EXECUTIVE DECISION RECORDING SYSTEM: REFERENCE NUMBER: 07010081

#### CABINET 22<sup>nd</sup> January 2007

### UNITARY DEVELOPMENT PLAN MONITORING REPORT – HOUSING LAND AVAILABILITY 2005/06

#### REPORT OF THE DIRECTOR OF REGENERATION

#### 1.0 PURPOSE OF THE REPORT

1.1 The purpose of this report is to provide Members with a summary of the key issues in respect of levels of house building, housing clearance and housing land supply in the Borough for the period 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006. It represents a further opportunity to examine the Borough's housing land supply against the policies of the Oldham Metropolitan Borough Replacement Unitary Development Plan (RUDP) and Regional Spatial Strategy for the North West (RSS). A more detailed analysis can be found in the appended Technical Report.

#### 2.0 SUMMARY

- 2.1 Key findings from the attached report can be summarised as follows:
  - Housing completions totalled 386 dwellings over the period 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006 (including gains from conversions and changes of use to residential). Clearances totalled 254 dwellings, all of which were within the Housing Market Renewal Fund (HMRF) Pathfinder.
  - Net house building therefore totalled 132 dwellings, which is slightly less than last years figure of 135. The RSS sets out a target figure of 270 dwellings per annum. The net level of new house building is therefore less then half of the target set by RSS.
  - The vast majority of development that currently takes place within the Borough involves the re-use of previously developed land and buildings. Amounting in 2005/06 to 82% of completions. This is slightly lower than recent years although the Council is still meeting its brownfield target set by RSS.
  - As of 31<sup>st</sup> March 2006 sufficient land and conversion opportunities have been identified to allow the development of an estimated 3,582 dwellings on 352 sites. This level of supply represents a slight increase on last years figure, which was an estimated 3,258 dwellings on 327 sites.
  - The ratio of house types completed has changed significantly in 2005/06 with a greater emphasis on 3+ bed properties.

- Despite the decrease in the number of 1 and 2 bed properties completed in 2005/06, the number of bedrooms planned in future developments continues to follow the previous trends towards smaller house types.
- The Government requires housing developments to be at densities that make efficient use of land (typically between 30 and 50 dwellings per hectare (dph)). Looking at schemes of 5 dwellings and more the vast majority of completions (94%) during 2005/06 were on sites above the minimum threshold of 30 dwellings per hectare.
- 35% of completions over the last 12 months have been within the HMRF Pathfinder area.
- 2.2 To conclude the key findings, although completions have continued to operate at a level lower than RSS requirement, there is a healthy supply of land available to meet the requirement in future years and the number of dwelling starts has continued to increase. Most of this supply is also on previously developed land.

#### 3.0 RECOMMENDATIONS

- 3.1 It is recommended that:
  - a). Members note the housing land availability figures as of 31<sup>st</sup> March 2006.
  - b). Whilst each application will be treated on its planning merits, proposals for residential development on greenfield sites (whether on new or where the renewal of planning permission is sought) continue to be resisted;
  - c). Planning applications for the conversion and change of use of agricultural buildings to residential use, and which are technically classified as greenfield developments, (because agricultural buildings are not regarded as "previously developed land") continue to be treated on their planning merits; and
  - d). In line with the above, Phase II Housing Allocations within the RUDP are not released.

#### 4.0 INTRODUCTION

- 4.1 The purpose of this report is to provide Members with a summary of the key issues in respect of levels of house building, housing clearance and housing land supply in the Borough for the period 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006. It represents a further opportunity to examine the Borough's housing land supply against the policies of the Oldham Metropolitan Borough Replacement Unitary Development Plan (RUDP) and Regional Spatial Strategy for the North West (RSS).
- 4.2 A more detailed analysis can be found in the appended Technical Report.

#### House Building and Clearance

- 4.3 Housing completions totalled 386 dwellings over the period 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006 (including gains from conversions and changes of use to residential). Clearances totalled 254 dwellings, all of which were within the Housing Market Renewal Fund (HMRF) Pathfinder. 139 of those cleared were Housing Association owned, 75 were owned by the Council and the remaining 40 were privately owned.
- 4.4 Net house building therefore totalled 132 dwellings, which is slightly less than last years figure of 135. The RSS sets out a target figure of 270 dwellings per annum. The net level of new house building is therefore less then half of the target set by RSS. This low level of completions has contributed to a position whereby average completions since 2001 are also below the RSS requirement at 227 dwellings per annum.
- 4.5 The development of housing association properties represents 17% of the gross housing completions. These completions were in East Oldham, West Oldham, and Saddleworth and Lees.
- 4.6 Despite the low level of house building over the last 12 months the amount of supply available for development continues to be encouraging. There is a lot of development within the pipeline. For instance, the number of dwellings under construction has risen by over 200 since 2004/05 and, looking ahead, there is an increase by almost 700, since 2004/05, in the number of outstanding planning permissions. Furthermore, the Compulsary Purchase Order Inquiry relating to the acquisition of properties within the Pathfinder is due to start in January 2007, which will provide additional opportunities for housing developments on previously developed land.

#### Previously Developed Land

- 4.7.1 The vast majority of development that currently takes place in the Borough involves the re-use of previously developed land and buildings. Of the 386 housing completions that took place over the last year, 82% (317 dwellings) took place on previously developed land or involved the conversion of existing buildings and dwellings. Whilst this may be lower than in recent years the Council is continuing to meet its "brownfield" target of 80% as set by RSS.
- 4.8 Overall, the level of completions on previously developed land since 2001 stands at 84.22% again above the target.
- Furthermore, year-on-year figures show that the amount of previously developed land potentially available for development is gradually increasing as a proportion of the total housing land supply. As of 31<sup>st</sup> March 2006, 95% (3,398 dwellings) of the dwelling supply was on previously developed land, up from 93% (3,020 dwellings) at 2005.
- 4.10 Notwithstanding the above Members should be aware, however, that maintaining a high previously developed land target over time is arguably more difficult than achieving the target in the first place.

