cuckstool Lane	Fence	17/0566/AGD	Prior Approval Notification: (Agricultural building to dwelling Class QA and QB) Change of Use of agricultural building to dwelling and external alterations.	1
NN133	11 Cross Street	Cross Street	Nelson	13/14/0277P	Full: Change of use from B1 Office to a dwelling house (C3).	1
RE008	Land adjacent Yate House	Ridge Lane	Roughlee	13/16/0027P	Full: Erection of a two storey detached dwelling with associated curtilage and new vehicular access from Ridge Lane (Re-Submission).	1
RY015	Land adjacent to 534 Colne Road	Colne Road	Reedley	13/13/0010P	Extension of Time: Extend time limit of Planning Permission 13/09/0489P for erection of a detached dwelling house.	1
SH019	Development land adjacent No.7 The Hayfields	Hayfields	Salterforth	19/0016/FUL	Full: Erection of one detached dwellinghouse (Re-Submission).	1
SH020	Hollin Bank Cottage	High Lane	Salterforth	16/0568/VAR	Full: Variation of Condition: Removal of Condition 2 (Holiday occupancy) of Planning Permission 13/07/0548P.	1
TN045	Hollin Hall Barn	Hollin Hall	Trawden	17/0323/FUL	Full: Erection of detached dwelling house.	1
TN050	Land adjacent to 60 Lanehouse	Lanehouse	Trawden	17/0285/FUL	Full: Erection of a detached dwelling.	1
TN058	Cemetery House	Colne Road	Trawden	13/14/0243P	Full: Conversion and extension of outbuilding to create single dwelling, including creation of parking area and ground mounted solar panels within curtilage.	1
TN059	Former Office Building, Pinetree Court	Keighley Road	Trawden	13/14/0427P	Full: Change of use from offices (B1) in to three apartments including external alterations to windows, doors and walls and associated parking spaces.	3
TN065	Parrock Farm	Lane Top	Trawden	17/0389/FUL	Full: Conversion of barn to dwelling	1
TN068	Land to West of 6 Foulds Road		Trawden	18/0135/FUL	Full: Erection of three dwelling houses (Two semi-detached and one detached).	3
						32

Table 4: Completions on Small Sites 2019/20

Site Reference	Site Name	Street	Town	Application Number	Development	Total Complete
BD048	Rear 38 Church Street	Church Street	Barrowford	19/0106/FUL	Full: Demolition of workshop and retention of a two-storey dwelling (Part-Retrospective).	1

BD058	Meat Preparation Building, Halstead Farm	Halstead Lane	Barrowford	13/14/0118P	Full: Conversion of former meat preparation building to a single two bed dwelling house with parking (Re-Submission).	1
BD059	45 Appleby Drive	Appleby Drive	Barrowford	16/0718/FUL	Full: Erection of detached dwelling house.	1
BD070	95 Gisburn Road	Gisburn Road	Barrowford	18/0282/FUL	Full: Conversion of dwelling (Use Class C3) into a ground floor shop (Use Class A1) with a flat above and 2 cottages to the rear along	1
BK101	Land adjacent to 2 Taylor Street	Taylor Street	Barnoldswick	16/0562/FUL	Full: Erection of a detached dwelling with access from Pennine Way.	1
BK114	2 Letcliffe	Manchester Road	Barnoldswick	16/0128/FUL	Full: Demolition of existing garage and erection of dwellinghouse with garage at ground floor and first floor balcony.	1
BR067	Agricultural Building	Greenhead Lane	Brierfield	17/0708/AGD	Prior Approval Notification (Agricultural building to dwelling Class QA and QB): Change of use of agricultural building to dwelling and external alterations.	1
BR080	New Laund Farm	Greenhead Lane	Brierfield	19/0849/AGD	Prior Approval Notification (Agricultural Building to Dwelling Class QA and QB): Change of use of agricultural building to dwelling (Use Class C3) and external alterations.	1
CE133	Nun Clough Farm Barn	Birchenlee Lane	Colne	18/0377/FUL	Full: Conversion of barn into one dwelling house.	1
CE183	51-53 Albert Road	Albert Road	Colne	17/0478/FUL	Full: Change of use from use class C2 to 2 No. dwellings use class C3, including erection of a rear hardstanding and two rear dormers.	2
FO038	White House Farm	High Lane	Foulridge	17/0385/FUL	Full: Change of use of barn to two dwellings, demolition of outbuildings, erection of an extension, erection of detached garage and formation of a new access	2
HM017	High Mount Farm	Foxen Dole Lane	Higham	17/0269/REM	Reserved Matters: Erection of an agricultural workers dwelling (Appearance, Landscaping, Layout and Scale).	1
NN116	14a Cumberland Street	Cumberland Street	Nelson	13/13/0264P	Full: Change of use from retail to dwelling; erection of single storey rear extension; Erection of a single flat roof dormer to side (South) elevation and erection of two pitched roof dormers to side (North) elevation.	1
NN148	97 Brier Crescent	Birer Crescent	Nelson	16/0429/FUL	Full: Change of use from nursing home to single dwelling including erection of single storey extension to rear and reconfiguration of windows (Amended Description).	1

NN151	2 Prospect Buildings	Cross Street	Nelson	16/0607/FUL	Full: Change of use of first floor offices to self contained flat.	1
NN155	11 Carr Road	Carr Road	Nelson	17/0437/FUL	Full: Change of use of office (A2) to residential (C3)	1
NN165	127-129 Chapel House Road		Nelson	18/0290/FUL	Full: Conversion of one dwelling house into two dwelling houses.	1
NN167	Site of 6 to 16	Beech Street	Nelson	18/0403/FUL	Full: Erection of four semi-detached dwelling houses.	4
NN170	60 Every Street		Nelson	18/0831/FUL	Full: Change of use from a ground floor shop (Use Class A1) to residential use (Use Class C3) and replace shop front with domestic frontage.	1
TN030	Herders Inn	Lancashire Moor Road	Trawden	13/15/0304P	Full: Conversion of public house (A4) to two dwellinghouses and erection of two storey rear extension.	3
TN061	Far Wanless Farm	Hollin Hall	Trawden	18/0230/FUL	Full: Conversion of barn into two dwellings.	2
						29

