

Our Pendle Our Future



# Strategic Housing Land Availability Assessment (SHLAA) 2024/25

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## Contents

<b>1. Introduction .....</b>	<b>3</b>
<b>2. Methodology.....</b>	<b>5</b>
Stage One: Identification of broad locations and specific sites.....	5
Stage Two: Assessment of broad locations and specific sites.....	7
Stage Three: Windfall allowance .....	10
Stages Four and Five: Assessment review and final report.....	10
<b>3. Results, Data and Analysis .....</b>	<b>12</b>
Summary of findings .....	12
Introduction.....	12
Time periods.....	12
Number of dwellings and amount of land by location .....	12
The 0-5 year period .....	14
The 6-10 year period .....	15
The 11-15 year period and longer term sites.....	16
Housing land supply for the plan period .....	19
Housing requirement figure .....	19
Spatial approach and delivery .....	20
Indicative housing trajectory.....	21
Five-year housing land supply .....	23
<b>4. Conclusions .....</b>	<b>24</b>

Appendix 1 – PPG SHLAA Methodology Flowchart

Appendix 2 – Site Nomination Form (Call for Sites)

Appendix 3 – SHLAA Update Landowners/developers Questionnaire Template

Appendix 4 – List of Sites Removed

Appendix 5 – SHLAA Trajectory (detailed)

Appendix 6 – SHLAA Site Assessment Proformas and Site Plans

Appendix 7 – Local Plan Site Assessment Scoring Criteria and Methodology

Appendix 8 – Local Plan Site Assessment Summary Scores

Appendix 9 – Evidence for the Application of a Small Site Windfall Allowance

Appendix 10 – Evidence for Development Lead-in Times and Build Rates

## 1. Introduction

- 1.1 The National Planning Policy Framework (NPPF) requires local planning authorities to prepare a Strategic Housing Land Availability Assessment (SHLAA). The SHLAA is a key evidence base document that supports the Local Plan preparation and site allocation process.
- 1.2 The NPPF (paragraph 69) 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 5 years following the intended date of adoption; and*
- (b) Specific, developable sites or broad locations for growth, for subsequent years 6-10 and, where possible, for years 11-15 of the remaining plan period.”*
- 1.3 Pendle Council’s first SHLAA was prepared in 2008. A partial review was carried out in 2010 and 2013. Annual updates have been carried out in subsequent years with the most recent assessment published in 2023 alongside the draft Local Plan.
- 1.4 At full Council in December 2021 Councillors resolved that a new Local Plan should be prepared<sup>1</sup>. 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. The latest timetable for the preparation of this document can found on the Council’s [website](#).
- 1.5 The SHLAA provides 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, alignment with the spatial strategy, and residual needs taking into account completions and commitments.
- 1.7 Furthermore, 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 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

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<sup>1</sup> [Full Council 9 December 2021](#)

- Assess their suitability for development and the likelihood of development coming forward (the availability and achievability).

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 confirms 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 the following 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: Identification of broad locations and specific sites**

2.4 The 2024/25 SHLAA update 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. The emerging Local Plan includes areas which have an adopted Neighbourhood Plan. These may need to be reviewed following the adoption of the Local Plan to ensure consistency with updated strategic policy.

2.5 A lower end site size/capacity threshold of 5 dwellings, or a site area of 0.25 hectares (whichever is lower) is applied for this assessment. Only sites at or above this threshold will be considered for allocation through the Local Plan. The application of this threshold helps to reduce the number of sites included within the SHLAA and focuses resources towards the appraisal of larger sites. The Local Plan will include an evidenced small site windfall allowance for sites of 4 dwellings or less (see Appendix 9), to ensure that the consistent supply coming forward from this scale of development is recognised and reflected through the emerging Local Plan.

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 National Landscape, 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 publicly 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 March 2024.
- 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: Assessment of broad locations and specific sites**

- 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 available evidence, relevant legislation, national planning policy and other material policy and guidance.
- 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 estimated 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 or decision 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 area (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 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.
- 2.17 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.
- 2.18 A summary of the scores for all sites assessed is set out in Appendix 8. The same data was used in the assessment made through each site proforma (Appendix 6).

