

Our Pendle Our Future



Strategic Housing Land Availability Assessment (SHLAA) 2022/23

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1. Introduction

- 1.1 The National Planning Policy Framework (NPPF) requires local planning authorities to prepare a Strategic Housing Land Availability Assessment (SHLAA), a key evidence base document that supports the Local Plan and in particular the site allocation process.
- 1.2 The NPPF (paragraph 68) states that: *“Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment, From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Planning policies should identify a supply of:*
- (a) Specific, deliverable sites for years 1 to 5 of the plan period; and*
(b) Specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.”
- 1.3 Pendle Council’s first SHLAA was prepared in 2008 and a partial review was carried out in 2010 and 2013 with annual updates carried out in subsequent years.
- 1.4 At full Council in December 2021, members resolved that a new Local Plan should be prepared for Pendle¹. The Fourth Revision of the Local Plan will set new development requirements for the borough covering the period 2021 to 2040. This will include, as necessary, the allocation of sites.
- 1.5 As a consequence it has been necessary produce and publish a new SHLAA in order to provide an up-to-date assessment of the potential sites which are currently available within the borough to inform plan preparation.
- 1.6 It should be noted that whilst the SHLAA represents an important source of evidence to the Local Plan, it does not in itself determine whether a site should be allocated for development. Wider evidence is also considered, such as the Local Plan Sustainability Appraisal, as well as alignment with the spatial strategy, and residual needs taking into account completions and commitments.
- 1.7 Similarly, the inclusion of a site in the SHLAA does not necessarily mean that planning permission for housing development should be granted. This is determined through the decision making process. The conclusions made within the SHLAA are made without prejudice to the planning application process.
- 1.8 The National Planning Practice Guidance sets out that a SHLAA should:
- Identify sites and broad locations with potential for development;
 - Assess their development potential; and
 - Assess their suitability for development and the likelihood of development coming forward (the availability and achievability).

¹ [9th December 2021 Full Council](#)

1.9 These core outputs of the SHLAA are covered in the following sections of the report and the appendices.

- **Section 2: Methodology Review** – this section provides details methodology used within the SHLAA reflecting planning practice guidance.
- **Section 3: Results, data and analysis** – this section presents the findings of the site assessment work by providing summary information on the number of dwellings and amount of land available for new housing development. It also provides details of the housing trajectory to show the possible performance against the updated housing requirement figures, and finally it sets out the five year supply calculation.
- **Section 4: Conclusions** – this section summarises the key points.

2. Methodology

2.1 PPG provides guidance on how to interpret and implement the policies of the NPPF. Guidance within the “housing and economic land availability assessment” section of PPG contains a flow chart setting out how a SHLAA should be undertaken (see Appendix 1). The assessment is broken down into four stages:

- Stage One: Site/broad location identification
- Stage Two: Site/broad location assessment
- Stage Three: Windfall assessment
- Stage Four: Assessment review
- Stage Five: Final evidence base.

2.2 PPG notes that the guidance it provides indicates what inputs and processes can lead to a robust assessment of land availability. “Plan-making bodies are expected to have regard to the guidance in preparing and updating their assessments.” Departures from the guidance “will need to be explained” in setting out the evidence base informing the plan. Assessments should be “thorough but proportionate” (see PPG, 3-004-20190722).

2.3 The following sub-sections addresses each stage in turn, and sets out the approach taken through this report, including any assumptions made, justifying these as necessary.

Stage One: Site/broad location identification

2.4 The 2022/23 SHLAA relates to the administrative boundaries of Pendle only and has scope to include all land located within it. The Council is not currently engaged in a joint plan making exercise, and the borough’s most closely related neighbours are not currently preparing a new local plan. The case for cross-boundary working for this assessment is not therefore justified at present. The Local Plan’s scope covers all of Pendle including areas which have an adopted Neighbourhood Plan. There may be a need for existing neighbourhood plans to be reviewed following adoption of the Local Plan.

2.5 A lower end site size/capacity threshold of 5 dwellings or more, or a site area of 0.25 hectares or more is applied for this assessment (whichever is lower). This threshold helps to reduce the number of sites included within the SHLAA, relieving the strain on the Council’s limited resources. Only sites of 5 dwellings or 0.25 hectares or more will be considered for allocation through the Local Plan. The Local Plan will include an evidenced small site windfall allowance for sites of 4 dwellings or less (see Appendix 9).

2.6 In accordance with PPG, the following types of sites are included within the SHLAA:

- Existing sites allocated for development but not yet with planning consent.
- Sites with planning permission not yet complete.
- Sites previously benefiting from planning permission which have now lapsed.
- Sites with planning applications which have been refused or withdrawn.

- Land in the local authority's ownership.
 - Surplus or likely to become surplus public sector land.
 - Sites with permission in principle and identified brownfield land (i.e. on a brownfield land register).
 - Vacant and derelict land and buildings.
 - Under-utilised buildings or land.
 - Sites in rural locations.
 - Large scale redevelopment opportunities.
 - Sites adjoining settlement boundaries.
 - Free standing sites, including new settlements.
- 2.7 Submissions have therefore been accepted for sites located within the Green Belt, Forest of Bowland Area of Outstanding Natural Beauty, and open countryside, as well as those located within settlement boundaries, including at protected employment sites.
- 2.8 The sites included within the SHLAA are primarily sourced from previous SHLAA exercises undertaken by the Council which had been conducted before to the preparation of the new Local Plan. Prior to this assessment, the most recent publically accessible version of the SHLAA is dated 2013/14. In all years since however, the Council has sought to update its position to account for any changes in circumstances, availability, or suitability which may have arisen since these sites were originally submitted to the Council. The most recent of these updates was undertaken in September to October 2022.
- 2.9 In addition, the SHLAA has also taken into account further sources of supply including:
- Sites previously promoted to the Council as part of representations to the now abandoned Local Plan Part 2;
 - Sites known to the Council which have become available for development though not formally submitted for consideration; and
 - Sites submitted to the most recent Call for Sites consultation undertaken in June-July 2022.
- 2.10 The Call for Sites site nomination form and SHLAA update proforma are provided within Appendix 2 and 3 respectively. The proformas request specific information from landowners and promoters to inform the assessment process. This includes details of:
- Site size, boundaries and location;
 - Land uses and character;
 - Known physical, environmental and policy constraints;
 - Availability, landownership and site interest; and
 - Timescales for development.

