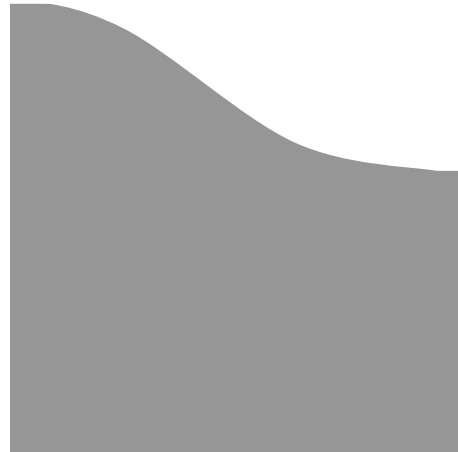


Local Development Framework for Pendle

Evidence Base



Pendle Housing Land Availability Assessment



Final Methodology Report

November 2006



Adopted : 19th December 2006

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1. Introduction and Background

- 1.1 This report sets out the methodology and approach to be used by Pendle Borough Council in the production of a Housing Land Availability Assessment for the Pendle area of the Burnley and Pendle sub regional housing market.
- 1.2 The methodology used in this study will follow guidance contained in the draft companion guide to Planning Policy Statement 3: Housing (PPS3) 'Housing Land Availability Assessments: Identifying appropriate land for housing'¹ and in the North West Regional Assembly's guide 'Exploring Urban Potential for Housing'². The study may need to adapt to any changes or updates made to the draft practice guidance by the Department for Communities and Local Government.

Policy Context

- 1.3 The Government introduced a new planning system in the Planning and Compulsory Purchase Act 2004. The new system requires local planning authorities to prepare a Local Development Framework (LDF) to replace their Local Plan. Planning Policy Statement 12: Local Development Frameworks outlines the procedures to be followed in the preparation of new planning documents. It states that *'at the earliest stage in the preparation of documents to be included in the LDF, and particularly for the preparation of the Core Strategy, the local planning authority should gather evidence about their area'*³. Based on this advice Pendle Borough Council has prepared this Draft Methodology Report on the production of a Housing Land Availability Assessment (HLAA) Study.
- 1.4 The HLAA will be prepared in a period of policy flux. The Government's new approach to planning for housing is set out in PPS3 (November 2006). The Government's key housing policy goal is *'to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live'*⁴. In order to achieve this objective Regional Spatial Strategies and LDFs need to set out the level of housing provision to reflect local circumstances.

¹ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

² Exploring Urban Potential for Housing, the Guide. NWRA, 2003.

³ Planning Policy Statement 12 Local Development Frameworks. ODPM, 2004.

⁴ Planning Policy Statement 3 (PPS3) Housing. DCLG, 2006.

- 1.5 PPS3 requires Local Planning Authorities to set out policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years, taking account of the level of housing provision set out in the Regional Spatial Strategy.
- 1.6 In order to achieve these requirements, PPS3 advocates that Strategic Housing Land Availability Assessments are undertaken. Such assessments will provide a list of sites which can then be assessed through the plan making process to determine their developability and their potential for inclusion as an allocation in the LDF.
- 1.7 PPS3 requires Local Planning Authorities to manage the identified supply of land to ensure that a continuous five year supply of deliverable sites is maintained i.e. at least enough sites to deliver the housing requirements over the next five years of the housing trajectory.
- 1.8 At a regional level the submission draft Regional Spatial Strategy for the North West (January 2006) provides the strategic planning policy context. Policy L4 – Regional Housing Provision states that the results of up-to-date sub regional housing assessments and Urban Potential Studies, prepared in accordance with the guidance in the regional methodology ‘Exploring the Urban Potential for Housing’ should be used to inform the allocation of specific sites.
- 1.9 In Pendle the Local Development Scheme indicates that the production of the evidence base for the Core Strategy and Land Use Allocations Development Plan Documents (DPDs) is timetabled to end in March 2007. It is therefore essential that an up-to-date sub regional housing land availability assessment for the Pendle area of the sub regional housing market is prepared in order to inform the policy base of these DPDs.

Study Aims and Objectives

1.10 There are a number of aims and objectives, which this study will address:

Aims

- To identify buildings and land that have development potential for housing.
- To assess the level of housing provision of the identified land and buildings
- To evaluate past trends for some of the sources of supply in order to determine the likely future implementation rates.
- To assess the developability of the sites by identifying constraints and sustainability issues that might make the site unavailable and/or unviable and/or unsuitable for development.
- To incorporate the findings of the annual Housing Land Monitoring Report in terms of the supply of new dwellings.

Objectives

- To provide a robust evidence base for the production of the Core Strategy and Land Use Allocations DPDs.
- To establish a rank of sites in terms of their developability in order to determine whether they are suitable for inclusion as allocations for the first five years of the Land Use Allocations DPD.
- To aid the regional planning body (North West Regional Assembly) in their work to determine the future level of housing provision and distribution in the region.

