Report To:	**EXECUTIVE CABINET**
Date:	22 March 2017
Executive Member/ Reporting Officer:	Councillor John Taylor – Deputy Executive Leader Damien Bourke, Assistant Executive Director – Development Growth and Investment
Subject:	**HOUSING AND EMPLOYMENT LAND AVAILABILITY 2016**
Report Summary:	The available supply of land for housing has been refreshed alongside a review of available land for employment in order to provide an up to date position across the Borough for the 15 year period from 1 April 2016 - 31 March 2031. This will determine the contribution that this supply of land provides towards the Borough's objectively assessed housing requirement and employment land needs. The updated assessments are crucial to demonstrate best use of urban land in support of the strategy set out in the draft Greater Manchester Spatial Framework (GMSF) to maximise the use of urban land in order to minimise the need for the release of land in the Green Belt.
Recommendations:	1. The Executive Cabinet is asked to note the contents of this report and approve the publication of the 2016 Land Availability site data. 2. That a further review of Housing and Employment Land Availability is prepared on completion of the monitoring period ending 31 March 2017 and published for consultation.
Links to Community Strategy:	The Tameside Housing and Employment Land Availability Assessments are closely aligned with the Community Strategy, creating a spatial expression of its aims and priorities. The assessment highlights the land requirements that will allow continued economic growth in the Borough, thus supporting the aims and vision of a prosperous Tameside.
Policy Implications:	Housing and Employment Land Availability are an important part of the evidence base that will be used to support the evolution of GMSF, the proposed new Local Plan for Tameside and provide an up to date position on the availability of land when considering planning applications alongside the current Unitary Development Plan.
Financial Implications: (Authorised by the Borough Treasurer)	There are no financial implications arising directly from this report.
Legal Implications: (Authorised by the Borough Solicitor)	
Risk Management:	Annual monitoring of sites ensures that the supply information is up to date and minimises the risk of challenge. It is acknowledged that in order to manage the risk of over-estimating the available supply it must be accepted that not all sites may actually be

developed.

Access to Information:

The background papers relating to this report can be inspected by contacting the report writer Peter Taylor

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1. INTRODUCTION

1.1 The National Planning Policy Framework (NPPF) states that the purpose of the planning system is to contribute to the achievement of sustainable development. An assessment of land availability identifies a future supply of land which is suitable, available and achievable for housing and economic development uses. The NPPF identifies the advantages of carrying out land assessments for housing and economic development as part of the same exercise, in order that sites may be allocated for the use which is most appropriate.

1.2 An assessment should:

- identify sites with potential for development;
- assess their development potential;
- assess their suitability for development and the likelihood of development coming forward (the availability and achievability).

1.3 The NPPF also makes it clear that local planning authorities should, in summary:

- identify and update annually a supply of specific deliverable sites to provide 5 years-worth of housing against their housing requirements with up to an additional 20% where the annual requirement has not been regularly been met.
- identify a supply of specific developable sites or locations for growth for years 6-10 and where possible for years 11-15.
- illustrate the expected rate of housing delivery through a housing trajectory.

1.4 The most recent Housing Land Availability Assessment and, what was then an Employment Land Review, were published in 2014 and updated land supply data as at 31 March 2015 was provided as the baseline figure for the draft GMSF. The 2016 assessments provide an up to date position by reviewing the status of previously identified housing and employment sites and incorporating new sites that have come forward since 2014. This information will be utilised to inform both further development of the GMSF and the emerging Local Plan for Tameside. There are no green belt sites included in the supply data.

1.5 Critically the inclusion of a site within the Housing and Employment Land Availability Assessments does not imply that planning permission will be granted – it identifies availability and potential. All sites identified will be subject to approval through the development management process assessed against national and local planning policy.

2.0 REQUIREMENTS AND THE TAMESIDE CONTEXT

2.1 The most up to date assessment of overall housing and employment land requirements is set out in the draft Greater Manchester Spatial Framework (GMSF). In terms of housing a strategic housing market assessment (SHMA) has been produced for the Greater Manchester Combined Authority. The purpose of the SHMA is to develop a robust understanding of housing market dynamics and an assessment of future needs over the period 2015-2035. It has been published alongside the consultation draft Greater Manchester Spatial Framework.