Stage Two: Site/broad location assessment

- 2.11 The assessment considers the availability, suitability, and achievability of sites, including their economic viability. The findings of the SHLAA are reliant on evidence based judgements taking into account relevant legislation, national planning policy and other material policy and guidance, local knowledge and experience.
- 2.12 A site's capacity for housing is primarily determined by the submission made by the owner/agent or promoter, with a further desktop calculation made based on the known developable area of the site accounting for key constraints (such as landform, significant natural features or retained buildings). Where no information of site capacity is provided by the landowner an assumed density of 30 dwellings per hectare is applied. It is acknowledged that site specific considerations may result in the need for a higher or lower density applied for each site however this would be determined at the plan-making stage as appropriate.
- 2.13 As set out in stage one, if a site is not of a sufficient capacity to accommodate 5 dwellings, or is less than 0.25 hectares in total (whichever is smaller), the site will be removed from the SHLAA as an initial filter. A list of sites removed, including their justification for removal is set out in Appendix 4.
- 2.14 When determining the suitability of a proposal, regard is given towards:
- National and local policy (including weight applied towards its policies), legislation and other guidance;
 - The potential effects of a proposal and specific constraints to development including, flood risk, topography, contamination, landscape features, biodiversity and heritage conservation;
 - Its accessibility to existing services, infrastructure, shops and sources of employment;
 - Material benefits provided including the delivery of affordable housing and self-build plots.
- 2.15 The adopted approach ensures that physical and policy barriers or constraints to a site's development are considered, including the potential for these to be overcome through the plan making process.
- 2.16 A further filter is applied if a site is significantly compromised by a major risk of flooding meaning that the site's development would not be compatible with national and local planning policy.
- 2.17 In relation to sites affected by existing policy designations the following position has been typically adopted through the SHLAA assessment:
- The Green Belt is strongly protected through national planning policy with the construction of new buildings considered inappropriate. Sites put forward for consideration within the Green Belt could only be developed following their removal requiring exceptional circumstances. The NPPF makes clear that sites should only be released from the Green Belt as a last resort with the local authority having explored other options for meeting its identified need for development, including maximising the use of brownfield

land, revisiting density at proposed allocated sites outside of the green belt, and following cross boundary discussions for meeting housing needs outside of the plan area. As a consequence of this position, and taking into account local circumstances, sites designated Green Belt have been identified as potential in the longer term (16 years +) and the Green Belt constraint is noted.

- The NPPF also places strong safeguards on the Area of Outstanding Natural Beauty (AONB), making clear that permission should be refused for major development other than in exceptional circumstances, and where it can be demonstrated to be in the public interest. Where there is no clear evidence of public interest, proposals for major development on sites within the AONB are identified having potential in the longer term (16 years +) and the policy constraint is noted.
- The Protected Employment Areas (PEAs) are being reviewed as part of the Employment Land Review (ELR). The findings of the ELR indicate that all but one of the PEAs are still appropriate for protection and non-employment uses should be resisted. However, where sites become vacant and unsuitable for modern employment uses in the longer term they may be considered for housing development subject to marketing and broader factors of site suitability. Sites put forward in the SHLAA which are located in a protected employment area which are vacant, and a compatible with surrounding uses have been identified as having longer term potential (delivery in 11+ years). All other sites are assessed being deliverable in years 16+.
- The development of sites designated as open space or assessed through the Pendle Open Space Audit 2019 would be contrary to local and national planning policy unless evidence can be provided that they no longer perform the function for which they were designated, or where an alternative site/facility can be provided. Where there is no evidence that these can exceptions can be fulfilled, sites are identified as longer term potential (16+ years) and the constraint is noted.

- 2.18 In parallel to the SHLAA, the Council has reviewed the sustainability of each proposal against 57 criteria. The findings of this assessment, helps to determine (though not on its own) the pattern of allocations included within the Local Plan.
- 2.19 The scoring criteria are categorised under the three assessment headings: suitability, availability and achievability. Appendix 7 of this report provides details of the criteria and indicative scoring. It should be noted that certain criteria are more significant in terms of scoring sustainability. For example, certain constraints require more significant remediation/ mitigation/alleviation works to be carried out.
- 2.20 A summary of the scores for all sites assessed is set out in Appendix 8. The same data was used for the summary assessment provided for each site proforma provided in Appendix 6.

- 2.21 The availability of a proposal is largely determined based on the information provided within the submission by the promotor regarding landownership and developer interest. Where there are multiple landowners involved and not all landowners support or are aware of the submission, sites are unlikely to be considered deliverable. Regard is also given to the potential need for third party land (for example for access) or whether there are any known restrictions which may reduce capacity or delay delivery such as the existence of legal covenants, easements, or longer term tenancy agreements.
- 2.22 As part of the recent update to the SHLAA, the landowner/developer of each site was sent a questionnaire (see Appendix 3) to determine whether they still intend to bring their site forward for development. Where no response was received or the landowner/ developer indicated that their intention was not to bring the site forward in the next five years then the site was identified as being available from the medium term at the earliest. In some cases the owner of the site indicated that they no longer intend to bring the site forward resulting in the need to remove from the SHLAA. In addition, sites known to have been completed have also been removed from the SHLAA.
- 2.23 Table 2.1 provides a summary of information that is used to establish the likely delivery timescales for each site. The table is broken down into four themes:
- Viability
 - Monitoring Information
 - Owner/Developer Information
 - Other Information
- 2.24 These factors in combination help to establish the most realistic timescales for the delivery of each site.