2. Partnership Approach

- 2.1 The draft guidance recommends that local authorities should work in partnership with all interested parties in the production of the Housing Land Availability Assessment (HLAA). It is recognised that a number of people can provide valuable information and input at all levels of the process.
- 2.2 The Pendle HLAA will form part of the wider HLAA for the Burnley and Pendle sub regional housing market area. Although a sub regional partnership is the preferred approach for undertaking the assessment, Pendle Borough Council and Burnley Borough Council can undertake individual assessments of their areas following an agreed methodology. The draft HLAA guidance accepts this as a reasonable approach stating that *'it is critical that the methodology and outputs are consistent with those assessments undertaken in the rest of the sub-regional housing market area'*⁵. The draft guidance also states that *'sites are fixed and so the geographical scale at which the assessments are carried out should not matter'*⁶ and accepts that local authorities can undertake individual assessments.
- 2.3 The participation of representatives of the local community and other interested parties in the preparation of this study will contribute towards the informal consultation, required by Regulation 25⁷, on the Core Strategy and Land Use Allocations DPDs which will make up part of the Pendle LDF.
- 2.4 A partnership approach will, where appropriate, be used to aid the production of this study. Further details of partnership working at specific stages is included in later sections of this Draft Methodology Report. The stages where partnership working will apply are summarised in Table 2a below.

Table 2a – Partnership Approach

Stage	Partners	How involved?
Preparing the Methodology	Borough Councillors	To agree the methodology for the production of the HLAA.
	Burnley Borough Council	To agree the methodology for the production of the HLAA.
	Local Plan Objectors who questioned the methodology of the Pendle Urban Potential Study, 2005.	To establish agreement with previous objectors to ensure that the methodology is robust and to reduce the potential for objections at a later stage.

⁵ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

⁶ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

⁷ The Town and Country Planning (Local Development) (England) Regulations 2004. ODPM, 2004.

Stage	Partners	How involved?
	Other interested parties	A web based consultation will be used to allow interested parties to comment on this Draft Methodology report.
Identifying Sites (Comprehensive Survey)	Council Planning Officers	Planning Officers will undertake a comprehensive desk based search of the Borough to identify all potential sites for inclusion in the study.
	Other interested parties	A web based consultation will be used to allow any other interested parties to put forward sites for consideration. Blank maps will be placed on the website to assist with site identification.
Initial Site Filtering	Council Officers and Member working group appointed by the Executive	Planning Officers and appointed Councillors will consider the initial site search results. Those sites with obvious constraints will be removed. A list of sites excluded from the unconstrained potential will be made available to view.
	All Pendle Borough Councillors	After the initial site filtering maps will be sent out to all Local Authority Councillors to enable them to provide specific information about suggested (possible) sites and identify any further sites which may have been omitted.
	Parish and Town Councils	Parish Councils have a large local knowledge base for their Parish. After the initial site filtering maps will be sent out to each of the relevant Parish Councils to enable them to provide specific information about suggested (possible) sites and identify any further sites which may have been omitted.
Quantifying the Supply	Local Developers, Landowners, Estate Agents, Development Control Manager, Conservation Officer	A forum style meeting will be used to help determine yield on a sample of sites. A design template approach will be used to determine density.
Determining Developability	Local Developers, Landowners, Estate Agents, Councillors, Parish Councils,	Consultation with these groups and individuals will be used to help identify any potential constraints on the sites.

Stage	Partners	How involved?
	Contaminated Land Officer, Estates Manager, Highways Manager, Development Control Manager, Conservation Officer	
Preparing the draft study	Borough Councillors	Borough Councillors to agree the draft study for consultation.
Consultation on the draft Study	All interested parties	An open consultation on the draft study. The document will be available to view and comment online and on paper.

3. Identifying the Assessment Area

- 3.1 In order to assess the housing land supply it is first necessary to identify the areas which should be included in the study. Appropriate study area boundaries should be determined.
- 3.2 The draft guidance on Housing Land Availability Assessments (HLAA) states that all settlements where housing could be provided should be included within the assessment. A wide range of settlement types can contribute to sustainable development.
- 3.3 The draft guidance recommends that the defined settlement boundaries from the Local Plan can be used as the study area boundaries. It states that if the Local Plan is out of date then the boundaries should be revisited. In Pendle, the Replacement Local Plan (2001-2016) was adopted in May 2006, therefore the plan can be considered up-to-date. The settlement boundaries have been scrutinised through two formal rounds of public consultation and a Public Local Inquiry. They can therefore be considered robust for use within this study and are saved in the Replacement Pendle Local Plan (2001-2016) for 3 years.
- 3.4 Taking this advice into account, in Pendle those settlements with a defined settlement boundary in the Replacement Pendle Local Plan (2001-2016) are included within the assessment. Figure 3a presents the defined area boundaries for each settlement. The following list identifies those settlements:
- Barley
 - Barnoldswick
 - Barrowford
 - Blacko
 - Brierfield
 - Briercliffe (Burnley)
 - Colne
 - Crow Trees (Roughlee)
 - Earby
 - Fence and Wheatley Lane
 - Foulridge
 - Heald Wood (Burnley)
 - Higham
 - Kelbrook
 - Laneshaw Bridge
 - Nelson
 - Newchurch-in-Pendle
 - Roughlee
 - Salterforth
 - Sough
 - Spen Brook
 - Trawden