Table 5: Completions on Small Sites 2020/21

Site Reference	Site Name	Street	Town	Application Number	Development	Total Complete
BD046	Plot 8, 317 Gisburn Road	Gisburn Road	Barrowford	13/09/0397P	Full: Erection of a detached dwelling house.	1
BD050	Plots 7, 9, 10 317 Gisburn Road	Gisburn Road	Barrowford	20/0707/FUL	Full: Erection of three dwellinghouses (previously approved under permission 13/16/0093P) (amended layout).	3
BD063	Land adjacent 16 Garnett Street	Garnett Street	Barrowford	16/0517/FUL	Full: Erection of one 4-bed terraced house (Re-Submission).	1
BD078	26 Stone Edge Road		Barrowford	20/0266/FUL	Full: Demolition of existing detached dwelling house and erection of one pair of semi-detached dwelling houses.	1
BK091	Land to rear of 245-253 Gisburn Road	Gisburn Road	Barnoldswick	13/12/0403P	Full: Erection of a detached dwelling house (eaves height 4.7m, ridge height 8.4m), two detached double garages and two storey side extension to existing house and formation of new vehicular access.	1
BK125	Development land off Long Ing Lane	Long Ing Lane	Barnoldswick	17/0770/FUL	Full: Erection of one two storey dwelling and two three storey dwellings.	3
BK131	Higher Calf Hall Farm	Calf Hall Lane	Barnoldswick	18/0605/FUL	Full: Erection of one dwelling house and detached garage.	1
BK133	Land to North West 41 Long Lane		Barnoldswick	19/0905/FUL	Full: Demolition of existing garage, erection of a detached dwelling with parking and formation of parking area for 41 Long Ing Lane.	1

BK139	32 Curch Street		Barnoldswick	20/0538/FUL	Full: Change of use from shop (Use Class A1) to single dwelling (Use Class C3) and replace shop front and associated minor external alterations.	1
BK143	1 Bank Buildings	Skipton Road	Barnoldswick	20/0026/FUL	Full: Change of Use Lower Ground and Upper Ground floor from A2 Professional Service to residential (use class C3) to create 4x apartments with alterations to doors and windows and removal of rear fire escape.	4
BR061	Garage Site to North West of 24	Park Lane	Brierfield	19/0520/FUL	Full: Erection of a two-storey detached dwelling with two-storey rear projection, roof dormers to front and rear, raised patio to rear and off-street parking (Revised Scheme).	1
BR066	Greenhead Manor	Greenhead Lane	Brierfield	16/0548/OTD	Prior Approval Notification (Office use B1(a) to dwellinghouse (C3)): Change of use of offices to a 4 bed detached dwelling.	1
CE132	Cotton Tree Methodist Church	Cotton Tree Lane	Colne	13/12/0196P	Full: Change of use from former chapel (D1) to single dwelling with external alterations.	1
CE202	Swanside Alkincoats Villas	Alkincoats Road	Colne	19/0019/FUL	Full: Erection of one detached dwelling house.	1
CE207	50 Portland Street		Colne	19/0208/FUL	Full: Subdivision of house into ground and first floor flats (Use Class C3) (Retrospective).	1
CE210	Land to North	26 Lenches Road	Colne	19/0381/FUL	Full: Erection of a three storey dwelling with associated parking.	1
CE217	11A Skelton Street		Colne	20/0568/FUL	Full: Subdivision of existing apartment into two apartments	1
FE026	Land to rear of 2 Greystone Drive		Fence	19/0728/FUL	Full: Erection of a detached single storey bungalow with access and parking.	1
HM018	Land off Barkerfield Close	Barkerfield Close	Higham	19/0476/FUL	Full: Erection of a pair of semi-detached dwellings (Re-Submission).	2
HM019	Height Top Smithy	Stump Hall Road	Higham	19/0065/FUL	Full: Demolition of sunroom, convert garage to self contained unit, alteration to roof and openings.	1
KK022	Moor Gate Farm	Cob Lane	Kelbrook	17/0192/FUL	Full: Change of use and external alterations to convert barns to 2 dwellings with associated residential curtilage and erection of a detached garage.	2
KK023	Royds Farm	Harden Road	Kelbrook	18/0217/FUL	Full: Demolition of garage and agricultural buildings and erection of one, two storey dwelling and double garage.	1

KK024	Field Number 4667	Harden Road	Kelbrook	18/0386/REM	Reserved Matters: Erection of 2 detached dwelling houses (Appearance, Landscaping, Layout and Scale) of Planning Permission 13/15/0245P.	2
KK025	Dog Exercise Field	Colne Road	Kelbrook	18/0756/FUL	Full: Erection of a single-storey dwelling and formation of four parking spaces.	1
KK029	Moor Gate Farm	Cob Lane	Kelbrook	20/0745/AGD	Prior Approval: Change of use of agricultural building to dwelling house (Use Class C3).	1
NN069	Land adj 3 Proctor Close	Proctor Close	Nelson	13/15/0348P	Full: Erection of one two storey dwelling house (Amended scheme).	1
NN104	1 Netherfield Road	Netherfield Road	Nelson	13/12/0056P	Full: Conversion of single dwelling to three flats.	2
NN129	Land off Waidshouse Road		Nelson	17/0451/OUT	Erection of 4 dwellings	4
NN149	Land off Cooper Street	Cooper Street	Nelson	19/0757/FUL	Full: Erection of two detached dwelling houses (Amended scheme).	2
NN153	1 Lime Street	Lime Street	Nelson	16/0774/FUL	Full: Sub-Division of dwelling house to form two self-contained flats and erection of a single storey rear extension.	1
NN157	31 Carr Road	Carr Road	Nelson	17/0737/FUL	Full: Change of use of office (Use Class B1) to residential (Use Class C3).	1
NN159	Old Clarion House	Shelfield Lane	Nelson	18/0633/FUL	Full: Approval of Reserved Matters for the construction of a detached dwelling and garage.	1
NN160	Site of Regent Bingo Club	Leeds Road	Nelson	17/0368/FUL	Full: Change of use of land to form a car sales pitch, erection of 1.8m high security fencing and erection of a valeting bay and office building with a self contained flat above	1
NN174	8-10 Eagle Street		Nelson	19/0616/FUL	Full: Subdivision of merged property into two dwellings (Use Class C3).	1
NN184	57 Scotland Road		Nelson	20/0695/RTD	Prior Approval Notification (Change of Use): Change of use from first floor retail to two residential apartments (Use Class C3).	2
SO001	Brook Lea	284 Colne Road	Sough	18/0468/FUL	Full: Erection of a detached dwelling house.	1
TN047	Building To The South West Of Chelsea Mews	Church Street	Trawden	20/0111/FUL	Full: Change of use, external alterations and erection of roof extension to garage block to convert into two dwellings (Part Retrospective).	2
TN075	Brooke House	Colne Road	Trawden	19/0624/CEU	Certificate of Lawfulness (Section 191 - Existing Development): Use as a single dwelling house (Use Class C3).	1
						55