Table 2.1: Criteria to determine delivery timescales

Theme	Criteria	Timescale judgement
Viability	Sites with planning permission – considered to be viable unless evidence to show otherwise.	0-5 years
	Site specific viability work indicates that the development of the site is viable.	0-5 years
	The Council's viability model suggests that this type of site is viable to develop.	0-5 years
	The Council's viability model suggests that this type of site is marginally viable to develop.	0-5 years in some cases otherwise 6-10 years
	The Council's viability model suggests that this type of site is unlikely to be viable to develop.	6-10 or 11-15 years depending on other factors
	No viability information available for this type of site.	Look at other factors
Monitoring Information	Development at the site has started and work is progressing.	0-5 years
	Development at the site has been started but work has stopped and the developer is no longer on site.	6-10 years or in some cases 11-15 years

Theme	Criteria	Timescale judgement
	Development at the site has not been started, however, planning permission was only granted in the last year.	0-5 years
	Development at the site has not been started and the planning permission is over one year old.	0-5 years in some cases otherwise 6-10 years
	The planning permission is outline only and a reserved matters application has not yet been submitted/approved.	0-5 years
Owner/ Developer Information	The developer/owner has provided information indicating their intention to develop the site.	0-5 years, sometimes 6-10 years depending on other factors
	The developer/owner has not provided any recent information indicating their intention to develop the site.	0-5 years in some cases otherwise 6-10 or 11-15 years
	There has been no recent contact with the developer/owner.	6-10 or 11-15 years depending on other factors
Other Information	Building control records indicate that the developer/owner is progressing with the commencement/development of the site.	0-5 years
	Pre-application discussions have taken place regarding the potential development of this site for housing.	0-5 years in some cases otherwise 6-10 years

- 2.25 Achievability is based on a judgement about when a site may come forward for development. The availability and suitability of a proposal for development are major influencing factors for this issue. In addition, viability, a significant issue across a large part of Pendle, is also taken into account, with conclusions made within the assessment based on the findings of the Lambert Smith Hampton 2019 Local Plan Viability Appraisal² (See Report, Section 8).

Stage 3: Windfall Allowance

- 2.26 Paragraph 71 of the NPPF confirms the need for compelling evidence to demonstrate that windfall sites will continue to provide reliable sources of supply where an allowance is made. Any allowance should be realistic having regard to the SHLAA, historic windfall delivery rates, and expected future trends.
- 2.27 The SHLAA report presents a comprehensive picture of the potential supply resources of Pendle, providing a thorough but proportionate assessment of sites submitted. Taking this into account it is unlikely, with the adoption of the Local Plan that the same contribution to the housing land supply would be made by windfall sites as experienced currently.

²[Pendle Local Plan Viability Assessment 2019](#)

- 2.28 However, as confirmed in Paragraph 2.5 of this report, the scope of the SHLAA is limited applying a threshold of 5 dwellings or more, or 0.25 hectares or more. This means that sites of a size or capacity below this threshold have not been assessed and are automatically removed from the SHLAA. Instead, an evidenced small site windfall allowance is applied through most of the plan period, accounting for the likely contribution made to the housing land supply from this source of supply. The evidence supporting the windfall allowance applied (38 dwellings per year) is set out in Appendix 9.

Stage 4: Assessment Review

- 2.29 The findings of the SHLAA are summarised in Section 3 of this report. The SHLAA is accompanied by a site specific trajectory grouped by the planning status (Appendix 5). The trajectory estimates, based on the best available evidence, the likely timescales, and delivery rate of each site. The lead-in times applied relate the site specific judgements made regarding the site's suitability, availability and achievability, including the site's planning status. It also takes into account local market conditions as typically experienced in Pendle based on past trends. Year on year delivery is based on the scale, location and type of development proposed, any evidence submitted by the site promotor, and local evidence of past delivery in Pendle (see Appendix 10).
- 2.30 Public consultation has been previously carried out on Pendle SHLAA reports prepared in 2008, 2010 and 2014. The consultation on the draft Local Plan provides the opportunity for comments to be made regarding the methodology, assessment and findings of the SHLAA. In parallel the Council continues to engage with statutory consultees in relation to proposals within the Local Plan and its implications for the environment, infrastructure and services. Details of the engagement undertaken by the Council during the preparation of the Local Plan will be set out in the Duty to Cooperate Statement to be published alongside the Publication (Regulation 19) version of the Local Plan.

Stage 5: Final Evidence

- 2.31 Following the conclusion of the consultation on the draft Local Plan, any comments made in relation to the approach of the SHLAA and its findings will be taken into account before the report is finalised.

Future Updates

- 2.32 Following adoption of the Local Plan, the Council will aim to update the SHLAA annually to ensure it continues to provide an accurate and up-to-date position of the potential housing land supply in the borough. This update will be informed by a Call for Sites exercise and will typically take place in the autumn of each year.

3. Results, Data and Analysis

Summary of Findings

Introduction

- 3.1 Data for each site has been collected and recorded and then used to score each site against the assessment criteria to determine its suitability, availability and achievability. This information helps to assess whether a site is sustainable for housing development. It also provides an indication of a site's deliverability determining when the site might be brought forward.
- 3.2 The individual site assessment proformas, provide a summary of the assessment made of each site (Appendix 6). Each proforma is accompanied by a site plan showing the site's immediate context.
- 3.3 The full trajectory of sites assessed through the SHLAA is set out in Appendix 5.
- 3.4 The assessment made is without prejudice to the development management process. The inclusion or exclusion of a specific site from the SHLAA does not establish whether proposals should or shouldn't be approved by the Council but gives an indication of the likely policy position taken towards these sites. Similarly the assessment made does not on its own determine whether a site will or won't be allocated for housing through the Local Plan.