Pendle Local Development Framework

Evidence Base

Housing Land Availability Assessment

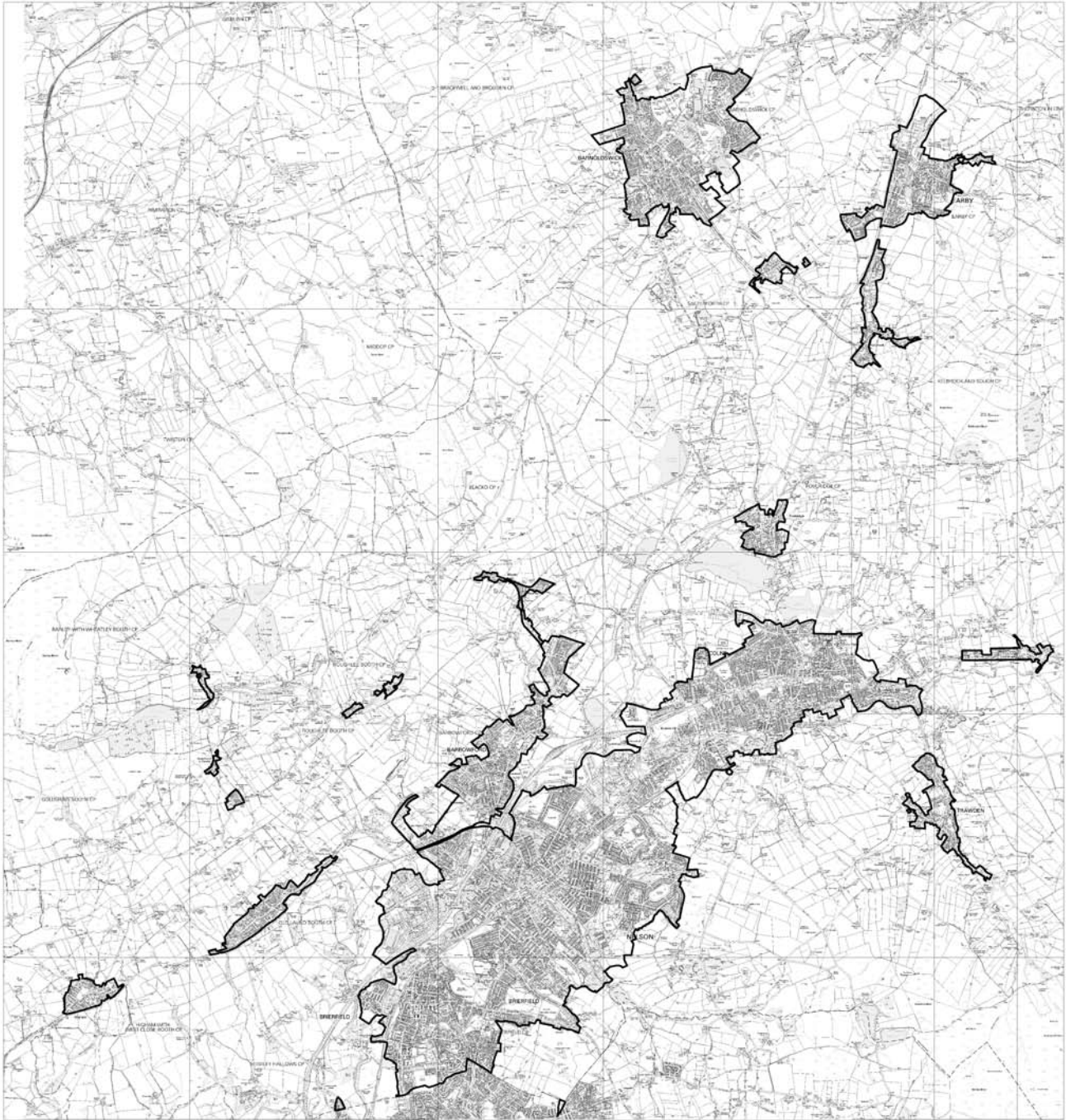


Figure 3a - Study Area

Key

———— Study Area Boundary



Scale 1:46,000

4. Considering the Sources of Supply

4.1 Both the draft guidance on Housing Land Availability Assessments and the North West Regional Assembly guide on Urban Potential Studies identify a number of potential sources of housing supply, which should be considered in assessments.