2.2 The SHMA sets out the overall housing requirement for Greater Manchester and also for the individual ten local authorities and provides an objective assessment of the need for housing within Greater Manchester. It provides an assessment of the future need for housing, with the intention that this will inform future development of planning policies. The SHMA concludes an overall housing requirement for Tameside of 13,579 additional dwellings between 2015 and 2035, an average of 679 dwellings per annum. In the draft GMSF this has been rounded to 13,600 and 680 respectively.

2.3 The housing land availability assessment is required to cover a 15 year period, currently 1 April 2016 – 31 March 2031, which is different to the GMSF plan period 1 April 2015 – 31 March 2035. The GMSF housing requirement over the period 1 April 2015 to 31 March 2031 is 10,880, but as also explained later in the report it is clear that green belt sites **not currently included in the availability assessment** will have to be considered if the currently identified requirement up to 2035 is to be met within Tameside.

2.4 In terms of employment land the GMSF sets out the requirements for Industrial, Warehousing and Office development in sq.m. As part of the Economic Evidence supporting the GMSF the employment floorspace requirement approach is set out. Following consultation in 2015 the GMSF has adopted an Accelerated Growth Scenario which seeks to increase the economic performance of Greater Manchester compared to that achieved between 2004 and 2015.

2.5 A module of the Greater Manchester Forecasting Model operated by Oxford Economics translates economic growth forecasts into estimated employment floorspace for industrial, warehousing and office uses. For the period 2015 – 2035 the forecast requirement across Greater Manchester as a whole is for around 4,000,000sq.m of industrial and warehousing (combined) and a minimum of 2,450,000sq.m of office floorspace. The contribution that Tameside needs to make to this requirement has been assessed as 483,000 sq.m of industrial and warehousing (combined) and 35,000sq.m of office floorspace.

3.0 HOUSING SUPPLY IN TAMESIDE

3.1 The sites within the identified supply are made up of:

Sites under Construction
These are sites that have received planning permission and a material start has been made on the implementation of that planning permission.

Sites with extant Planning Permission
This includes sites with various types of extant permissions, including those with full and outline permission.

Housing Site Allocations
These are sites that have been specifically allocated for residential purposes within the Tameside Unitary Development Plan 2004 (UDP). This category also includes other sites including those sites with expired full and outline planning permissions, or pending or withdrawn planning applications.

Other potential sites
Other housing sites that have been identified as having potential for residential development in the future but do not as yet have any current planning commitments. They have been identified through a variety of sources including the housing land availability survey and employment land review undertaken internally by officers and the external 'call for sites' exercises.

3.2 The results of the 2016 land availability update indicates that, at the base date of 31 March 2016, there were some 716 sites with the potential to deliver around 9,256 net additional dwellings in Tameside over the next 15 years. This identified supply is broken down across 5 year time bands below:

Land Supply Years	Number of Sites	Dwellings
0-5	227	4,073
6-10	388	2,991
11-15	101	2,192
Total	**716**	**9,256**

3.3 This compares to the position of 8,516 dwellings at 31 March 2015. One of the key reasons is the inclusion of some brownfield sites formerly protected for employment use as a strategy to increase housing delivery on previously developed land and minimise the extent of green belt release to be considered. This includes the following sites that have been vacant with no commercial interest for employment for a considerable time:

- Former Mono Pumps Site, Martin Street, Audenshaw
- Former Christy Towels Site, Newton Street, Hyde
- Former Robertson's Jam Site, Droylsden
- Newton Bank Works (ABC Wax), Clarendon Road, Hyde
- Land in the Fairfield Road/Edge Lane Area, Droylsden

3.4 In addition to the overall supply figures it is important to understand the scale of sites that make up the supply, and also the balance between brownfield sites and greenfield sites within the urban area, which has become an important consideration for local communities.