- 2.19 The availability of a proposal has been 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.
- 2.20 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.
- 2.21 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
- 2.22 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
	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

- 2.23 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 large parts 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 Appraisal<sup>2</sup> (the most recent available viability appraisal at the time of writing).

### **Stage Three: Windfall allowance**

- 2.24 Paragraph 72 of the NPPF confirms the need for compelling evidence to demonstrate that windfall sites will continue to provide a reliable source of supply where an allowance is made. Any allowance should be realistic having regard to the SHLAA, historic windfall delivery rates, and anticipated future trends.
- 2.25 The Pendle Core Strategy does not allocate a full supply of sites to meet its housing requirement. As such almost 100% of delivery associated with the Core Strategy has been at windfall sites. The SHLAA report presents a comprehensive picture of the potential housing land supply within Pendle, providing a thorough but proportionate assessment of the sites submitted. It is therefore unlikely that windfall development would make as significant a contribution to the housing land supply following the adoption of the emerging Local Plan.
- 2.26 A minimum site capacity/size threshold has however been applied to the SHLAA. This means that any site with a capacity of 4 dwellings or fewer and/or 0.2499 hectares or smaller has been excluded from the assessment. In light of this, the Local Plan includes an evidenced small site windfall allowance. This allowance accounts for the likely contribution made to the housing land supply from smaller sites which would normally be anticipated to come forward during the plan period. The evidence supporting the proposed windfall allowance (40 dwellings per year) is set out in Appendix 9.

### **Stages Four and Five: Assessment review and final report**

- 2.27 The findings of the SHLAA are summarised in Section 3 of this report. The SHLAA is accompanied by a site specific trajectory grouped by 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).

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<sup>2</sup>[Pendle Local Plan Viability Assessment 2019 \(see Section 8 of this report\)](#)

- 2.28 Public consultation has been previously carried out on Pendle SHLAA reports prepared in 2008, 2010 and 2014. The consultation on the draft Local Plan provided further opportunity for comments to be made regarding the methodology, assessment and findings of the SHLAA. Comments received related to site specific assessments rather than the report's overall approach. The Council has taken these comments into account in the preparation of this update.
- 2.29 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 when the Local Plan is submitted for its examination in public.

### 3. Results, Data and Analysis

#### Summary of findings

##### Introduction

- 3.1 Data for each site has been collected, recorded and scored against the assessment criteria to evaluate its availability, suitability and achievability for housing. This helps to determine whether a site is appropriate and the likely timescales for delivery.
- 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. Where appropriate site proformas have been updated considering any information received from landowners, site promoters or members of the community.
- 3.3 A detailed 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 to a base date of 1<sup>st</sup> April 2024. The SHLAA considers four time periods, 0-5 years (2024/25 – 2028/29), 6-10 years (2029/30 – 2033/34), 11-15 years (2034/35 – 2038/39), and 16 years plus (2039/40 and 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. Overleaf is the recorded position for the 0-5 year period for both sites with and without planning permission.

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

Settlement	Year 1 2024/25	Year 2 2025/26	Year 3 2026/27	Year 4 2027/28	Year 5 2028/29	Totals Years 0-5
Nelson	22	11	28	23	23	107
Colne	6	20	7	3	3	39
Brierfield and Reedley	3	17	16	8	7	51
Barrowford (including Trough Laithe)	43	66	65	64	60	298
<b>M65 Urban Area</b>	<b>74</b>	<b>114</b>	<b>116</b>	<b>98</b>	<b>93</b>	<b>495</b>
Barnoldswick	25	9	28	15	0	77
Earby	6	36	41	44	16	143
Kelbrook	0	8	5	0	0	13
Salterforth	1	9	0	0	0	10
Sough	0	0	0	0	0	0
<b>West Craven</b>	<b>32</b>	<b>62</b>	<b>74</b>	<b>59</b>	<b>16</b>	<b>243</b>
Barley	0	2	0	0	0	2
Blacko	2	1	0	0	0	3
Fence	0	2	7	6	0	15
Foulridge	5	1	9	6	0	21
Higham	0	0	0	0	0	0
Laneshaw Bridge	5	2	7	0	0	14
Newchurch and Spen Brook	0	0	4	0	0	4
Roughlee and Crow Trees	0	1	0	0	0	1
Trawden	2	2	3	3	0	10
<b>M65 Rural Area</b>	<b>14</b>	<b>11</b>	<b>30</b>	<b>15</b>	<b>0</b>	<b>70</b>
<b>TOTALS</b>	<b>120</b>	<b>187</b>	<b>220</b>	<b>172</b>	<b>109</b>	<b>808</b>