4.2 Table 4a presents these sources and identifies the method which will be used to collect data for these sources. The draft guidance states that as many sites as possible and all options should be considered initially, however, in Pendle, circumstances exist that some of the sources of supply are not relevant or appropriate for inclusion within the assessment. A justification for the inclusion or non-inclusion of each source of supply is included in the 'comments' column.

4.3 The sources of supply are divided into three broad categories:

- Sources within existing housing stock
- Brownfield land
- Other sources

4.4 The draft guidance states that *'these sources of supply will not all be capable of inclusion in the site allocation development plan document. Some of these sources are better suited for identification as broad areas for future development (in the Core Strategy) or to contribute to determining a realistic windfall allowance⁸*. Table 4a identifies, in the 'suitable role' column, which of the following elements each source will contribute to:

- An allocation
- Identification of a broad area
- Informing a windfall allowance

Table 4a – Sources of Supply

Source of supply	Data collection methods	Comment	Suitable role
Sources in existing housing stock			
Subdivision of existing housing	Past trend data – Housing Land Monitoring Report	A past trends approach using planning approvals is to be used as subdivisions cannot be identified on the ground.	This source will inform the windfall allowance.
Flats over shops	Past trend data – Housing Land Monitoring Report	A past trends approach using planning approvals is to be used as flats over shops cannot be identified easily.	This source will inform the windfall allowance.

⁸ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

Source of supply	Data collection methods	Comment	Suitable role
Empty homes	Information will be obtained from the Housing Market Renewal team and from Council Tax data.	Empty homes can provide a significant source of supply. In Pendle there are some areas with high concentrations of empty homes. The assessment will provide an overall figure for the supply of empty homes in the Borough. However, as there are a number of areas where the concentration of vacant properties is high, caution must be applied to the Borough wide figure as it may reflect a distorted view.	Broad locations.
Intensification of existing areas	Comprehensive Survey and past trend data – Housing Land Monitoring Report	The intensification of existing areas includes the development of redundant garage courts and large gardens. It is usually associated with low density housing areas. In Pendle most of the housing stock is in the form of terraces at high densities. Only redundant garages will be considered in the site search. The development of large gardens will be considered through the windfall allocation and a past trends approach will be used.	Allocations, broad locations and windfall allowance.
Redevelopment of existing housing	Not to be considered as a source of supply	This source of supply is not to be considered in the study as the housing allocation in the submitted draft Regional Spatial Strategy for the North West is net of clearance and replacement. Any provision of housing through this source does not count towards the overall allocation figure for Pendle and would therefore complicate the Housing Land Availability Assessment.	N/A

Source of supply	Data collection methods	Comment	Suitable role
Brownfield land			
Previously developed vacant and derelict land and buildings (non housing)	Urban Potential Study 2005, NLUD-PDL, Comprehensive Survey	Previously developed land can account for a significant source of housing land supply. The comprehensive survey approach (see page 14) should ensure that all sites under this category are identified.	Allocation / Broad location
Redevelopment of car parks	Information from the Highways Section, Local Plan, Urban Potential Study 2005	A reasonable amount of car parking is essential. However, underused and temporary car parks can often provide housing sites in prime locations.	Allocation/ Broad location
Conversion of commercial buildings	Information from Business Rates (regarding vacant properties) and local knowledge through consultation with interested parties.	Only those commercial buildings <u>not</u> within a protected employment area (as designated in the Replacement Pendle Local Plan 2001-2016) will be considered.	This source will inform the windfall allowance. To allocate would potentially blight an economic use.
Other sources			
Unimplemented /outstanding planning permissions	Housing Land Monitoring Report (2006) and the Annual Monitoring Report (AMR).	The supply from unimplemented and outstanding permissions should be assessed.	Trajectory from the AMR will inform if there is a need to allocate or not.
Review of existing housing allocations	There are no Housing Allocations in the Local Plan. Consideration will be given to HMR Reserved Housing Sites	These sites should be reassessed in terms of the amount of supply which can be yielded from them and their suitability for general market housing in the longer term.	Allocation/ Broad location