3.5 In terms of site size, out of the 716 sites identified 546 are sites for less than 10 dwellings, providing an estimate yield of 1,601 dwellings out of the overall supply. This is highlighted in the table below.

Site size	Number of Sites	Dwellings
Less than 10 dwellings	546	1,601
More than 10 dwellings	170	7,665
Total	**716**	**9,256**

The importance of this breakdown is that the smaller sites often present a greater risk of stalling or actual delivery because they are often put forward by small builders or on small plots by individuals. The larger sites tend to be less uncertain in terms of delivery once they have received planning permission as the promoters tend be more active in the development market and look to build out permitted schemes. There are however some sites with expired permission which have stalled due to poor investment decisions.

3.6 The important point is that it would be wrong to assume that all sites identified within the potential supply will actually deliver, although the risk is less likely for sites within the first 5 years as they either already under construction, have planning permission, are pending approval or we are aware that schemes are being developed for submission and the lead in time for commencement is anticipated to be within 5 years.

3.7 In terms of sites with potential for significant major developer interest it is worth considering sites that have been identified above 1ha (around the 30 dwelling threshold) and over 4ha (around 120 dwelling threshold). The table below shows that there are only 57 sites over 1ha and only 12 of those are over 4ha.

Site size	Number of Sites	Dwellings
Between 1ha and 4ha	45	3.030
More than 4ha	12	2,311
Total	**57**	**5,341**

The sites that are greater than 4ha are listed below and this further demonstrates that Tameside's potential housing supply from large sites is extremely limited:

Location	Potential Dwellings	Site Area	Land Use
Site of former Hartshead High School, Greenhurst Road	175	6.1	Brown/Green
Land at Fitzroy Street (AKA Robertson's	318	8.1	Brown

Jam)			
Land at south Kings Road, Audenshaw	152	7.1	Brown
Former Two Trees School site, Town Lane	220	7.8	Brown/Green
Horses Fields off Fairview Road	200	6.3	Green
Granada Fields/Windsor Road	255	6.4	Green
Land between Godley Reservoir and A57	126	4.3	Green
Land east of Godley Reservoir, between Tetlow Fold Farm and Longlands House	228	7.6	Green
Site of former Hattersley High School site and Waterside Court (Hattersley Regeneration Sites 21 & 22),	209	6.4	Brown/Green
Former Newton Printworks (AKA ABC WAX), Clarendon Road	150	5.7	Brown
Remainder of land between Hey Farm and Micklehurst Estate, Off Huddersfield Road	100	8.1	Green
Site of former Mono Pumps, Martin Street	178	4.3	Brown
Total	**2,311**	**78.2**	

3.8 In terms of brownfield and greenfield sites. At a headline level the proportion of sites within the urban area that are brownfield or greenfield is set out below. Some sites fall in to both brownfield and greenfield as they are a mixture of both. A typical example would be a disused former school site with associated playing fields

Land Use Type	Number of Sites	Dwellings	Proportion (by dwellings)
Brown	369	4,870	53%
Green	283	2,831	30%
Brown/Green	64	1,555	17%
Total	**716**	**9,256**	**100%**

This shows that the greatest proportion of dwellings within the identified supply are on brownfield land, but it is important to be aware that the justification for granting planning permission on greenfield sites does have more stringent planning policy tests which may increase the risk of planning permission being granted. As part of updating our evidence base for the emerging Local Plan we are reviewing the 2009 open space review and revisiting our protected green space policy. This will be used to inform the future suitability of greenfield sites in the medium and longer term (years 6-10 and 11-15).

3.9 The National Planning Policy Framework allows Local Planning authorities to make an allowance for windfall sites within the future housing supply. A windfall site is a site that was not previously identified for development but was granted planning permission and therefore increased the delivery of housing above that expected. The allowance is calculated through the annual monitoring of housing sites to record those completed, under construction or granted permission at the end of a particular year. This includes windfall sites and a future windfall allowance is estimated by averaging the delivery of such sites over a number of previous years. The estimated future windfall allowance to be included over the next 5 years has been calculated at 100 dwellings per annum, but this is anticipated to reduce in future years as the opportunities for development of this nature of any significant scale is expected to diminish and will be small redevelopment sites only.