Table 6: Completions on Small Sites 2021/22

Site Reference	Site Name	Street	Town	Application Number	Development	Total Complete
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BK117	Land to East of Higher Park House (1)	Barnoldswick	18/0829/REM	Reserved Matters for the erection of one dwelling house (16/0500/OUT)	1
BK122	Helliwells Funeral Services	Barnoldswick	17/0348/FUL	Formation of a self-contained flat and alteration to roof to form roof terrace.	1
BK123	Letcliffe Farm	Barnoldswick	17/0528/FUL	Demolition of existing garage and stable block and erection of a two storey dwelling with detached garage.	1
BK130	Former Builders Yard	Barnoldswick	19/0515/FUL	Erection of a detached dwelling house (Use Class C3) on former builders yard	1
BK134	Yarlside Farm	Barnoldswick	19/0632/FUL	Convert farmhouse and former barn into two dwellings	1
BK135	Aynhams Farm	Barnoldswick	19/0876/FUL	Erection of detached bungalow	1
BK141	Manor House Farm	Barnoldswick	20/0169/REM	Erection of an agricultural workers dwelling of planning permission 19/0723/OUT	1
BK145	Aynhams Hill Farm	Barnoldswick	20/0685/FUL	Erection of three bedroom dwelling house for a rural worker.	1
BO024	Springfield Nurseries	Blacko	13/13/0527P	Demolition of partial complete dwelling and erection of single detached dwelling house.	1
BR077	547 Colne Road	Brierfield	19/0538/FUL	Subdivision of a dwelling to form two self-contained residential units.	1
BR078	67 Colne Road	Brierfield	19/0565/FUL	Change of use of ground floor shop to form a one bedroom residential unit.	1
BR084	5-11 Height Croft	Brierfield	20/0581/FUL	Convert No's 7-9 Height Croft back into one dwelling house and convert No'5 and 11 back into 2 No. dwelling houses with associated parking.	2
BR088	Smithsons Farm Cottage	Brierfield	20/0257/AGD	Pior Approval Notification (Agricultural Building to Dwelling Class Q a and b): Change of use of an agricultural building and external alterations to form a single dwelling.	1
BR089	534 Colne Road	Brierfield	21/0216/FUL	Erection of a detached house (Amended scheme) with vehicular access.	1
BR094	16 Hillside View	Brierfield	21/0401/FUL	Sub-divide dwelling house into two dwellings.	1
CE163	28 West Street	Colne	13/15/0183P	Subdivision of a single dwelling house to two flats with external alterations including remodelled rear extension and erection of staircase to ground floor.	1
CE184	Glenroy Community Centre	Colne	17/0743/OTD	Permitted Development Notification: Proposed change of use from office B1(a) to 3 dwellings.	3
CE191	73-75 Langroyd Road	Colne	18/0198/FUL	Conversion of existing first floor flat into 2 No. flats	1

CE214	57 Parker Street	Colne	19/0860/FUL	Change of use of ground floor from hairdressers (Use Class A1) to residential (Use Class C3)	1
FE025	26 Pendle Fields	Fence	18/0877/FUL	Demolition of garage and erection of a two storey dwelling.	1
FE028	4 Forest Avenue	Fence	21/0822/FUL	Subdivide dwelling house into two separate dwelling houses (retrospective).	1
FO039	Causeway Top Farm	Foulridge	19/0111/FUL	Convert barn to dwelling house and erect extension to front elevation.	1
LE024	18-19 School Lane	Laneshaw Bridge	18/0319/FUL	Erection of two detached dwelling houses.	2
NH012	Agricultural Buildings To The East Of Moss End	Newchurch	20/0421/FUL	Demolition of existing agricultural buildings, erection of a single storey building for use as a children's cuddling farm and erection of a detached dwelling house and domestic garage with storage above.	1
NN191	23-27 Scotland Road	23-27 Scotland Road	20/0743/CEA	Certificate of Lawful Use (S.192 Proposed Development); Use of first floor as two flats	2
NN192	Land To The Rear Of 13	Nelson	20/0834/FUL	Erection of one Dormer Bungalow with detached garage.	1
NN193	36 Scotland Road	Nelson	21/0174/FUL	Change of use of First Floor Beauty Salon (Sui Generis) to two one bedroom apartments (Use Class C3)	2
RE007	Dam Head Farm	Roughlee	13/16/0005P	Demolition of existing agricultural building and garages and erection of single dwelling with detached garage (Re-submission).	1
RE009	Barn Off Blacko Bar Road	Roughlee	20/0398/FUL	Change of use and external alterations to convert barn to a dwelling.	1
SH021	Chapel House	Salterforth	17/0171/FUL	Change of use of part of Church (Use Class D1) to residential use (C3)	1
TN066	Stunstead House	Trawden	20/0739/REM	Erection of a dwelling of outline permission 17/0539/OUT	1
TN069	Prospect Farm	Trawden	18/0568/FUL	Change of use of barn to a single dwelling house (Use Class C3) with external alterations (Re-submission)	1
					38

Appendix E: Lead in Times and Housing Delivery Rate Evidence

E.1 See attached report.

Lead in times and build out rates Pendle

Background

What determines the speed at which approved housing sites are developed? This is a key question for planning policy, both nationally and locally.

Concerned that new homes were not being delivered at the rate required, the Government published its housing white paper [“Fixing our broken housing market”](#) in February 2017. This set out a broad range of proposals that the Government intends to introduce to help reform the housing market and increase the supply of new homes.