Source of supply	Data collection methods	Comment	Suitable role
Review of other existing allocations in plans	Local Plan	The Replacement Pendle Local Plan (2001-2016) was adopted in May 2006. There are no allocations for new employment development in the Local Plan and therefore a review of such allocations cannot be undertaken. The only other allocation for new development is for retail purposes. The recent Retail Capacity Study (2006) indicates a need for future retail land therefore it would be premature to re-assess this allocation. Other allocations have already been considered or discounted in the other sources of supply above e.g. HMR Reserved Housing Sites.	N/A
Vacant land not previously developed.	Urban Potential Study 2005, Comprehensive Survey	Vacant land within urban areas which has not been previously developed can provide a source of supply. It may be shown on Ordnance Survey maps as a 'white' area with no annotation.	Allocation/ Broad location

4.5 Chapter 5 looks at the method for calculating the supply from the sources listed in Table 4a.

5. Methodology for Identifying the Supply

- 5.1 The unconstrained supply is the total number of dwellings which could be provided if all sites were developed optimally and if the windfall allowance was achieved.
- 5.2 There are two main parts which make up the unconstrained supply figure:
- i) the supply from windfalls (informed by trend data) and;
 - ii) the supply from site specifics.
- 5.3 This chapter is divided up into two sections. The first section is concerned with past trend calculations and the methods to be followed to produce a realistic windfall allowance figure. A number of sources of supply will contribute to this, including: flats over shops, sub-divisions and new dwellings in large gardens.
- 5.4 The second section is concerned with the methods to be used for the comprehensive survey. This survey will be used to identify specific sites which may be suitable as allocations or broad locations for future development. The sources of supply which will contribute to the survey include: previously developed vacant and derelict land and buildings, vacant land not previously developed and intensification of existing areas (unused garage element only).

Method for calculating the Windfall Supply

- 5.5 The draft guidance on Housing Land Availability Assessments (HLAA) states that *'allowances should be made on the basis of examining past trends in windfalls coming forward for development and on the likely future implementation rate'*⁹. For three of the sources of supply, a detailed analysis of past trend data using planning permissions for the ten year period from 1st April 1996 to 31st March 2006 will be used. The number of planning permissions granted for flats over shops, sub-divisions and new dwellings in gardens will be recorded and an average yearly amount for each source will be calculated. This will then be used to work out a future implementation rate.

Method for calculating the Site Specific Supply

- 5.6 In order to quantify the supply from site specifics it is initially necessary to identify all possible sites for development. The use of existing sources of information such as the National Land Use Database on Previously Developed Land (NLUD-PDL) and the previous Urban Potential Study (2005) will provide a starting point. However, in order to guarantee that this study is robust and that the evidence base is

⁹ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

reliable, it will also be necessary to undertake an up-to-date survey of the study area. It should be noted that all sizes of site will be considered, a minimum size threshold will not be set.

Type of survey

- 5.7 The draft guidance on Housing Land Availability Assessments (HLAA) identifies a number of different types of survey which can be carried out. These include:
- Comprehensive surveys of the whole defined area
 - Typical Urban Area (TUA) studies
 - Priority Area (PA) studies
- 5.8 The draft HLAA guidance states that *'given that the objective of the housing land availability assessment is to provide a comprehensive account of available supply without narrowing down options, a comprehensive survey would be most appropriate'*¹⁰. Taking this into account Pendle Borough Council will undertake a comprehensive survey of the defined study area.
- 5.9 This approach is essentially a recording and mapping process which will require an initial desk top study to be undertaken using a map base (GIS system), along with published aerial photographs. Site visits will then confirm the status of the sites and the source of supply can be recorded. Photographs will be taken of each site as a visual record.
- 5.10 A database will be developed to record all the information relating to each site. This approach will enable records to be regularly updated allowing for the constant future monitoring of sites.
- 5.11 At the site search stage, a partnership approach will be used to aid the identification of suitable sites. Borough Councillors will be given the opportunity to provide specific information about the suggested sites and also put forward sites for inclusion. Maps will be sent out to all the relevant Parish Councils requesting their comments on sites identified on the map base and for any other sites to be put forward for inclusion. The advantage of pursuing this approach is that both Borough Councillors and Parish Councils have a wide local knowledge of their areas and can therefore suggest sites which may not have been identified through the desktop based exercise. A web-based consultation will also be used to allow any other interested parties to put forward sites for consideration in the assessment. A blank map base for each settlement will be available to download, print off and send back to the Council with suggested sites marked on them.

¹⁰ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

Considering unimplemented planning permissions

- 5.12 With regard to current residential planning permissions, information from the annual Housing Land Monitoring Report will be used to identify those sites where work has not been started (i.e. unimplemented permissions). Those sites which have been completed, or where work has started, will be excluded from the study as they can no longer contribute to the potential supply. The yield from sites which are yet to be started should be recorded and the likelihood of these sites being brought forward to completion by the end of the plan period should be assessed. This will help to establish which sites can contribute to the potential supply.

Outputs

- 5.13 The output from the survey and the consideration of planning permissions will be a comprehensive list of all the sites in the Borough that could provide the potential for housing development.