Time periods

- 3.5 The review of the SHLAA has been carried out from a base date of 1st April 2022 as this represents the latest information available relating to dwelling completions. The SHLAA considers four time periods, 0-5 years (2022/23 – 2026/27), 6-10 years (2027/28 – 2031/32), 11-15 years (2032/33 – 2036/37), and 16 years plus (2037/38 onwards).

Number of dwellings and amount of land by location

- 3.6 The tables in this section present a summary of the number of sites and dwellings available in each settlement and spatial area for the four time periods assessed. This provides a picture of the spatial distribution of available sites in the borough.

The 0-5 year period

- 3.7 Table 3.1 shows a potential supply of 898 dwellings from sites with planning permission. This is slightly higher than the published five year supply position³ reflecting new planning permissions which have come forward following the base date of the five year supply assessment. It also includes a number of sites which may come forward in the shorter term which do not meet the NPPF's definition of 'deliverable' as required for the purpose of assessing five year supply.

³ [Five Year Housing Land Supply | Five Year Housing Land Supply | Pendle Borough Council](#)

Table 3.1: Number of dwellings in the 0-5 year period on sites with planning permission

Settlement	Year 1 2022/23	Year 2 2023/24	Year 3 2024/25	Year 4 2025/26	Year 5 2026/27	Totals Years 0-5
Nelson	46	57	23	27	27	180
Colne	64	27	2	0	0	93
Brierfield and Reedley	6	15	15	15	2	53
Barrowford (including Trough Laithe)	43	56	45	40	40	224
M65 Urban Area	159	155	83	82	69	550
Barnoldswick	23	27	14	25	15	104
Earby	14	9	10	16	16	65
Kelbrook	3	1	6	3	3	16
Salterforth	2	0	9	0	0	11
Sough	0	0	0	0	0	0
West Craven	42	37	39	44	34	196
Barley	0	5	4	0	0	9
Blacko	1	4	5	0	0	10
Fence	0	0	0	6	6	12
Foulridge	4	3	4	22	16	49
Higham	0	0	0	0	0	0
Laneshaw Bridge	3	7	8	0	0	18
Newchurch and Spen Brook	11	8	0	0	0	19
Roughlee and Crow Trees	5	0	0	0	0	5
Trawden	6	10	7	7	0	30
M65 Rural Area	30	37	28	35	22	152
TOTALS	231	229	152	161	125	898

Table 3.2: Number of dwellings in the 0-5 year period on sites without planning permission

Settlement	Year 1 2022/23	Year 2 2023/24	Year 3 2024/25	Year 4 2025/26	Year 5 2026/27	Totals Years 0-5
Nelson	0	0	0	26	40	66
Colne	0	0	0	35	35	70
Brierfield and Reedley	0	0	0	15	15	30
Barrowford	0	0	0	0	0	0
M65 Urban Area	0	0	0	76	90	166
Barnoldswick	0	0	0	20	20	40
Earby	0	0	0	46	60	106
Kelbrook	0	0	0	0	0	0
Salterforth	0	0	0	30	30	60
Sough	0	0	0	0	0	0
West Craven	0	0	0	106	110	206
Barley	0	0	0	0	0	0
Blacko	0	0	0	0	0	0
Fence	0	0	0	0	0	0
Foulridge	0	0	0	0	0	0
Higham	0	0	0	0	0	0
Laneshaw Bridge	0	0	0	8	8	16
Newchurch and Spen Brook	0	0	0	0	0	0
Roughlee and Crow Trees	0	0	0	0	0	0
Trawden	0	0	0	0	0	0
M65 Rural Area	0	0	0	8	8	16
TOTALS	0	0	0	180	208	388

Table 3.3: 0-5 year period summary

Settlement	From sites with planning permission		From sites without planning permission		Total number of dwellings
	Number of sites	Number of dwellings	Number of sites	Number of dwellings	
Nelson	16	180	3	66	246
Colne	17	93	2	70	163
Brierfield and Reedley	19	53	1	30	83
Barrowford	12	224	0	0	224
M65 Urban Area	64	550	6	166	716
Barnoldswick	20	104	1	40	144
Earby	12	65	4	106	171
Kelbrook	5	16	0	0	16
Salterforth	3	11	2	60	71
Sough	0	0	0	0	0
West Craven	40	196	8	206	412
Barley	4	9	0	0	0
Blacko	7	10	0	0	10
Fence	1	12	0	0	12
Foulridge	11	49	0	0	49
Higham	0	0	0	0	0
Laneshaw Bridge	8	18	1	16	34
Newchurch and Spen Brook	4	19	0	0	19
Roughlee and Crow Trees	2	5	0	0	5
Trawden	11	30	0	0	30
M65 Rural Area	48	152	1	16	168
TOTALS	152	898	15	388	1,286

Table 3.4: 0-5 year period summary – dwelling totals by year

Summary	Year 1 2022/23	Year 2 2023/24	Year 3 2024/25	Year 4 2025/26	Year 5 2026/27	Totals Years 0-5
Sites with Planning Permission	231	229	152	161	125	898
Sites without Planning Permission	0	0	0	180	208	388
TOTALS	231	229	152	341	333	1,286

- 3.8 The bulk of these consents are located at the M65 Urban Area settlements reflecting the capacity of these areas for development, and position and role within the adopted spatial strategy (see Policy SDP2 and SDP4 of the Pendle Core Strategy). In particular, Trough Laithe (see Policy LIV2 of the Pendle Core Strategy) plays a major role for the housing land supply in the short and medium term, being the borough's only strategic scale residential development (now under construction).
- 3.9 Table 3.2 shows a potential supply of 388 dwellings from sites which do not benefit from planning permission. These sites either benefit from a pending application with a developer where the principle is likely to be acceptable in planning policy terms, or are at sites which are unconstrained except for their location within the open countryside, and so have the potential of being developed within the next 5 years.