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

Settlement	Year 1 2024/25	Year 2 2025/26	Year 3 2026/27	Year 4 2027/28	Year 5 2028/29	Totals Years 0-5
Nelson	0	0	0	26	26	52
Colne	0	0	8	40	39	87
Brierfield and Reedley	0	0	12	12	12	36
Barrowford	0	0	0	0	0	0
<b>M65 Urban Area</b>	<b>0</b>	<b>0</b>	<b>20</b>	<b>78</b>	<b>77</b>	<b>175</b>
Barnoldswick	0	3	40	40	40	123
Earby	0	0	0	15	30	45
Kelbrook	0	0	0	0	0	0
Salterforth	0	0	0	0	0	0
Sough	0	0	0	0	0	0
<b>West Craven</b>	<b>0</b>	<b>3</b>	<b>40</b>	<b>55</b>	<b>70</b>	<b>168</b>
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	0	0	0
Newchurch and Spen Brook	0	0	0	0	0	0
Roughlee and Crow Trees	0	0	0	0	0	0
Trawden	0	0	0	6	8	14
<b>M65 Rural Area</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6</b>	<b>8</b>	<b>14</b>
<b>TOTALS</b>	<b>0</b>	<b>3</b>	<b>60</b>	<b>139</b>	<b>155</b>	<b>357</b>

**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	20	107	2	52	159
Colne	11	39	3	87	126
Brierfield and Reedley	10	51	1	36	87
Barrowford	11	298	0	0	298
<b>M65 Urban Area</b>	<b>52</b>	<b>495</b>	<b>6</b>	<b>175</b>	<b>670</b>
Barnoldswick	17	77	3	123	200
Earby	6	143	2	45	188
Kelbrook	2	13	0	0	13
Salterforth	2	10	0	0	10
Sough	0	0	0	0	0
<b>West Craven</b>	<b>27</b>	<b>243</b>	<b>5</b>	<b>168</b>	<b>411</b>
Barley	1	2	0	0	2
Blacko	2	3	0	0	3
Fence	2	15	0	0	15
Foulridge	5	21	0	0	21
Higham	0	0	0	0	0
Laneshaw Bridge	5	14	0	0	14
Newchurch and Spen Brook	1	4	0	0	4
Roughlee and Crow Trees	1	1	0	0	1
Trawden	4	10	1	14	24
<b>M65 Rural Area</b>	<b>21</b>	<b>70</b>	<b>1</b>	<b>14</b>	<b>84</b>
<b>TOTALS</b>	<b>100</b>	<b>808</b>	<b>11</b>	<b>357</b>	<b>1165</b>

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

Summary	Year 1 2024/25	Year 2 2025/26	Year 3 2026/27	Year 4 2027/28	Year 5 2028/29	Totals Years 0-5
Sites with Planning Permission	120	187	220	172	109	808
Sites without Planning Permission	0	3	60	139	155	357
<b>TOTALS</b>	<b>120</b>	<b>190</b>	<b>280</b>	<b>311</b>	<b>264</b>	<b>1165</b>

### The 0-5 year period

- 3.7 Most sites assessed as being deliverable within 0-5 years are located at the M65 Urban Area. This reflects the capacity of these areas for development, and their position and role within the adopted spatial strategy (see Policy SDP2 and SDP4 of the Pendle Core Strategy). 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. The site is under construction.
- 3.8 Table 3.2 shows a potential supply of 357 dwellings from sites which do not benefit from planning permission. These sites may be considered broadly suitable locations for housing.
- 3.9 There is a large 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 more attractive to develop and expands the variety sites

which could be expected to come forward. This is illustrated by the approval of several recent proposals relating to sites which are wholly or partially located on previously developed land, including Land at Barnsey Shed, Barnoldswick (22/0722/FUL), Land at Brook Shed, Earby (22/0577/FUL), and Land at Spring Mill, Earby (22/0848/FUL).