The consultation [“Planning for the right homes in the right places”](#) was launched in September 2017. This built on some of the proposals in the white paper and recommended changes to national planning policy, to help local planning authorities and communities plan for, and deliver, the homes they need. [The Governments response to this consultation](#) was published in March 2018.

In the [Autumn Budget 2017](#), the Chancellor of the Exchequer made clear that the Government’s ambition is still to build 300,000 new homes each year.

Planning policy and guidance

The [National Planning Policy Framework \(NPPF\)](#) requires local planning authorities (LPAs) to:

- prepare local plans to identify sites and broad locations over a 15-year timeframe;
- demonstrate a five-year supply of housing land; and
- address the requirements of the housing delivery test.

LPAs must have a detailed knowledge of what housing sites in their area will contribute in practice and how they can – in the words of the Minister of State for Housing – do “more, better, faster”.

National Planning Practice Guidance (NPPG) on [housing and economic land availability assessment](#), as updated on 13 September 2018, stated that LPAs may want to “develop benchmarks and assumptions based on evidence of past trends for development lead-in times and build out rates” (Paragraph: 030 Reference ID: 3-030-20180913). Whilst this paragraph was removed when the guidance was updated on 22 July 2019, the importance of lead-in times continued to be highlighted in Paragraph: 022 Reference ID: 3-022-20190722.

Establishing benchmarks and assumptions

Large-scale housing developments, defined as those delivering 500 homes or more, play a significant role in meeting housing need. But whilst they deliver more homes, they do this over a long time period and typically have longer lead-in times than smaller sites. If the Council’s [Strategic Housing Land Availability Assessment \(SHLAA\)](#) includes a number of large sites, there needs to be a valid a justification for:

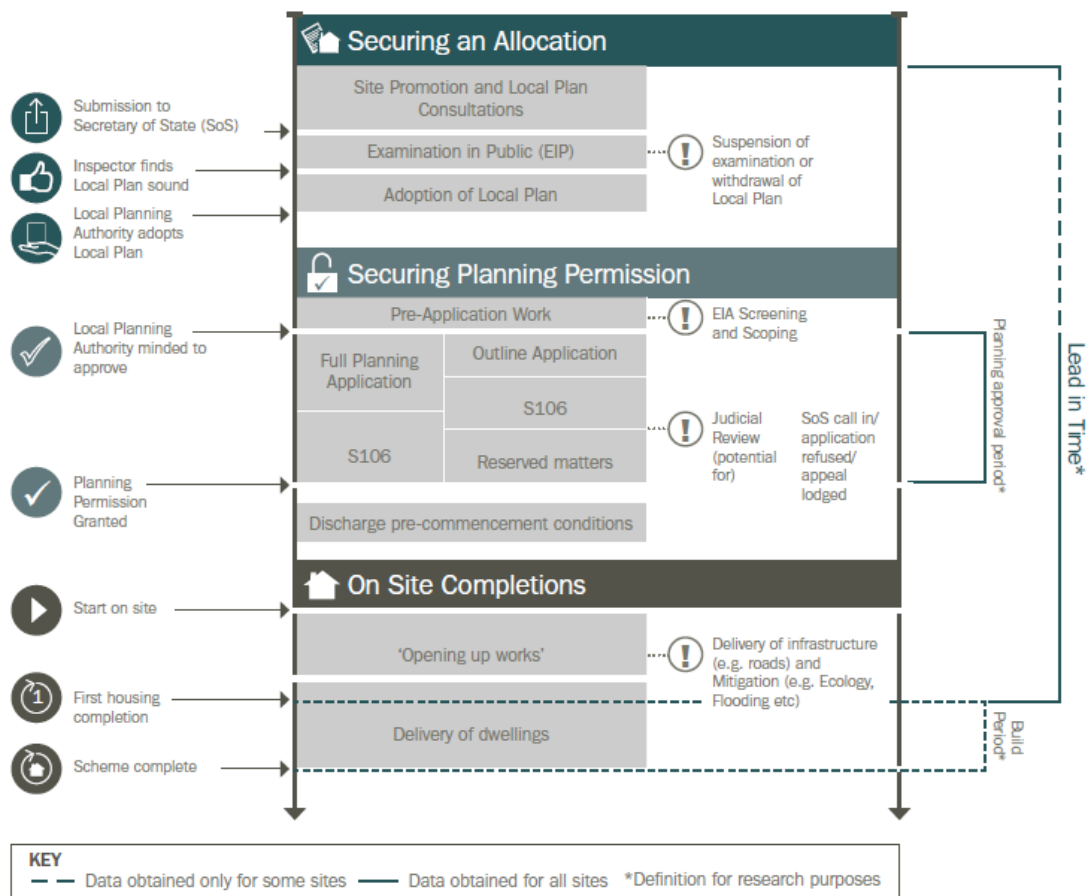
1. The assumptions that are made about how soon a site can start to provide new homes; and
2. The rate of development.

This is particularly true where large sites are included either, wholly or partly, in the calculation of the five year housing land supply (5YHLS).

Lead in times and build out rates Pendle

Information on lead in times and build out rates will help LPAs to determine whether additional housing sites need to be identified (large or small) and where these should be located. Local plans, neighbourhood plans and housing land trajectories should adopt sensible assumptions, based on national benchmarks, and – where the data exists – local circumstances, to help understand build out rates and the potential for the non-implementation of planning permissions (lapse rates).

Figure 1: Timeline for delivery of a strategic housing site



Source: Lichfields

The key stages in assessing site progress (Figure 1) are as follows:

1. **Lead in time** is the period from either the date of the first formal identification of the site as a potential housing allocation in a Local Plan, or where this is not applicable, the validation date of the first planning application
2. **Planning approval period** is measured from the *validation date* for the first application relating to the proposed development until the *decision date* for the first detailed application which permits the development of units on the site.
3. **First housing completion** is the date/monitoring year on which the completion of the first dwelling is recorded. In planning terms a completion is recorded when a dwelling has its roof and all windows and doors installed.
4. **Annual build rate** is the number of homes built each year on a particular site. On large sites there may be one or more parts of the site being built-out by different developers at any one time.

Lead in times and build out rates Pendle

Evidence shows that for large sites the distinction between Brownfield and Greenfield does matter. In the vast majority of cases new homes built on Greenfield sites come forward far more quickly than those on Brownfield sites.