3.10 The table below shows historic completions including 2015/2016 which is the first year covered by the draft GMSF plan period.

Year	Dwellings completed (Net)
2003/04	**515**
2004/05	**383**
2005/06	**684**
2006/07	**563**
2007/08	**789**
2008/09	**652**
2009/10	**253**
2010/11	**286**
2011/12	**350**
2012/13	**522**
2013/14	**366**
2014/15	**494**
2015/16	**580**
Totals for April 2003 to March 2016	**6437**
Average Annual Completions	**495**

3.11 As stated above the annual average housing requirement is now set at 680 per annum over the 20 year period from 2015 to 2035 and therefore the rate of completions in 2015/2016 has left a shortfall of 100 dwellings. This would ordinarily set a 5 year requirement of 3,400 dwellings, plus the backlog of 100 units from 2015/2016 making a basic requirement of 3,500 dwellings.

3.12 NPPF requires a buffer (additional supply) to be added where there has been persistent under delivery in previous years, which is demonstrated by the table above. This would make a 5 year supply requirement of 4,200 dwellings. On the supply side the identified 4,073 dwellings deliverable in the next 5 years, plus 5 years windfall allowance at 100 per annum provides an estimated supply of 4,573 dwellings which would just about provide a 5 year supply of housing land with a very modest surplus, but at risk of challenge as that assumes all identified sites are delivered and there is no delay or slippage.

3.13 Even including these brownfield former employment sites the estimated supply of housing available within the urban area, falls short of the longer term requirement for housing identified within GMSF in the order of at least 3,700 dwellings or so. Taken together with the fact that there is no absolute guarantee that all identified sites will be granted planning permission and that the actual number of dwellings on any particular site may be less than estimated then areas within the Green Belt will need to be identified to feed in to the supply of housing

4.0 EMPLOYMENT LAND SUPPLY

4.1 For the purposes of this report, employment uses are B1 (business), B2 (general industry) and B8 (storage and distribution) plus *sui generis* commercial uses which have similar characteristics to industry or storage. This report encompasses an update on the employment land supply and completions for the period 1 April 2015 to 31 March 2016.

4.2 The total supply of land available for employment development purposes in Tameside on 31 March 2016 was **45.55 hectares.** The supply figure consists of:

- Vacant sites that are allocated for employment use, or have permission for employment generating development; and
- Non-vacant sites that have permission for redevelopment or extension for employment purposes.

Sites are removed from the supply when development is completed or additional information comes forward relating to future prospects.

4.3 The inclusion of a site in the available supply does not indicate any intentions of the owner(s) to sell the site or otherwise offer it for employment development. Much of the supply consists of (a) sites unlikely to be brought forward in the short to medium term, or (b) sites whose owners intend to develop for their own business purposes.

4.4 For the purpose of this report both land area in hectares and floor space in square metres are included. These figures are alternative interpretations of the supply available. The floor space figures have been derived in two ways:

- Floor space figures derived from the most up-to-date planning application relevant to the site; or
- Floor space figures derived using a 40% plot ratio to estimate the yield of that site (i.e. a one hectare site will yield 4,000 square metres of floor space).

4.5 The total supply of land available for development for employment purposes in Tameside on 31 March 2016 was 45.55 hectares. This shows a significant downward change in the supply from the end of the previous year of 17.59 hectares (when the supply was recorded as 63.14 hectares).

4.6 Figure 1 below shows the annual employment land supply over the last ten years. This clearly shows the decline in employment land available since 2012/13 from a peak of 85.3 hectares down to 45.55 a change of nearly 40 hectares.