- 3.10 Tables 3.3 and 3.4 show over the next five years a potential for 1,165 dwellings, with 69% of this taking place at sites which benefit from an existing planning permission. The remaining 31% is identified at sites without planning permission. These sites may face limited constraints to housing delivery, they may be viable, and there may be evidence that the landowner(s) has indicated that the site is available now or in the short term. The figures reveal that almost 58% of this supply is at settlements within the M65 Urban Area, with 35% in West Craven and 7% in the rural area.

### The 6-10 year period

- 3.11 Table 3.5 shows a medium-term potential supply of 1,558 dwellings. This is higher than the supply identified for the short term period (see table 4.3). Unlike the short term position, the medium term is dominated by sites which do not benefit from planning permission (71%). This is primarily caused by the general absence of large scale sites within the committed housing land supply (except for Trough Laithe), with the majority of these sites expected to be completed in full within the next five years. This position underlines the important role that housing allocations included in the new Local Plan will have in refreshing the housing land supply from the medium term onwards.
- 3.12 The spatial distribution of the medium term supply is skewed towards the West Craven sub-area. Whilst there are constraints to development in West Craven (particularly flooding), viability is generally improved. Very limited potential supply exists in the medium term in the rural area again highlighting the particular sensitivity of these settlements and the general absence of suitable options in these locations for new housing at scale.

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	2	180	1	24	204
Colne	2	25	4	224	246
Brierfield and Reedley	0	0	4	107	115
Barrowford (including Trough Laithe)	2	209	1	100	309
<b>M65 Urban Area</b>	<b>5</b>	<b>414</b>	<b>10</b>	<b>455</b>	<b>869</b>
Barnoldswick	0	0	8	389	389
Earby	1	14	3	126	140
Kelbrook	0	0	2	94	94
Salterforth	0	0	1	30	30
Sough	0	0	0	0	0
<b>West Craven</b>	<b>1</b>	<b>14</b>	<b>14</b>	<b>639</b>	<b>653</b>
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	1	16	16
Newchurch and Spen Brook	0	0	0	0	0
Roughlee and Crow Trees	0	0	0	0	0
Trawden	1	20	0	0	20
<b>M65 Rural Area</b>	<b>1</b>	<b>20</b>	<b>1</b>	<b>16</b>	<b>36</b>
<b>TOTALS</b>	<b>7</b>	<b>448</b>	<b>25</b>	<b>1110</b>	<b>1558</b>

### The 11-15 year period and longer term sites

- 3.13 Table 3.6 shows a supply of 2,691 dwellings in the longer term period (years 11-15). This is over 70% higher than the potential supply identified for medium term.
- 3.14 Almost two thirds of this supply is located within the M65 Urban Area, more closely reflecting the adopted (and proposed) spatial strategy. In the M65 Urban Area, a significant contribution towards this supply position 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 when market conditions may have altered. In many cases, access to finance may allow sites to come forward earlier than currently anticipated.
- 3.15 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	2	70	7	150	220
Colne	1	32	9	504	536
Brierfield and Reedley	2	14	10	547	561
Barrowford (including Trough Laithe)	1	24	6	320	344
<b>M65 Urban Area</b>	<b>6</b>	<b>140</b>	<b>32</b>	<b>1521</b>	<b>1,661</b>
Barnoldswick	1	6	6	347	353
Earby	0	0	6	204	204
Kelbrook	0	0	2	60	60
Salterforth	0	0	2	110	110
Sough	0	0	0	0	0
<b>West Craven</b>	<b>1</b>	<b>6</b>	<b>16</b>	<b>721</b>	<b>727</b>
Barley	1	5	0	0	5
Blacko	0	0	0	0	0
Fence	0	0	2	72	72
Foulridge	0	0	1	10	10
Higham	0	0	1	9	9
Laneshaw Bridge	0	0	2	120	120
Newchurch and Spen Brook	0	0	0	0	0
Roughlee and Crow Trees	0	0	0	0	0
Trawden	1	5	2	82	87
<b>M65 Rural Area</b>	<b>2</b>	<b>10</b>	<b>8</b>	<b>293</b>	<b>303</b>
<b>TOTALS</b>	<b>9</b>	<b>156</b>	<b>56</b>	<b>2535</b>	<b>2691</b>