6. Initial Site Filtering

- 6.1 The initial survey will identify a comprehensive list of all possible sites, however, there will be some obvious constraints on some of these sites. Such sites should be filtered out of the study at this stage.

Designations

- 6.2 Where a site is covered by a designation which protects the site from development, such as Open Space, Site of Settlement Character or a Natural Heritage designation (as defined in the Replacement Pendle Local Plan 2001-2016), the site will not be considered further within the study. The Open Space Audit 2004¹¹ indicates that there are deficiencies in the amount and/or types of open space in every ward in the Borough. It is therefore important that these open space sites are protected from development.

- 6.3 Sites protected for employment use within the Replacement Pendle Local Plan (2001-2016) will also not be considered further in the study. These sites are prime employment locations and have been identified as an essential economic use which should be protected from redevelopment for other uses. However, it should be noted that those protected employment sites in Area Action Plan (AAP) areas, where the AAP is at the preferred options stage or beyond and where the AAP proposes a clear land use change for the protected site, will be considered in the assessment. Employment sites that are not protected by designations in the Local Plan may also be considered in the assessment.

Constraints

- 6.4 There are also sites which will be identified through the desktop based research of the comprehensive survey which will be wholly unsuitable for housing development and therefore can be excluded at an early stage in the study. The desktop survey does not allow for issues such as topography to be identified, therefore an initial filtering of sites will be undertaken at the site visit stage where clear, on-site constraints which would not allow the development of the site for housing can be seen. To take such sites forward through the remaining stages of the assessment would create additional unnecessary work.
- 6.5 Examples of where sites will be excluded from the unconstrained potential include:
- Where the topography of the site is too steep for development (e.g. a vertical slope)
 - Where there is now a building on the site
 - Where a planning permission for employment or other non-residential use has been started or completed on site

¹¹ Open Space Audit, Borough of Pendle, 2004

- 6.6 A clear audit trail of the reasons for excluding sites will be kept and made available for people to view. This will ensure transparency within the study.

Sites with Planning Permission

- 6.6 There will be sites identified through the comprehensive survey which will already have planning permission for residential development. These sites will also be identified through the information obtained from the housing land monitoring report. To avoid the double counting of these sites it will be necessary to filter them out from the comprehensive survey list.

7. Quantifying the Supply – Identifying the Unconstrained Potential

- 7.1 Once the survey has been undertaken and a list of sites has been established (following the initial filtering), the next stage of the assessment is to determine the potential yield from each site.
- 7.2 Annex A: Technical Annex of the draft guidance on Housing Land Availability Assessments (HLAA) recommends a design-led approach is used to determine the density of each site. This approach has several advantages as it allows for a realistic assessment of each site's development potential to be made. Different design templates can be used to achieve different site densities. This allows the most appropriate option for the site to be identified. The Technical Annex identifies density multipliers as providing an alternative approach to the design-led method. However, the draft guidance states that *'many of the studies that have used density multipliers as the main yield assessment tool have produced more conservative estimates for sites than the site potentials arrived at through the design led studies'*¹². Therefore, in this study it is deemed more appropriate to use the design-led approach as it will provide a more realistic assessment of each site's potential.
- 7.3 Design templates will be used to assess the potential yield of each site. Appendix 12 of the North West Regional Assembly's guide provides a series of different design templates which take into consideration the size of the site, proposed dwelling type, car parking, and character of the surrounding built up environment. The guide includes a table which lists all the templates and indicates their applicability to each settlement situation. Each design template sets out a summary of vital statistics, including the density at which the site should be developed.
- 7.4 The most appropriate design template for each site should be selected and the density detailed in the template summary should be recorded and used to establish the yield for the site. It should be noted that Planning Policy Statement 3 sets the national minimum density for new housing developments at 30 dwellings per hectare. In the majority of cases this study will adhere to this density requirement, however, there may be some circumstances where a site has to be developed at a lower density. In such cases a clear justification for the decision will be made.
- 7.5 A partnership approach will be used to help assess the yield of a sample of sites. A forum style meeting will be held with local developers, landowners, estate agents, development control officers and conservation officers to consider the most appropriate design templates to be used on the sample sites. As a guide, the minimum sample size will be 10% of the unconstrained potential (after initial

¹² Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

filtering – see Section 6). However, the sample size could be up to 30% of the (filtered) unconstrained potential.

- 7.6 The templates used on these example sites can then be applied to similar sites contained in the schedule of sites in order to determine the yield for the whole of the unconstrained potential.