- 3.10 There is a larger potential housing supply within the West Craven spatial area due to the less significant physical and financial constraints affecting this part of the borough. This makes sites easier to develop and more attractive to the development industry, expanding the variety sites which could be expected to come forward. This is illustrated by a number of planning applications pending determination at previously developed sites in this part of the borough including; Land at Barnsey Shed, Barnoldswick (22/0722/FUL), Land at Brook Shed, Earby (22/0577/FUL), Land at Spring Mill, Earby (22/0848/FUL).
- 3.11 Tables 3.3 and 3.4 show that over the next five years a potential 1,286 dwellings could come forward within the borough, with just under 70% of this taking place at sites which benefit from an existing planning permission. The remaining 30% is identified as sites facing limited constraints to housing delivery, sites which are viable, and sites where the landowner has indicated that the site is available now or in the short term.
- 3.12 The figures reveal that just over half of this potential supply is at settlements within the M65 Urban Area, with just over 30% in West Craven and 13% in the M65 Rural Area. The pattern of available supply represents a shift from the adopted (and proposed) spatial strategy, with greater emphasis on delivery in West Craven. As set out above, this reflects the more buoyant housing market of this area of the borough in contrast to the M65 Urban Area. Settlements in the M65 Urban Area typically suffer from a weaker housing market with lower land value. There is also a limited supply of unconstrained sites which are readily available.

The 6-10 year period

- 3.13 Table 3.5 shows a medium-term potential supply of 1,598 dwellings, this is higher than the supply identified in the short term (see table 4.3). Unlike the short term position, the medium term position is dominated by sites which do not benefit from planning permission (79%). This is primarily caused by the general absence of large sites within the committed housing land supply (except for Trough Laithe), with the majority of sites with planning permission or currently under construction expected to be completed in full within the first five years. This position underlines the important role that housing allocations including in the new Local Plan will have in refreshing the housing land supply from the medium term onwards.
- 3.14 Again in terms of the spatial distribution of the housing supply, the supply is slightly skewed towards the West Craven sub-area as a result of the less constrained nature of this part of the borough in contrast to the M65 Urban and Rural Areas. Projected housing delivery at Trough Laithe however helps to reduce this reliance in contrast to the short-term position with 200 dwellings anticipated at the site over this period.

Table 3.5: 6-10 year period summary

Settlement	From sites with planning permission		From sites without planning permission		Total number of dwellings
	Number of sites	Number of dwellings	Number of sites	Number of dwellings	
Nelson	1	81	1	100	181
Colne	1	22	5	298	320
Brierfield and Reedley	1	8	3	99	104
Barrowford (including Trough Laithe)	1	200	1	83	283
M65 Urban Area	4	311	10	580	891
Barnoldswick	0	0	6	296	296
Earby	0	0	7	243	243
Kelbrook	0	0	2	94	94
Salterforth	0	0	2	45	45
Sough	0	0	0	0	0
West Craven	0	0	17	678	678
Barley	0	0	0	0	0
Blacko	0	0	0	0	1
Fence	0	0	0	0	0
Foulridge	0	0	0	0	0
Higham	0	0	1	9	9
Laneshaw Bridge	0	0	0	0	0
Newchurch and Spen Brook	0	0	0	0	0
Roughlee and Crow Trees	0	0	0	0	0
Trawden	1	20	0	0	20
M65 Rural Area	1	20	1	9	29
TOTALS	5	331	28	1,267	1,598

The 11-15 year period and longer term additional sites

- 3.15 Table 3.6 shows a supply of 2,086 dwellings in the longer term period (years 11-15). This is over 30% higher than potential supply identified for medium term.
- 3.16 Around two thirds of this supply is located within the M65 Urban Area, more closely reflecting the adopted (and proposed) spatial strategy. In particular in the M65 Urban Area, a significant contribution is made by sites which may be considered suitable for housing but which are constrained. The weak housing market and low viability experienced across significant parts of the M65 Urban Area casts doubts on delivery meaning that the development of these sites is assessed to take place in the longer term where conditions may have altered. In many cases, access to finance may allow sites to come forward earlier than currently anticipated.
- 3.17 Elsewhere within the borough, the supply may be attributed to greenfield sites which are not currently appropriate for housing but may be in the longer term. These sites may experience a specific constraint to development, may relate less well to a settlement or may be disproportionate to the scale and role of that settlement.

Table 3.6: 11-15 year period summary

Settlement	From sites with planning permission		From sites without planning permission		Total number of dwellings
	Number of sites	Number of dwellings	Number of sites	Number of dwellings	
Nelson	1	30	5	110	140
Colne	1	32	9	402	434
Brierfield and Reedley	2	14	10	493	507
Barrowford (including Trough Laithe)	1	77	2	200	277
M65 Urban Area	5	153	27	1,205	1,358
Barnoldswick	1	6	4	241	247
Earby	0	0	6	179	179
Kelbrook	0	0	2	86	86
Salterforth	0	0	0	0	0
Sough	0	0	0	0	0
West Craven	1	6	12	506	512
Barley	0	0	0	0	0
Blacko	0	0	0	0	0
Fence	0	0	0	0	0
Foulridge	0	0	0	0	0
Higham	0	0	0	0	0
Laneshaw Bridge	0	0	2	134	134
Newchurch and Spen Brook	0	0	0	0	0
Roughlee and Crow Trees	0	0	0	0	0
Trawden	0	0	2	82	82
M65 Rural Area	0	0	4	216	216
TOTALS	6	159	42	1,927	2,086