- 3.16 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 use (with no indication of availability provided), sites which have previously been refused for reasons which, in the opinion of the Council cannot be simply overcome, and sites which are unsustainable and/or isolated from an existing settlement.
- 3.17 A total supply of 3,798 dwellings are identified for the 16+ years category, with all but 23 dwellings of this on sites which do not currently benefit from planning permission. 54% of this supply is identified at the M65 Urban Area, with 22% in West Craven and 24% in the M65 Rural Area. The higher proportion of land within the rural area reflects submissions which relate to sites which are considered inappropriate for housing by way of their location, constraints or policy designation. These issues don't as readily affect the M65 Urban Area where housing is generally supported but viability/availability act as the principle barriers to investment.

**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	0	0	6	340	340
Colne	0	0	8	446	446
Brierfield and Reedley	1	16	7	1078	1094
Barrowford	0	0	4	173	173
<b>M65 Urban Area</b>	<b>1</b>	<b>16</b>	<b>25</b>	<b>2037</b>	<b>2053</b>
Barnoldswick	1	7	4	186	193
Earby	0	0	3	331	331
Kelbrook	0	0	4	220	220
Salterforth	0	0	3	100	100
Sough	0	0	0	0	0
<b>West Craven</b>	<b>1</b>	<b>7</b>	<b>14</b>	<b>837</b>	<b>844</b>
Barley	0	0	0	0	0
Blacko	0	0	4	239	239
Fence	0	0	3	362	362
Foulridge	0	0	1	30	30
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
<b>M65 Rural Area</b>	<b>0</b>	<b>0</b>	<b>17</b>	<b>901</b>	<b>901</b>
<b>TOTALS</b>	<b>2</b>	<b>23</b>	<b>56</b>	<b>3775</b>	<b>3798</b>

### Supply Summary

- 3.18 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	326	103	122	23	574
Brownfield without Planning Permission	161	200	717	481	1559
Mixed without planning permission	108	68	0	0	176
Greenfield with Planning Permission	482	345	34	0	861
Greenfield without Planning Permission	88	842	1818	3294	6042
<b>Totals</b>	<b>1165</b>	<b>1558</b>	<b>2691</b>	<b>3798</b>	<b>9212</b>

- 3.19 Table 3.8 illustrates that the majority of submissions assessed through the SHLAA are greenfield sites (75% 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 may discourage the redevelopment of previously developed sites as there is lower commercial incentive

to do so. Greenfield land with higher land values, lower costs, complexity and risk are more attractive for developers to develop. Not all greenfield sites assessed through the SHLAA however represent suitable locations for housing (see site proformas) and a large proportion would be in conflict with policy, so actual delivery from this source is likely to be much lower.

- 3.20 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 vacant and large scale 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. This is exacerbated by the weak housing market and low land values experienced across large parts of the M65 Urban Area.
- 3.21 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 Report<sup>3</sup>, 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. The Council's public private delivery vehicle PEARL has been successful in securing these investments.

### **Housing land supply for the plan period**

#### **Housing requirement figure**

- 3.22 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.
- 3.23 The Pendle Housing Need Review (Iceni Projects, 2024) provides the most up-to-date examination of housing needs for the borough. It updates the findings of the Housing Needs Assessment (2023). It concludes that a requirement of 148 dwellings per annum (dpa) is necessary to meet the projected demographic needs of the borough adjusted for migration and affordability pressures. It recommends the adoption of a housing requirement of 230 dpa to meet projected economic growth needs. The report also considers economic activity rates in the Pendle, which are highlighted to be lower than the regional average. It highlights that if improvements could be secured to a mid-point between current and regional averages, then the amount of housing needed to support projected economic growth would reduce to 144 dpa.