8. Considering Developability – Identifying the Constrained Potential

- 8.1 The next stage of the assessment is to determine whether each site is realistically developable in the short, medium or long term. The preceding stages of the assessment have been concerned with identifying the unconstrained potential. i.e. the theoretical total number of dwellings which could be provided if each site was developed optimally. This next stage will identify the constrained potential.
- 8.2 The draft guidance on Housing Land Availability Assessments (HLAA) acknowledges that *‘following the consideration of constraints on sites, the unconstrained figure can be quite substantially reduced, in some cases by up to 60%’*¹³. It is therefore important that an assessment of the constraints is made in order to provide a realistic figure which can be used to inform the preparation of the Core Strategy and Land Use Allocations Development Plan Documents (DPD).
- 8.3 The draft guidance states that *‘it is for the housing land availability assessment to identify potential sites and their constraints and for the plan making process to assess constraints and make a judgement as to the extent to which they are developable’*¹⁴. However the guidance also recommends that once the constraints have been identified the sites should be ranked according to their constraints. This HLAA will, therefore, identify the constraints of each site, the severity of the constraints and rank the sites according to their constraints. This process of ranking sites will in a sense make a judgement on each site’s developability. However, it is only intended as a guide and the formal judgement on the developability of sites will be progressed through the preparation of the Land Use Allocations DPD and in line with any requirement set out in the Regional Spatial Strategy for the North West (RSS) and the Annual Monitoring Report (AMR) housing trajectory.
- 8.4 The constraints of each site will initially be recorded in the database at the site search stage. The site visits, as detailed in Section 5, will allow the visual, on-site constraints to be recorded. However, the full assessment of constraints will only take place once the unconstrained potential has been finalised as the draft guidance states that *‘the assessment of constraints is inherently judgemental and therefore it is important that this takes places only once the unconstrained capacity has been identified’*¹⁵.
- 8.5 It is further recommended that the assessment of constraints is carried out with partners in order to effectively realise the potential of sites and

¹³ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

¹⁴ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

¹⁵ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

to ensure that a consistent approach is maintained. Any further constraints, not identified through the site visits, will be identified through discussion with appropriate groups and individuals, together with a discussion of the constraints recorded at the site visit stage.

- 8.6 The draft guidance provides a framework for identifying constraints and lists a series of factors which should be taken into account for each site. The factors are divided up into three main themes: Availability, Suitability and Viability. Tables 8a, 8b and 8c list the factors which should be considered.
- 8.7 Planning Policy Statement 3: Housing sets out the definition of 'deliverable' and 'developable'. It indicates that sites should be:
- Available – the site is available now
 - Suitable – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities.
 - Achievable – there is a reasonable prospect that housing will be delivered on the site within five years.
- 8.8 Using the information in the database, a proforma will be created for each site. These proformas will list all the constraints that apply to a particular site. These constraints can then be used when assessing the sites to be included in the Land Use Allocations DPD and identifying broad locations in the Core Strategy.
- 8.9 In all cases the assessment should consider whether availability, suitability or viability issues are:
- advantages or disadvantages,
 - directly or indirectly related to the site,
 - short, medium or long term issues.

Developability Factors

- 8.10 Availability factors are those which make the site either 'available' or 'unavailable' for development.

Table 8a – Availability Factors

Factors	Constraints/Comments
Availability	
Physical	Access issues e.g. ransom strip
	Ground conditions e.g. that may impose negative land values
	Infrastructure issues e.g. infrastructure that requires investment, particularly if funded by other agencies/utilities
Ownership	Whether the landowner can be identified
	Whether land is in multiple ownership and whether land

Factors	Constraints/Comments
Availability	
	owners can be identified and whether they intend to develop
	Whether the owner wishes to sell within the time period
	Evidence of landowner intentions, particularly if land is occupied by alternative active use and/or where there is multiple ownership
Operational	Existing operational land use and whether there is clear evidence that the current use will cease.
Other	Highways issues (Liaise with Lancashire County Council Highways Section and the Highways Agency where appropriate)
	Flood risk issues (Liaise with the Environment Agency) The Strategic Flood Risk Assessment (SFRA) for Pendle should highlight any major issues.
	Heritage issues (Liaise with Conservation Officer and English Heritage where appropriate)
	Whether these agencies have raised issues or expressed concerns in relation to a particular site.

8.11 Suitability factors are those which make a site 'suitable' or 'unsuitable' for development. The assessment should identify those issues which indicate whether the site is sustainable.

8.12 The Council is preparing a study which will assess the sustainability of villages in Pendle. For the purpose of the HLAA the term 'village' is defined as an area with a defined settlement boundary (as denoted in the Replacement Pendle Local Plan) and is outside the main, larger urban settlements of Nelson, Colne, Brierfield, Barrowford, Barnoldswick and Earby. The settlements which are defined as a villages are:

- Barley
- Blacko
- Crow Trees (Roughlee)
- Fence and Wheatley Lane
- Foulridge
- Higham
- Kelbrook
- Laneshaw Bridge
- Newchurch-in-Pendle
- Roughlee
- Salterforth
- Sough
- Spen Brook
- Trawden

The information from this sustainable villages study will be used to inform the HLAA as to whether housing development would be suitable/sustainable in these settlements. Sites in settlements which are considered not to be sustainable will not be taken forward and included in the final constrained potential.