- 3.18 Table 3.7 shows the amount of land and potential number of dwellings available from additional sites that could come forward after the assessed 15-year period. Sites included in this category include sites which are in active uses, sites which have previously been refused for reasons which, in the opinion of the Council cannot be simply overcome, sites which are unsustainable and/or isolated from an existing settlement, and sites which are current designated green belt.
- 3.19 A total supply of 5,101 dwellings is identified for the 16+ years category, with all but 55 of this on sites which do not currently benefit from planning permission. The extent of supply identified in the 16+ years category is higher than the total supply identified for years 0-15 (4,970 dwellings).
- 3.20 60% of this supply is identified at the M65 Urban Corridor, with 21% in West Craven and 19% in the rural area. In general this reflects the land supply capacity of the borough based on the physical size of settlements located within them and their role within the spatial strategy. In the M65 Urban Area a large part of these sites are in existing employment use and therefore not available for housing development. A lesser contribution is made by sites which are not viable or accessible, and sites in the Green Belt.

Table 3.7: 16 years+ summary

Settlement	From sites with planning permission		From sites without planning permission		Total number of dwellings
	Number of sites	Number of dwellings	Number of sites	Number of dwellings	
Nelson	1	39	10	409	478
Colne	0	0	10	598	613
Brierfield and Reedley	1	16	8	1,180	1,196
Barrowford	0	0	12	801	801
M65 Urban Area	2	55	40	2,988	3,043
Barnoldswick	0	0	7	389	389
Earby	0	0	3	331	331
Kelbrook	0	0	4	220	220
Salterforth	0	0	4	135	135
Sough	0	0	0	0	0
West Craven	0	0	18	1,075	1,075
Barley	0	0	0	0	0
Blacko	0	0	4	239	239
Fence	0	0	5	434	434
Foulridge	0	0	2	40	40
Higham	0	0	0	0	0
Laneshaw Bridge	0	0	3	97	97
Newchurch and Spen Brook	0	0	1	29	29
Roughlee and Crow Trees	0	0	1	23	23
Trawden	0	0	4	121	121
M65 Rural Area	0	0	20	983	983
TOTALS	2	55	78	5,046	5,101

- 3.21 Notably within the rural area, a high proportion of sites identified for the 16+ year category are concentrated at settlements which are constrained by the Green Belt. There is also a number of sites which relate poorly to the settlement boundary which have been excluded from the 0-15 year supply.

Supply Summary

- 3.22 Table 3.8 provides a breakdown of the number of dwellings which can be developed on different types of land over the plan period.

Table 3.8: Number of dwellings by type of land

Source of supply	Timescales for development				Total
	0-5 years	6-10 years	11-15 years	16+ years	
Brownfield with Planning Permission	267	0	77	55	399
Brownfield without Planning Permission	146	429	405	757	1,737
'Mixed' without Planning Permission	80	116	0	0	196
Greenfield with Planning Permission	631	331	82	0	1,044
Greenfield without Planning Permission	162	722	1522	4289	6,695
Totals	1,286	1,598	2,086	5,101	10,071

- 3.23 Table 3.8 illustrates that the majority of submissions assessed through the SHLAA have related to Greenfield sites (78% of potential supply). As a result, the potential contribution made by sites on greenfield land is significant throughout the 0-15 year period and beyond. The role played by greenfield development is symptomatic of the low land values which affect a large part of the borough. This discourages the redevelopment of previously developed sites as there is no commercial incentive to do so. Greenfield land with higher land values, lower costs, complexity and risk are more attractive for developers to develop for housing. Not all greenfield sites assessed through the SHLAA however represent suitable locations for housing (see site proformas), so actual delivery from this source is likely to be much lower.
- 3.24 The relatively limited role identified for brownfield land assessed through this SHLAA indicates that brownfield land in the borough is in relatively short supply (in contrast to greenfield opportunities). At the time of writing, and save for a few exceptions, there are relatively few large vacant previously developed sites, with many sites actively used for employment (as illustrated by the HEDNA), and others subject to constraints making them unsuitable for housing (such as the risk of flooding). Brownfield sites in Pendle are typically relatively small in scale, and represent a challenge to redevelop due to the limited financial return in contrast to costs and risk associated with the redevelopment of these site. As such third party funding is often a necessity to secure their delivery which can be difficult to secure.
- 3.25 Notwithstanding this, it should be acknowledged that the position presented in this SHLAA reflects a snapshot in time and therefore may not reflect in full future opportunities for housing on brownfield sites within the borough which might come forward in the next 15-years and beyond. In addition, and as illustrated by data presented in the Council's Authority Monitoring Report⁴, it is clear that the Council has had some success in securing the redevelopment of brownfield sites as a proportion of housing delivery secured in the borough, with the proportionate contribution made much higher than the supply identified in this SHLAA.

Housing land supply for the plan period

Housing requirement figures

- 3.26 The first step in deciding whether there is sufficient land available to meet the needs of the area is to establish the housing requirement figure to be used in the calculation.
- 3.27 The Pendle Housing Needs Assessment (Iceni Projects, 2023) provides the most up-to-date examination of housing needs for the borough. The Housing Needs Assessment adopts the standard methodology in determining the projected needs of the borough. It recommends the adoption of a housing requirement within the range 140 dwellings per annum to 270 dwellings per annum. The lowest end of this range represents the minimum level of housing required for the borough using the standard methodology, whilst the adoption of the figure at the highest end of this range would support economic growth aligned to trend based jobs growth.