Lead in time

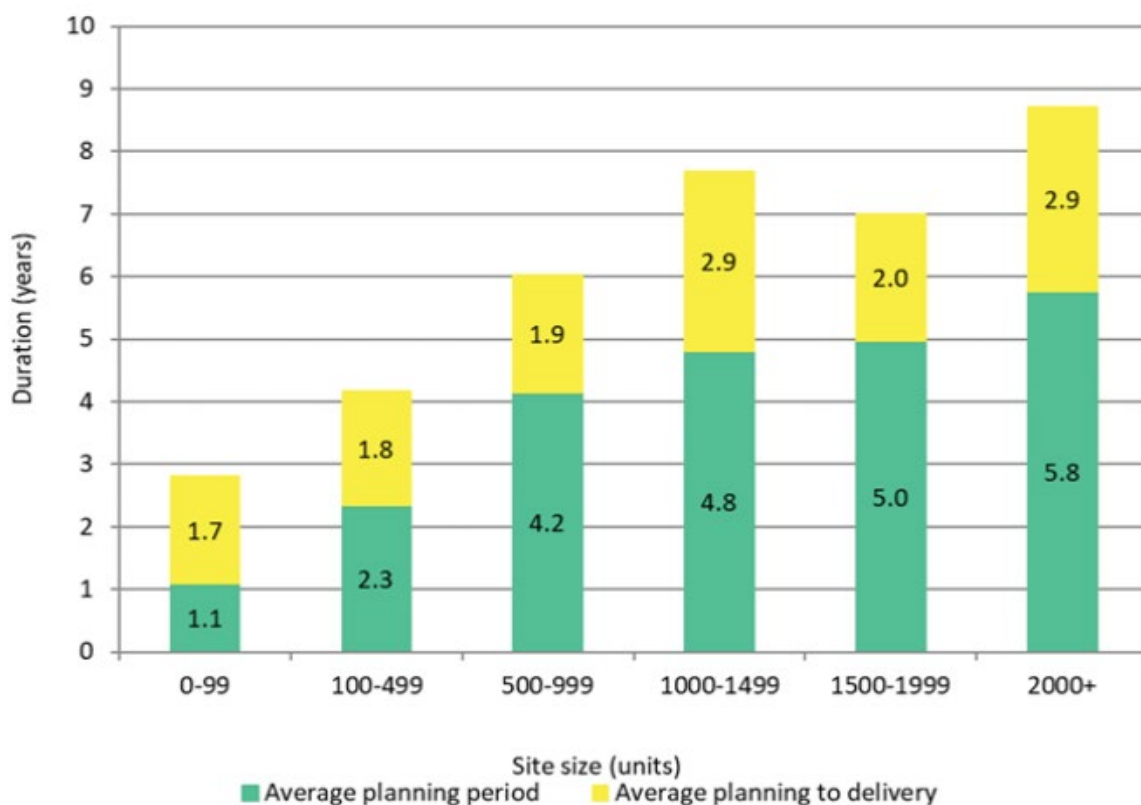
Planning issues are often addressed well before a planning application is submitted. This is particularly true where a site has been allocated in the Local Plan. This helps to ensure that the planning application – once submitted – is determined more quickly.

In November 2016 Lichfields published its research report [Start to Finish](#). This nationwide study looked at the factors influencing build out rates. The report won the RTPI Research Award in 2017 and is a regular point of reference for plan-makers and Inspectors in considering the realism of housing trajectories in local plans and five-year housing land supply statements. The report concluded that the average lead-in time for large sites was 3.9 years from identification of the site to the submission of the initial planning application. Although there was considerable variation within the sample of sites, the results revealed that a substantial lead-in time does not guarantee a prompt permission.

Planning approval period

The planning approval period and the planning delivery period (the time taken to deliver the first unit after planning permission has been granted), increases with the size of the site. It ranges from approximately three years for sites delivering fewer than 100 units to between seven and nine years for the largest sites (i.e. those delivering over 1,000 units) (Figure 2). This is because larger sites tend to raise complex planning issues related to both the principle of development and the detail of implementation.

Figure 2: Average time from planning approval to delivery of first dwelling



Source: Lichfields, October 2018

Lead in times and build out rates Pendle

A site threshold of 500 units appears to be the point after which the *planning approval period* increases from just over two years to between four and six years.

The length of the planning approval period is not affected by whether the land in question is Brownfield or Greenfield site.

Applications for planning permission are determined more quickly where the planning matters have been substantially addressed prior to submission. This is most often achieved by developers seeking pre-application advice; or by LPAs allocating sites in their Local Plan and/or preparing development briefs or master plans. The commencement of any development can also be accelerated if the implementation of a 'first phase' can be fast tracked through a focused planning application.

The *planning delivery period* is on average longer for larger sites reflecting the complexities involved in bringing them forward for development.

Whatever the approach taken, large sites are not quick to deliver. In the absence of a live planning application they are unlikely to contribute to the calculation of the 5YHLS. However, there is considerable variation from site-to-site, with evidence showing that some large sites have come forward in under two years.

Lapse rates

Not every planning permission that is granted will translate into the development of new homes. Planning permissions can lapse for a number of reasons:

1. The landowner cannot achieve the desired sale price for the site.
2. The developer cannot secure sufficient finance.
3. The approved development not considered to be viable.
4. Pre-commencement conditions take longer than anticipated to discharge.
5. Supply chain constraints prevent a start on-site.
6. An alternative planning permission to that obtained by the landowner is sought by the developer.

At the national level, the Ministry for Housing, Communities and Local Government (MHCLG) has identified a 30-40% gap between planning permissions granted for housing and housing starts.¹ This can often give rise to claims of 'land banking' by developers. But, insofar as land banking may exist, the [Letwin Review](#) concluded that the matter appears to be a London – rather than a national – malaise.

Build out rates

Build out is the term used to describe how planner's estimate of the amount of new housing development that is likely to take place in a particular area. The rate at which sites are estimated to deliver new homes is a frequently contested matter at Local Plan examinations and inquiries where the 5YHLS is a consideration.

¹ MHCLG presentations to the Home Builders Federation Conference, September 2015.