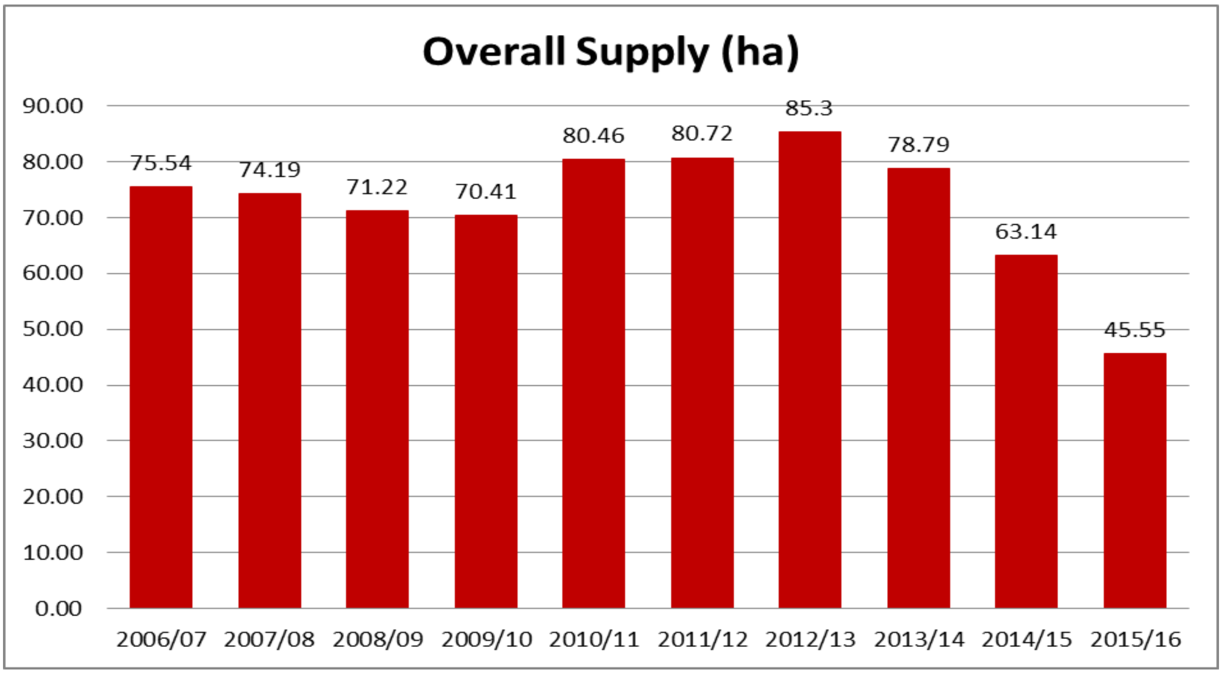

Figure 1: Employment land supply 2006 – 2016

4.7 It should be noted that in addition to the completions other sites have been removed from the supply due to a review of lapsed permissions and the inclusion of a number of brownfield employment sites within the 2016 Housing Land Supply update referred to earlier in the report.

4.8 Of the total supply available at the end of the 2015/16 year, 21.68 hectares were classed as ‘immediately available’. It shows a decrease of 2.68 hectares on the 2014/15 year (When the immediately available supply was 24.33 hectares). Sites in the immediately available supply are those considered to be appropriately and actively marketed for sale during the monitoring year on the open market.

4.9 The overall land supply, split down by Use Class is shown in Table 1 below.

	Land - Hectares	Floor space – m^2
Office (B1a)	3.3	31,033
Industry and Warehousing	42.25	169,370
Total	45.55	200,403

Table 1: Overall employment land supply

4.10 Previous versions of the Industrial and Commercial Land Supply Report concluded that a review of lapsed permissions within the employment land supply was necessary. This has been carried out as part of this review of the employment land supply for 2015/2016. A total of 37 sites were removed from the supply following consideration of their current planning status or their potential role in either the future employment land or housing supply.

4.11 Out of the 59 sites that comprise the current employment land supply only 9 are of more than one hectare in size and they account for over 70% (or 32.5 hectares) of the total supply. The remaining 50 sites account for less than 30% (13.05 hectares) of the total supply. This means that the average size of site at the smaller end of the supply is 0.26 hectares (13.05 hectare/50 sites).