⁴ See Monitoring Indicator HS04, Page 79, [2020/21 AMR, Pendle Borough Council](#)

- 3.28 Council has determined that the housing requirement will reflect the lowest end of this range. Justification for this approach is set out in the Local Plan and its supporting documents and is not repeated here. The Council is not aware of any requirement for the housing need of a neighbouring authority to be met within the Borough.
- 3.29 The adoption of 140 dwellings per annum results in a housing requirement for 2,660 dwellings across a 19-year period from 2021 to 2040. The first year of this period has already been completed with 285 net dwellings delivered during this monitoring year. This provides a residual position of 2,375 dwellings for the remaining 18-years of the Local Plan.
- 3.30 Taking into account the findings outlined in tables above, it is clear that there sufficient supply of land available to meet this requirement in full. There is no need therefore for the housing needs of Pendle to be met in a neighbouring authority. It is also clear that exception circumstances do not exist to justify the delivery of housing within the Green Belt.

Spatial Approach and Delivery

- 3.31 Notwithstanding this position, it is also necessary to consider the location of this supply and how its distribution relates to the proposed spatial strategy. The NPPF makes clear of the need to provide the right amount of development in the right places. This is order to ensure that development needs are met sustainably and are responsive to the housing needs identified.
- 3.32 Policy SP02 of the draft Local Plan sets out the proposed strategic approach to the delivery of housing during the plan period, in order to provide a sustainable pattern of development and ensure that the homes delivered are responsive in their location to the needs identified. The proportions identified in Policy SP02 is responsive to this context recognising:
- a) The most sustainable and suitable locations in Pendle to meet housing needs accounting for existing service provision, employment opportunities, accessibility by public transport, overall role within the borough, and regeneration objectives.
 - b) The housing needs of communities within Pendle as assessed through the Pendle Housing Needs Assessment.
- 3.33 As a result of this context Policy SP02 divides the housing needs for Pendle to specific sub-areas of the borough as follows:

Table 3.9: Preferred Spatial Distribution

Spatial Area and Growth Proportion	Settlements
M65 Corridor Urban Area: 70%	Nelson, Colne, Brierfield (with Reedley), Barrowford
West Craven: 20%	Barnoldswick, Earby, Kelbrook, Sough, Salterforth
M65 Corridor Rural Area: 10%	Fence, Foulridge, Trawden, Barley, Blacko, Higham, Laneshaw Bridge, Newchurch-in-Pendle, Roughlee, Spen Brook

- 3.34 Policy SP02 also defines a settlement hierarchy which sets out in broad terms the role of each settlement in the borough and approach taken to meeting development needs. The resulting strategy seeks to direct the majority of development towards the top tier Key Service Centres of Nelson, Colne and Barnoldswick, with some development met at the Local Service Centres of Brierfield, Barrowford and Earby. The Rural Service Centres of Fence, Foulridge, Kelbrook and Trawden provide the focus for growth directed to rural settlements subject to constraints. With local housing need only met at remaining named settlements.
- 3.35 Table 3.10 sets out the findings of the SHLAA split across the proposed spatial areas. The table illustrates that overall, across 0-15 years, there is a potential supply of 4,970 dwellings across Pendle. 60% of this potential supply is within the M65 Urban Area, with 32% in West Craven and 8% in the M65 Rural Area.

Table 3.10: Distribution of Potential Supply Across Proposed Spatial Areas

Spatial Area	Timescales for development				Total
	0-5 years	6-10 years	11-15 years	16+ years	
M65 Urban Area	716	891	1,358	3,043	6,008
West Craven	402	678	512	1,075	2,667
M65 Rural Area	168	29	216	983	1,396
Total	1,286	1,598	2,086	5,101	10,071

- 3.36 Table 3.11 extrapolates the findings of the SHLAA into the emerging spatial areas of the Local Plan. The table shows that there are sufficient options available to respond to local housing need in accordance with the preferred spatial strategy. This excludes any contribution made by small scale windfall sites.

Table 3.11: Alignment of Potential Supply with Proposed Spatial Strategy

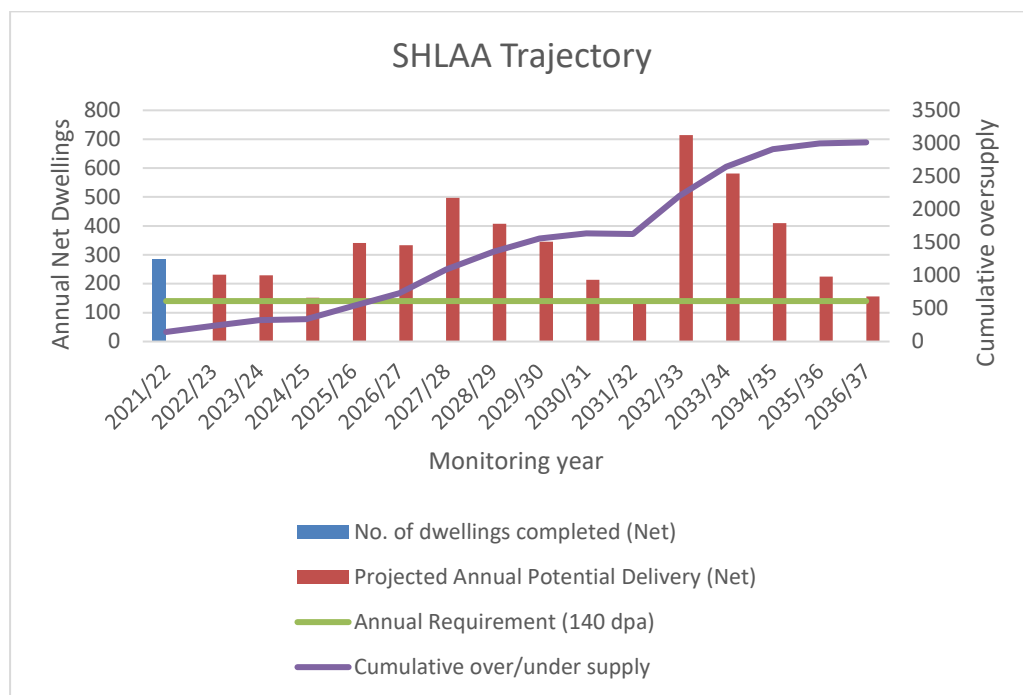
Spatial Area	Needs* (2,375)	Potential Supply (Years 0-15 only)	Difference
M65 Corridor Urban Area (70% of needs)	1,626	2,965	+1,339
West Craven (20% of needs)	506	1,592	+1,086
M65 Corridor Rural Area (10% of needs)	243	413	+170
Total	2,375	4,970	+2,595

*Needs based on delivery by spatial area during 2021/22.