Lead in times and build out rates Pendle

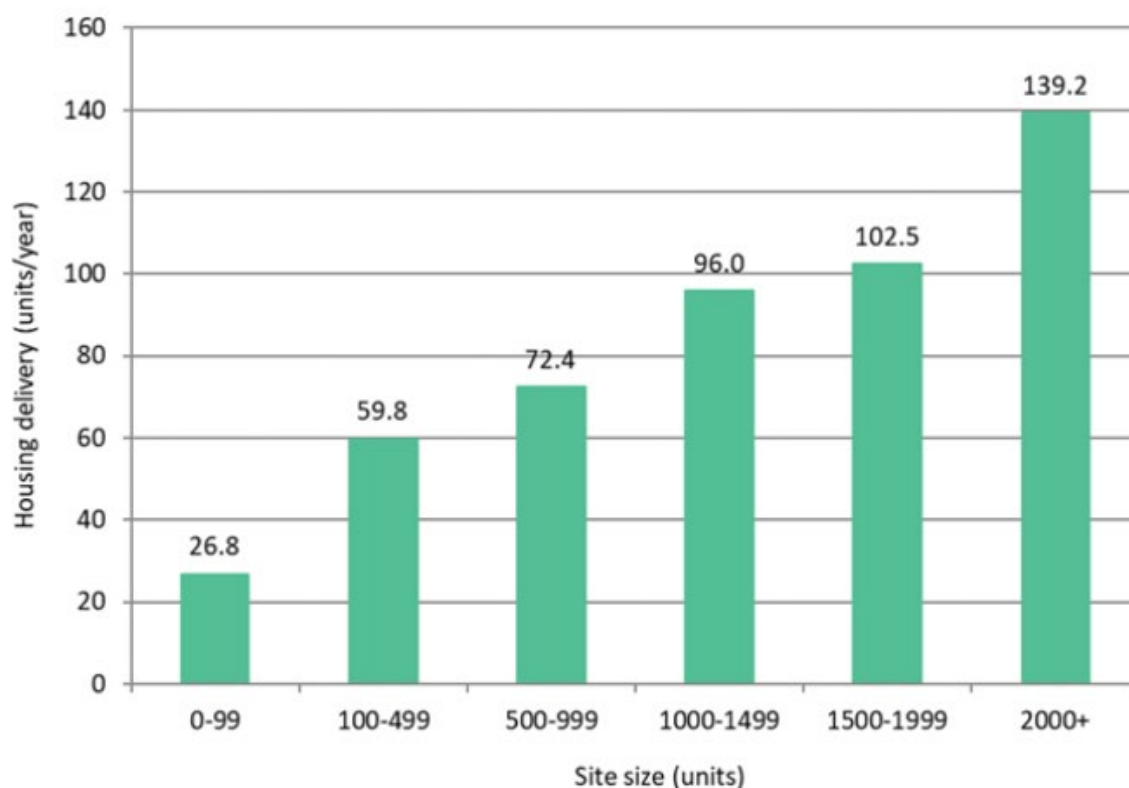
Single family homes built by a contractor typically take between eight and nine months to complete. For self-build properties this increases to eleven months on average. But, if housing sites are developed more slowly than the planning authority has assumed, more housing sites may need to be brought forward to achieve the required level of development within given timescales. It is therefore essential to have robust and up-to-date evidence on build out rates to inform decisions relating to the delivery of new housing.

The rate of annual delivery on large sites is most heavily influenced by the 'absorption rate' in the local housing market. This is calculated by dividing the number of sales in a given month by the number of available homes for sale and is affected by a number of different factors on any given site:

- the strength of the local housing market;
- the number of sales outlets expected to operate on the site (i.e. the number of different housebuilders/brands/products being delivered); or
- the tenure of housing being built – are the market homes for sale being supplemented by homes for rent, including affordable housing?

Areas of stronger market demand for housing will support higher sales and build out rates. In contrast relatively weaker areas are unlikely to be able to sustain high build out rates. The analysis conducted by Lichfields (2016) shows a clear relationship between the strength of the local housing market and the average annual build rate, although localised conditions can lead to significant variations.

Figure 3: Average build out rates



Source: Lichfields, October 2018

Lead in times and build out rates Pendle

The size of a site is one of the key factors determining the build out rate (Figure 3). Large sites are often split between different housebuilders to help improve the sales rate, rather than to make construction more efficient. Larger sites with more access points are likely to feature multiple sales outlets and thereby have greater scope to increase build out rates.

The Letwin Review and the studies carried out by Lichfields both found a strong correlation between the number of sales outlets on a site, during the build out period, and higher average annual build out rates. Each additional outlet typically results in an average of 3-4 additional homes being completed each month.

To maximise the advantage of splitting up a large site, the products on sale at the different sales outlets are often quite distinct. If they are aimed at the same market sector the build out rate is likely to fall off relatively quickly. To appeal to different customers housebuilders will differentiate the products available by the type and size of dwelling, different branding and pricing structures.

It is not always possible to increase the number of sales outlets in direct proportion to the size of site, due to physical constraints and local absorption rates. Whilst very large sites in strong markets have delivered upwards of 250-300 dwellings per annum for short periods, even those with capacity of 2,000 or more units will, on average, deliver fewer than 200 units per annum. The average rate of delivery (139 units per annum) is approximately five times that of sites of delivering fewer than 100 units (27 units per annum) and almost twice that of sites delivering 500-999 units (72 units). Annual average delivery on sites of up to 1,499 units rarely exceeds 100 units. These are average figures and build out rates will inevitably ebb and flow over time to reflect the prevailing circumstances.

Housebuilders recognise that there is some interdependence between sites, in terms of their output levels. Local housing markets have a limited capacity to absorb new-build housing, so housebuilders are cautious if they consider that too many sales outlets are operating in a particular locality at any one time.

Evidence shows that both large and small-scale housing sites with a larger proportion of affordable homes (as defined in the NPPF) tend to deliver more quickly. Affordable housing taps into a different segment of demand. Developer confidence is increased by the grant or subsidy that is available and having a housing association or registered provider on board, to build and/or manage the affordable units, can support cash flow and help to reduce risk. Sites where 40% or more of the homes to be built are affordable have a build out rates that are around 40% higher than similar developments with an affordable housing requirement of less than 20%.

Many housing trajectories show large sites gradually increasing their output and then remaining steady, before tailing off at the end. In reality delivery rates are not steady, with annual completions tending to be higher early in the build out period before dipping towards the end (Figure 4). This surge in early completions is likely to reflect the need for a quick return on capital outlay and/or the early delivery of affordable housing.