4.12 Small site size limits the nature and size of any potential development. Many are for proposed extensions to existing employment premises, whilst few are for the development of new standalone units which will be available for lease or sale on the open market.

4.13 18 sites (30% of sites) are below 0.1 hectares (or 1,000 m^2) in size. Further analysis indicates the following breakdown:

- 6 of the permissions were for small extensions to existing premises;
- 6 of the permissions were for new buildings (not replacements);
- 3 of the permissions were for a change of use; and
- 3 of the permissions were for replacement buildings.

4.14 This indicates some key characteristics of the Borough’s employment land supply:

- There is a potential lack of development opportunities available to allow indigenous companies to expand when they have outgrown existing premises or sites; and
- The supply of land is skewed toward larger sites - 6 out of the 59 sites actually contribute 64 percent of the land supply (29.15 hectares).

4.15 A number of sites are the subject of potential planning applications for non-employment uses, primarily for residential development. Although the year end figure for 2015/16 indicates that 45.55 hectares of employment land is available this does not take into account the number of sites included in the supply that are known to potentially be subject to a planning application for residential or mixed use development.

5.0 QUALITY OF EMPLOYMENT SITES

5.1 The quality of sites was assessed during the production of the adopted Employment Land Supplementary Planning Document. This document was adopted in January 2009 and is used to provide supplementary guidance on Policy E3 of the adopted Unitary Development Plan 2004.

5.2 Of the 59 sites now included in the employment land supply the breakdown of assessed quality is as follows:

	Number of Sites	Area (hectares)	Floor space (Sq Metres)
High Quality	27	24.78	110,472
Medium Quality	23	15.79	51,671
Poor Quality	3	3.71	15,598
Not Assessed	6	1.26	7,934

Table 5: Quality assessment of all employment sites

5.3 Table 5 indicates that sites available in the employment land supply are mainly of medium or high quality. In terms of land available the medium and high quality sites account for 89% of area or 87% of floor space.

5.4 Poor quality sites represent a relatively insignificant element of the supply by both area and floor space measures. Sites ‘Not Assessed’ fall outside the areas considered as part of the review conducted for the Employment Land SPD.

5.5 To give more detail the quality is also given below separately for office and industry/warehousing:

Office	Number of Sites	Area (hectares)	Floor space (Sq Metres)
High Quality	8	2.17	22,439
Medium Quality	1	0.01	76
Poor Quality	1	0.05	930
Not Assessed	3	1.08	7,588

Table 6: Quality assessment of office sites

I&W	Number of Sites	Area (hectares)	Floor space (Sq Metres)
High Quality	19	22.61	88,033
Medium Quality	22	15.79	51,595
Poor Quality	2	3.67	14,668
Not Assessed	3	0.19	346

Table 7: Quality assessment of industrial and warehousing sites

5.6 Tables 6 and 7 emphasise that the distribution of most of the supply, based on area in hectares, is in the high to medium quality range: 66% of office and 91% of industry and warehousing.

6.0 CONCLUSION

6.1 The results of the 2016 housing and land supply updates indicate that, at the base date of 31 March 2016, there are some 716 potential sites for housing sites with the potential to deliver around 9,256 net additional dwellings in Tameside over the next 15 years. This compares to the position of 8,516 dwellings at 31 March 2015. The employment land supply at 31 March 2016 has been calculated to total 45.55 hectares of land which equates to 200,403 m^2 of floor space.

6.2 The level of identified housing supply may just provide a 5 year housing supply position but there is clearly insufficient land in the longer term within the urban are to meet the housing requirement identified from the SHMA supporting GMSF.

6.3 The level and quantity of employment land in the borough has decreased significantly and there are few large or high quality sites available. The 9.7 hectares of the strategic employment site at Plot 3000 Ashton Moss remains available and is suitable for a variety of industrial uses. It remains the single largest employment site in the supply. Additional land such as that identified through GMSF will be required if significant employment opportunities are to be generated within Tameside.

6.4 The attached maps identify the sites included in the housing and employment land supply.

7.0 RECOMMENDATIONS

7.1 As set out on the front of the report.