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<sup>3</sup> See Monitoring Indicator HS04, [2020/21 AMR, Pendle Borough Council, page 79](#)

- 3.24 The emerging Local Plan adopts 148 dpa as the proposed housing requirement. 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.
- 3.25 The adoption of 148 dwellings per annum results in a housing requirement for 2,812 dwellings across a 19-year period from 2021 to 2040. A total of 692 net dwellings have been delivered in the first three years of the Local Plan. This leaves a residual need for 2,120 dwellings for the remaining 16-years of the Local Plan (around 133 dwellings per year).
- 3.26 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.

### Spatial approach and delivery

- 3.27 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.
- 3.28 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.
- 3.29 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

- 3.30 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 Main Towns 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 Sough) and Trawden provide the focus for growth directed to rural settlements subject to constraints. With local housing need only met at remaining named settlements.
- 3.31 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 5,414 dwellings across Pendle with 59% of this potential supply within the M65 Urban Area, 33% 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	670	869	1661	2053	5253
West Craven	411	653	727	844	2635
M65 Rural Area	84	36	303	901	1324
<b>Total</b>	<b>1165</b>	<b>1558</b>	<b>2691</b>	<b>3798</b>	<b>9212</b>

- 3.32 Table 3.11 extrapolates the findings of the SHLAA into the emerging spatial areas identified within the Local Plan. The table shows that there are sufficient options available to meet the proposed housing requirement in full in accordance with the preferred spatial strategy. This excludes any contribution made by small scale windfall sites (an additional 520 dwellings over this period).

**Table 3.11: Alignment of Potential Supply with Proposed Spatial Strategy**

Spatial Area	Needs (to 2040)*	Potential Supply (Years 0-15 only)	Difference
M65 Corridor Urban Area (70% of needs)	1484	3200	+1716
West Craven (20% of needs)	424	1791	+1367
M65 Corridor Rural Area (10% of needs)	212	423	+211
<b>Total</b>	<b>2120</b>	<b>5414</b>	<b>+3,294</b>

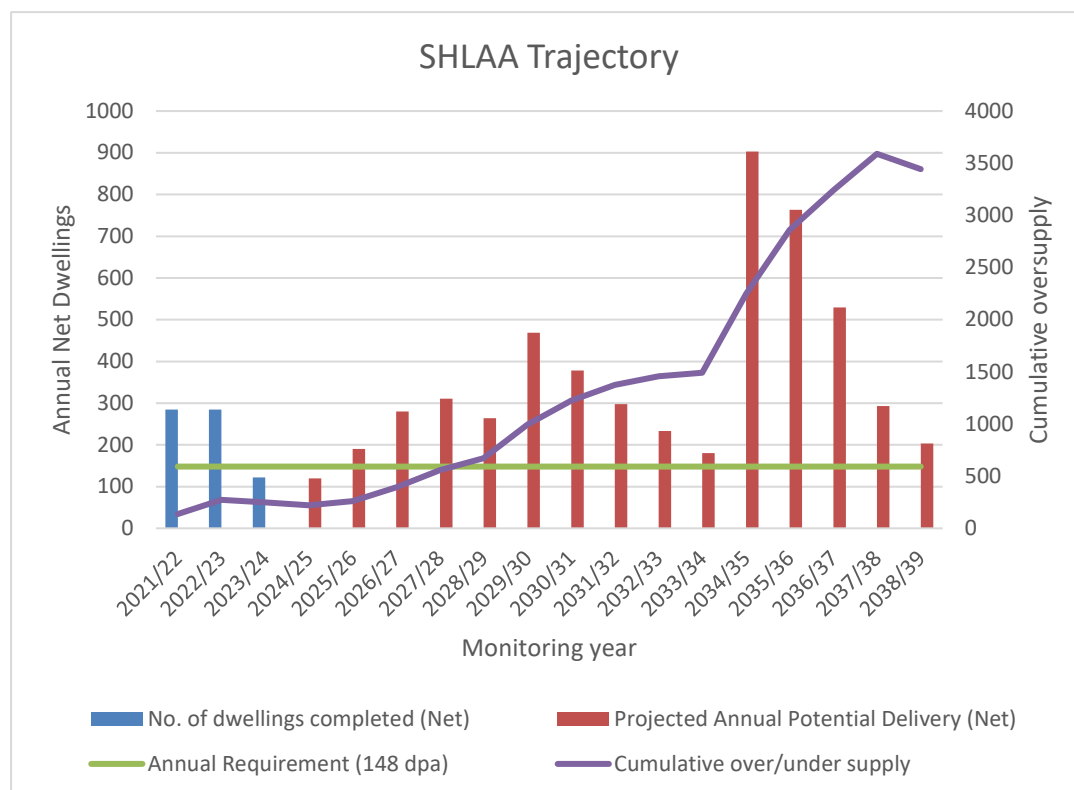
\*Needs based on delivery by spatial area at 2024/25.