Figure 4: Typical delivery profile for build out on large sites



Green = High levels of delivery Red = Low levels of delivery

The most significant constraints preventing the raising of build out rates include overcoming problematic site conditions; the provision of infrastructure; the behaviour of competitors within the local market (i.e. the potential for over-supply); the availability of skilled labour and materials; and access to development finance.

Lead in times and build out rates Pendle

There is a discernible difference between the annual build out rates on Brownfield and Greenfield sites, with the latter delivering over 20% quicker than their Brownfield counterparts, although on average they take 7% longer from first application until the time they deliver their first unit.

Pendle Housing Market Area

Pendle forms part of a joint Housing Market Area (HMA) with neighbouring Burnley. The HMA contains a high number of terraced properties in the lowest Council Tax Band 'A'. Regeneration initiatives see new build as a key component in diversifying the local housing stock.

A number of sub-markets can be identified within the joint HMA. Those within Pendle are summarised in Table 1. It is widely accepted that strong local markets are likely to support higher annual delivery rates. The inevitable result is that build out rates will vary, even within Pendle. These variations need to be reflected in both the estimation of projected housing completions and in policy making.

Table 1: Housing sub-markets in Pendle (see end of document for an alternative presentation)

Spatial Area	Housing Sub-Market	
M65 Corridor	1. Reedley and Higher Reedley	MODERATE
	2. Brierfield and Nelson	WEAK
	3. Rural Southfield	MODERATE
	4. Barrowford	MODERATE
	5. Higherford and Blacko	STRONG
	6. A6068 Corridor Villages (including Fence & Higham)	STRONG
	7. Urban Colne	WEAK
	8. Rural Colne (including Foulridge, Trawden & Laneshaw Bridge)	STRONG
West Craven Towns	9. Barnoldswick	MODERATE
	10. Earby	MODERATE
Rural Pendle	11. West Craven Rural (including Bracewell, Salterforth, Kelbrook & Sough)	STRONG
	12. Pendleside (including Newchurch-in-Pendle, Barley & Roughlee)	STRONG
	13. Other Rural	STRONG

In the borough's strongest housing markets prior to the financial crisis of 2007/2008, build out rates in excess of 40 units per annum had been achieved. Build out rates dropped dramatically during the ensuing economic recession, but have started to show signs of sustained improvement from the 2015/16 monitoring period onwards (Table 2). This represents a lag of 2-3 years when compared to many stronger housing markets.

Since the start of the current Local Plan period in 2011/20, a total of 24 sites across Pendle expected to deliver 20 or more units on-site, have been granted planning permission (Table 2). Of these sites half are complete and half are expected to deliver new units beyond 2020/21. In total sites delivering 20 or more units have the potential to provide 1,612 new homes when complete.

Of these sites four will deliver 100 or more units. A further six sites are expected to deliver 50-99 units, whilst 14 will deliver 20-49 new homes.

Table 2: Annual completions on housing developments of 20 units or more, Pendle 2011-date

Location of Site (including details of site promotor/developer)	Housing Sub-market	Planning Application Number	Site Capacity (units)	Completions by Year										
				11-12	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21	
Trough Laithe , Barrowford ¹³	4	19/0952/REM	239											0
Further Clough Head, Nelson ⁵	3	19/0740/REM	200											0
Deerwood Park , Knotts Lane, Colne ¹	7	13/15/0178P	182					-	18	24	53	31	28	
Former James Nelson's Sports Ground, Nelson ¹⁴	2	19/0901/FUL	114											0
Boulsworth View , Winderemere Avenue, Colne ¹⁵	8	18/0865/REM	82									18	49	
Spring Meadows , Red Lane, Colne ³	8	17/0362/FUL	79							-	6	13	26	
The Hallows , Colne Road, Reedley ²	1	13/08/0558P	77	13	-	9	3	6	13	5	19	9	■	
Spinners View & Quaker Heights , Clitheroe Road, Brierfield ²	2	13/10/0294P	55	-	21	18	■							
Grenfell Gardens and The Locks , Barrowford Road, Colne ²	8	13/09/0110P	55	7	1	5	8	2	1	■				
Robinson Fold, Carr Road, Barnoldswick ¹⁶ [1]	9	13/04/0590P	51	-	-	-	-	-	-	-	-	-	-	5
Southbeck , Salterforth ⁴	11	13/11/0597P	49		-	-	-	-	26	16	7	■		
Valley Road, Barnoldswick ⁶	9	13/13/0364P	46			-	-	46	■					
Foxhills , Clitheroe Road, Brierfield ⁵	2	13/15/0025P	45					-	-	-	24	11	■	
Simpsons Garage Site, Knotts Lane, Colne ⁶	7	13/13/0585P	39	-	-	-	-	15	■					
Priory Chase , Nelson ⁷	2	17/0534/REM	39					-	-	-	39	■		
Birtwistle Close , Carry Lane , Colne ²	8	16/0139/FUL	33					-	-	12	-	6	15	
Clovercroft , Higham ⁸	6	13/06/0116P	33	7	4	15	■							
Langroyd Place , Skipton Road, Colne ⁵	7	16/0650/FUL	32						-	-	13	13	6	
Kensington Forest , Long Ing Lane, Barnoldswick ⁹	9	16/0136/REM	31				-	-	-	-	22	9	■	
Hope Mill, Barnoldswick ¹⁰	9	13/14/0172P	28				-	13	15	■				
Standroyd Court , Keighley Road, Colne ²	7	13/04/0482P	28	2	6	3	■							
Spenn Brook Village , Newchurch-in-Pendle ¹⁷	7	13/04/0482P	28				-	-	-	-	-	-	-	3

Location of Site (including details of site promotor/developer)	Housing Sub-market	Planning Application Number	Site Capacity (units)	Completions by Year									
				11-12	12-13	13-14	14-15	15-16	16-17	17-18	18-19	19-20	20-21
Colbran Street, Nelson ¹¹	2	13/14/0528P	23				-	-	23	■			
Spring Mill , Wheatley Lane Road, Fence ¹²	6	16/0390/REM	22				-	-	12	10	■		
Average Build Rate				7	8	10	6	16	15	13	23	14	19

Key

[1] Development at the former Westfield Mill site in Barnoldswick (Robinson Fold) stalled in 2008 with just 36 homes built.