Indicative Housing Trajectory

- 3.37 Figure 3.1 provides the indicative housing trajectory based on the potential supply figures from the SHLAA. The trajectory reflects the proposed housing requirement of 140 dwellings per annum and covers the next 15 years.
- 3.38 The blue columns show the net number of housing completions completed in the plan period so far. The red columns uses the data from the SHLAA to show the potential number of houses which could come forward in each year. The green line shows the number of homes required to meet the proposed housing requirement (i.e. the number of houses which should be built each year). The purple line shows the cumulative under/oversupply of houses against the housing requirement to 2036/37 if all sites identified within the SHLAA came forward.

Figure 3.1 – Indicative housing trajectory



3.39 The trajectory shows that there is sufficient land available in the borough to meet the overall housing requirement figure. This does not include sites which are designated Green Belt.

3.40 Not all sites included within the trajectory will be allocated for development through the Local Plan. The supply includes a number of sites which requires a policy change in order to secure their suitability, are in active use, or which require further finance in order to be delivered. Not all sites included within the 0-15 year period are required in order to meet the housing requirement. The development of this entire supply is not likely to be sustainable in terms of its cumulative effects for the environment and infrastructure.

3.41 The trajectory has a stepped appearance due to the assumptions made regarding delivery. For example it is assumed that sites delivering in the 6-10 and 11-15 year time periods will commence delivery at the start of that five year period. The majority of the sites featured within the SHLAA are non-strategic in terms of their scale and so have a short delivery period, resulting in the recorded decline for each period. The pattern of development (if all potential sites included were delivered) would likely result in a much softer and more consistent curve.

Five-year land supply

- 3.42 To maintain the distinction between the SHLAA and The Council's latest Five Year Land Supply position has been published separately to the SHLAA and is accessible on the Council's [website](#).
- 3.43 At the time of writing, the Council is able to demonstrate a 5.61 year supply. This is based on a requirement for 140 dwellings per year uplifted by 5% to 147 dwellings per year to provide market choice, as required by Paragraph 74 of the NPPF. The anticipated Housing Delivery Test result (not published at the time of the assessment) for Pendle is unlikely to result in the need for further action or responses from the Council.
- 3.44 A deliverable supply of 824 dwellings is assessed. This supply is made up only of sites with full planning permission, sites of under 10 dwellings with outline planning permission, and other sites where there is clear evidence of delivery within the next 5-years. An evidenced small site windfall allowance of 38 dwellings per year is applied to years 4 and 5 is included.
- 3.45 The five year position excludes sites which currently fail to meet the definition of 'deliverable' as defined by the NPPF. As such the position presented within the Five Year Supply Position Statement differs marginally from the assessed short term supply potential identified within this SHLAA.

4. Conclusions

- 4.1 The Pendle SHLAA assesses the availability, suitability and achievability of potential sites for housing over the next 15 years and beyond. It forms key part of the evidence base supporting the Local Plan, establishing the baseline position of potential housing land supply of the borough. The SHLAA does not on its own justify proposed housing allocations made by the Local Plan, nor does it establish the principle of development.
- 4.2 The SHLAA confirms that there is a potential supply of 1,268 dwellings in the five-year period up to 2026/27. This is higher than the 'deliverable supply' identified within the Five Year Supply Statement with the inclusion sites which do not meet the NPPF definition of 'deliverable'. A further 3,684 dwellings is identified on sites classed as developable which could come forward within the 6–15-year period up to 2036/27.
- 4.3 The potential supply identified through the SHLAA for the next 15-years is 2,870 dwellings in excess of the supply required to deliver locally assessed housing need over the same period and is 2,595 dwellings in excess of the total number of homes required to meet the housing requirement identified for the whole plan period (19 years) accounting for 285 net dwellings recorded in 2021/22. It is clear therefore that there is a sufficient potential supply within Pendle to meet housing needs in full without requiring the release of land from the Green Belt.
- 4.4 Examining the potential supply identified within the SHLAA more closely, the majority of this is at greenfield sites. This reflects the commercial attractiveness and reduced risk of developing this land for housing, and its general availability in the borough which is partially urban and partially rural. Brownfield land is in more limited supply owing to the general absence of large brownfield sites (save for a few exceptions), continuing active non-residential uses on potentially suitable brownfield sites, and the financial and physical challenges associated with the redevelopment on brownfield sites in Pendle. The brownfield sites included in the SHLAA experience numerous constraints affecting their deliverability but are nonetheless suitable for housing. It is likely that brownfield sites will fulfil an important role in meeting the housing requirement in full provided satisfactory evidence demonstrated deliverability is secured.
- 4.5 Most of the land assessed through the SHLAA is located within the M65 Urban Area (60%), with lesser amounts identified in West Craven (32%) and the M65 Rural Area (8%). This distribution departs somewhat from the proposed spatial strategy with a larger proportion of sites located in West Craven. West Craven is a generally more affluent part of the borough, with constraints to development being less as extensive in comparison to those experienced within the urban area. It is nonetheless confirmed in Table 3.11 that the proposed housing requirement can be delivered in full accordance with the proposed spatial strategy.

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