Table 8b – Suitability Factors

Factors	Constraints/Comments
Suitability	
Economic	Employment
	Investment
	Regeneration
	Economic opportunity for local community and businesses
	Opportunity to innovate e.g. building technologies
Social	Social fabric of communities
	Social inequalities
	Accessibility for all members of the community to jobs, health, education, shops, leisure and community facilities.
	Needs of the whole community, including particular requirements relating to age, sex, ethnic background, religion, disability and income.
	Safety and health
Environment and resources	Designations and protected areas
	Climate change, air quality and pollution
	Water resources
	Flooding and other natural hazards

8.13 Viability factors are those which make a site 'viable' or 'unviable' for a developer to develop a site. The draft practice guidance states that *'in theory, new housing will only be built where the residual value for housing exceeds the value of the site remaining in its existing use and the residual value of any other development which is likely to obtain planning consent'*¹⁶. Viability can be affected by a range of factors. An assessment of a site's development viability should be made using the residual valuation method.

¹⁶ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

Table 8c – Viability Factors

Factors	Constraints/Comments
Viability	
Economic/Market	Residual valuation method Use of the NWRA market viability spreadsheet ¹⁷ to estimate the residual value and therefore determine whether the development of the site is viable for the developer.

8.14 Once all the constraints for all sites have been identified, an assessment of the constraints needs to be made. In order to provide a realistic assessment of supply, the sites should be ranked in terms of the advantages and disadvantages they offer under availability, suitability and viability. Using this ranking system, sites should be categorised into the following groups:

- Suitable for inclusion as an allocation in the first 5 years of the plan
- Suitable for broad development area identification
- Suitable for longer term development
- Not suitable for development.

8.15 The draft practice guidance states that *'this exercise should produce an informed estimate of the proportion of the unconstrained supply that can realistically be expected to come forward and be developed over time'*¹⁸. This assessment should therefore provide a firm evidence base for the Core Strategy and Land Use Allocations DPDs.

¹⁷ Exploring Urban Potential for Housing: The Guide, NWRA, 2003

¹⁸ Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance, ODPM, 2005.

9. References

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ODPM (2004) Planning Policy Statement 12 (PPS12): Local Development Frameworks. ODPM.

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ODPM (2005) Housing Land Availability Assessments: Identifying appropriate land for housing development. Draft practice guidance. ODPM.

Appendix 1 – List of Consultees

The following list of individuals / organisations will be specifically consulted on this Housing Land Availability Assessment Methodology Report. However, the consultation will be extended to other interested parties through an online, web-based exercise.

Developers	Estate Agents
Barnfield Construction (Tim Webber)	CSB
Beazer Homes	Darcy (Nigel Darcy)
Bellway Homes (Nigel Smith)	Harris and Moss (Neil Moss)
JN Bentley (Jon Cain)	Sally Harrison
Bovis Homes	Broden Lloyd
Crownway Homes Ltd (Ken Riley)	HW Petty and Co (David Briscoe)
Dalesmoor Homes	Sharpes (Neil Sharpe)
David Wilson Homes	Taysforths
George Wimpey North West	
Harron Homes	Public Sector
Haydock Developments	Calderdale Metropolitan District Council
Home Park Developments	Craven District Council
Lovell Partnership	Burnley Borough Council
McCarthy and Stone	Bradford Metropolitan District Council
NEL Construction	English Partnerships
North Country Homes Group	Government Office for the North West
Peel Investments Ltd (Louise Morrisey)	Housing Market Renewal Section (Pendle Borough Council)
Persimmon Homes (Lancashire) Ltd (Bill Sparnon)	Housing Pendle
Tay Homes (North West)	North West Regional Assembly
Varley Homes	North West Development Agency
Eric Wright Construction	Ribble Valley Borough Council
Agents	Others
Janet Dixon	HBF (Home Builders Federation)
Andrew Durham	NHBC (the National House Building Council)
Vivien Green	Pendle CPRE
Geoff Hook	
Andrew Little	Individuals (requested/Local Plan objectors)
Alison Rowland Town Planners	John Whittaker
Andrew Walker	

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اگر آپ اس دستاویز کو بڑے پرنٹ میں، آڈیو کیسٹ پر
یا اردو زبان میں لینا چاہیں تو براہ مہربانی ہمیں بتائیے، ہم
آپ کے لئے ایسا انتظام کرتے ہوئے خوشی محسوس کریں
گئے۔



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