■ Development complete

List of promoters / developers (Column 1)

¹ Persimmon Homes, ² Barnfield Homes, ³ Beck Homes, ⁴ Seddon Homes, ⁵ PEARL, ⁶ Mulbury Homes for Together Housing, ⁷ Hobstones for Calico, ⁸ L&W Wilson for Dalesmeer Homes,

⁹ Berkeley DeVeer, ¹⁰ Cawder Construction for Together Housing, ¹¹ Lane End developments for Great Places Housing Group, ¹² Skipton Properties, ¹³ Northstone, ¹⁴ Gleeson Homes,

¹⁵ McDermott Homes, ¹⁶ Orchard Holdings plc, ¹⁷ Cheshire Estates

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Five sites are being promoted by housing associations and will deliver 100% affordable housing on-site.

Whilst the delivery of new homes on Pendle’s largest housing sites is typically in the range of 15-20 new units per annum these figures can be exceeded. A social housing scheme in Barnoldswick achieved a build rate of 46 homes per annum in 2015/16 (Table 2).

Taking account of past performance, as summarised in the [Authority’s Monitoring Report \(AMR\)](#), and in particular on larger sites developed during the current plan period, a schedule of estimated build out rates for each housing sub-market area has been established (Table 3) for use when updating the Council’s housing trajectory and 5YHLS. Future monitoring will help to determine whether changes in the prevailing economic circumstances require these figures to be revised.

Table 3: Estimated build out rates per annum, by housing sub-market (amend in line with Table 1)

Site Capacity (units)	Housing Sub-markets in Pendle												
	1	2	3	4	5	6	7	8	9	10	11	12	13
500+	40								-	-	-	-	-
250 – 499	30	20	30	30	35	35	20	35	30	30	35	35	35
100 – 249	25	15	25	25	30	30	15	30	25	25	30	30	30
50 – 99	20	10	20	20	25	25	10	25	20	20	25	25	25
25 – 49	15	10	15	15	20	20	10	20	15	15	20	20	20

The housing sub-markets are defined in Table 1.

Further large sites are under consideration for allocation in the [Pendle Local Plan Part 2: Site Allocations and Development Policies](#), which it is anticipated will be submitted for Examination in late 2022 and adopted later that year.

Conclusions

This paper opened with the question: what determines the speed at which approved housing sites are developed?

Planning for the future provision of new housing involves more than allocating sites in the Local Plan and granting planning permission for development to take place, although the latter is obviously a pre-requisite.

The available evidence² suggests that three inter-dependent factors will have a major influence on the build-out rates for large housing sites in the borough:

1. The corporate strategies of housebuilders, which promote the controlled and phased release of new housing to capture the full value of the site.
2. The behaviour of competitors in the local market, which can influence tactical behaviour.
3. National and local planning policy, which influences the supply of housing land.

² The reviews published by MHCLG (2008 and 2018) and planning consultants Lichfields (2016 and 2018) and the annual monitoring returns for the Borough of Pendle, as set out in the Council’s Authority Monitoring Report (AMR).

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On large sites build out rates are not steady over the lifetime of the development. Annual completions tend to be higher in the early stages of the development before gradually tailing off. This reflects the need for house-builders to make a quick return on their capital outlay. It may also reflect the need to deliver affordable housing in these early stages.

Large sites are often the key to providing the up-front investment in new infrastructure that is necessary to support the wider delivery of new housing. The level of public sector intervention available to pump prime this investment in infrastructure and unlock large sites is limited. With most large housing developments being provided by the private sector, the planning obligations and/or community infrastructure levy (CIL) contributions sought from developers should avoid the possibility of stalling the promotion of large-scale sites.

References

[Driving housing delivery from large sites: What factors affect the build out rates of large scale housing sites?](#) (Lichfields, October 2018)

[Independent Review of Build Out – Final Report](#) (Rt Hon Sir Oliver Letwin MP for the Ministry of Housing, Communities and Local Government, October 2018)

[Independent Review of Build Out Rates – Draft Analysis](#) (Rt. Hon Sir Oliver Letwin MP for the Ministry of Housing, Communities and Local Government, June 2018)

[Start to Finish: How Quickly do Large-Scale Housing Sites Deliver?](#) (Lichfields, November 2016)

[Factors Affecting Housing Build out Rates](#) (University of Glasgow for the Ministry of Housing, Communities and Local Government, 2008)

Lead in times and build out rates Pendle

Addendum

Alternative presentation for Table 1 to reflect the fact that data may be easier to collect via the Valuation Office Agency (VOA) and Energy Performance certificate (EPC) register, which both use postcode data.

Table 1: Housing sub-markets in Pendle [1]

Spatial Area	Postcode Sector	Housing Sub-market	
M65 Corridor	BB8 0 / BB8 9	Colne North	MODERATE
	BB9 8	Barrowford and Great Marsden [2]	MODERATE
	BB9 7 / BB9 0 / BB9 9	Nelson	WEAK
	BB9 5	Brierfield	WEAK
West Craven Towns	BB18 5 / BB18 6	Barnoldswick and Earby [2]	MODERATE
Rural Pendle	BB12 9	Higham, Fence and Pendleside villages	STRONG
	BB9 6	Higherford, Blacko and Roughlee	STRONG
	BB8 7	Foulridge and Laneshaw Bridge	STRONG
	BB8 8	Colne South & Trawden [2]	STRONG

Note:

[1] Not included in the figures above are:

- Parts of Reedley, which are in postcodes BB10 2 and BB12 0 (Burnley).
- Rural Southfield, which is in postcode BB10 3 (Burnley)
- Bracewell and some isolated properties near Thorntown-in-Craven, which are in postcode BD23 3 (Skipton).
- Some isolated properties east of Sabden and north of Blacko, which are in postcodes BB7 9 and BB7 4 (Clitheroe).

[2] Although making the collection of data more difficult:

- A split of BB8 8 (Colne) and BB9 8 (Barrowford and Nelson) may be desirable
- BB18 5 (Salterforth) and BB18 6 (Kelbrook and Sough) should ideally be separated out from the West Craven Towns as they fall within the Rural Pendle spatial area.

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Liberata