### Indicative housing trajectory

- 3.33 Figure 3.1 shows the indicative housing trajectory based on the potential supply figures from the SHLAA. The trajectory reflects the proposed housing requirement of 148 dwellings per annum and covers the next 15 years.
- 3.34 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

2038/39 if all sites included within the 0-15 year position within the SHLAA came forward.

**Figure 3.1 – Indicative housing trajectory**



- 3.35 The trajectory shows that there is sufficient land available in the borough to meet the proposed housing requirement.
- 3.36 Not all sites included within the trajectory will be allocated for development through the Local Plan. The indicative supply includes a number of sites which require 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 to meet the housing requirement. The resulting pattern and scale of development is unlikely to be sustainable.
- 3.37 The trajectory includes a number of sites currently designated as Green Belt which have been assessed on their merits notwithstanding existing policy barriers. These sites have a collective capacity of 249 dwellings. The exclusion of these sites has little bearing on the deliverability of the emerging Local Plan as drafted as green belt sites are not required.
- 3.38 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. This results 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 curve which is more wavelike in appearance.

**Five-year housing land supply**

- 3.39 The Five Year Housing Land Supply (5YHLS) position excludes sites which currently fail to meet the definition of 'deliverable' as defined by the NPPF. As such it differs from the SHLAA in terms of the types of sites included within the 0-5 year timeframe.
- 3.40 To maintain a clear distinction between the SHLAA and the 5YHLS position, the Council's 5YHLS Statement is published separately and can be viewed or downloaded from the Pendle Council [website](#).
- 3.41 At the time of writing, the Council is able to demonstrate a 6.01 year supply of housing land. This is based on a requirement for 132 dwellings per annum uplifted by 5% to 139 dwellings per annum to provide market choice, as required by paragraph 77 of the NPPF. The reported position relates to a base date of 1 April 2023.
- 3.42 A deliverable supply of 836 dwellings is assessed. This supply is only made up of sites with full planning permission, sites of under 10 dwellings with outline planning permission, and any other sites where there is clear evidence of that delivery will take place within the next 5-years. A small site windfall allowance of 40 dwellings per year is fully evidenced and applied to years 4 and 5.

## 4. Conclusions

- 4.1 The Pendle SHLAA assesses the availability, suitability and achievability of land promoted for housing over the next 15 years and beyond. It forms a 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 1,165 dwellings in the five-year period up to 2028/29. A further 4,249 dwellings is identified on sites classed as developable which could come forward within the 6–15-year period up to 2038/39.
- 4.3 The potential supply identified through the SHLAA for the next 15-years is 3,292 dwellings in excess of the proposed housing requirement identified for the whole remainder of the plan period. It is therefore clear that there is a sufficient potentially suitable land for housing within Pendle to deliver the proposed housing requirement in full without requiring part of this need to be met within a neighbouring authority or on land currently designated as 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 (59%), with lesser amounts identified in West Craven (33%) 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 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 there is sufficient supply to ensure that the proposed housing requirement can be delivered in full accordance with the proposed spatial strategy.

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