#### Housing Land Supply

4.11 As of 31<sup>st</sup> March 2006 sufficient land and conversion opportunities have been identified to allow the development of an estimated 3,582 dwellings on 352 sites. This figure includes those developments under construction, sites with outstanding planning permissions and matters to be agreed, sites allocated within the RUDP and others. This level of supply represents a slight increase on last figure for 2004/05, which was an estimated 3,258 dwellings on 327 sites. This has been due to increases in the number of outstanding planning permissions and sites under construction.

#### House Types and Tenures

- 4.12 The ratio of house types developed during 2005/06 has changed significantly, with a much greater emphasis on the provision of 3+ bed properties. This has resulted in a much more balanced provision of house types.
- 4.13 Despite the decrease in the number of 1 and 2 bed properties completed in 2005/06, the number of bedrooms planned in future developments continues to follow the previous trend towards smaller house types. This may be due to the fact that a lot of house types planned remain unknown due to their status of outline planning permission or RUDP allocations. It is therefore important that we secure a mix of house types and sizes as part of any detailed planning

- application, particularly within the HMR Pathfinder in order to promote a degree of stock diversity.
- 4.14 Most completed residential development over the last 12 months has been private, with housing association properties constituting only 17% (66 dwellings) of the total developed.

#### Making Efficient Use of Land

4.15 The Government requires housing developments at densities that make more efficient use of land (typically between 30 and 50 dwellings per hectare (dph)). Monitoring of schemes that are 5 dwellings or more shows that 94% of completions during 2005/06 were on sites that achieved at least the minimum density. Clearly, the fact that more flatted developments are coming forward contributes to this higher figure.

#### HMRF Pathfinder

4.16 The attached report shows that 35% of housing completions over the last 12 months have been within the HMRF Pathfinder area. This is 37 more than in 2004-2005. The number of completions within the HMRF Pathfinder however are still relatively few. In fact when clearance is taken into account there has been a net decline in stock of -118 dwellings. To some extent this is to be expected as the Pathfinder programme is at an early stage of implementation. Notwithstanding this, almost half of the total housing land supply lies within the HMR area.

#### 5.0 CONCLUSION

- 5.1 As noted above, house building over the last 12 months has been at a relatively low level, just under half of the requirement set out by RSS. Whilst releasing some greenfield sites could assist in completions coming forward, the reality is that:
  - a). The Council has made significant progress in meeting, and continuing to meet, the Government's objectives in relation to the development of previously developed land. The release of greenfield land could undermine this achievement;
  - b). Although completions have continued to operate at a level lower than the RSS requirement, there is a healthy supply of land available to meet the requirement and the number of dwelling starts has continued to increase; and
  - c). The release of greenfield land for development could prejudice the development of existing "brownfield" sites and in particular harm the objectives of the HMRF Pathfinder which itself is still at a relatively early stage of development.

5.2 Given the issues discussed above and within the appended Technical Report, it is considered that the Council should to continue to restrict the number of planning permissions on greenfield land and to not bring forward Phase II RUDP housing allocations, in order to support urban regeneration and to ensure that the Council puts itself in the best possible position to continue to meet Government objectives relating to the development of previously developed land.

#### 6.0 CONSULTATION

6.1 Not applicable.

#### 7.0 FINANCIAL IMPLICATIONS

7.1 This is a technical report providing details regarding levels of house building, housing clearance and housing land supply in the Borough. There are no financial implications

#### 8.0 PERSONNEL COMMENTS

8.1 None sought.

#### 9.0 LEGAL SERVICES' COMMENTS

9.1 None (AE)

#### 10.0 TREASURER'S COMMENTS

10.1 There are no financial implications arising from this report. (JK)

#### 11.0 IT IMPLICATIONS

11.1 Not applicable.

#### 12.0 PROPERTY IMPLICATIONS

12.1 Not applicable.

#### 13.0 ENVIRONMENTAL AND HEALTH AND SAFETY IMPLICATIONS

13.1 The recommendations have been chosen in order to support urban regeneration and to ensure that the Council puts itself in the best possible position to continue to meet Government objectives relating to the efficient use of land.

### 14.0 COMMUNITY COHESION IMPLICATIONS (INCLUDING CRIME AND DISORDER IMPLICATIONS IN ACCORDANCE WITH SECTION 17 OF THE ACT)

14.1 Policies within the RUDP encourage a mix of house types and tenure in order to provide a degree of stock diversity to meet the housing needs and demands of the local community. The implementation and success of these policies will continue to be monitored on an annual basis.

FORWARD PLAN REFERENCE: R - 16 - 06

**KEY DECISION:- YES** 

#### **HOUSING COMPLETION TABLES**

Table A1: Housing Completions and Clearance 1<sup>st</sup> July 1992 to 31<sup>st</sup> March 2006.

Year	Gross Completions	Clearance	Net Change
1992/93	620	435	185
1993/94	655*	266	389
1994/95	453	166	287
1995/96	756	83	673
1996/97	736	135	601
1997/98 &	1,163	533	630
1998/99			
1999/2000	426	102	324
2000/2001 (a)	258	228	30
2001-2002 (b)	368	95	273
2002-2003	370	47	323
2003-2004 (c)	497	227	270
2004-2005	285	150	135
2005-2006	386	254	132

#### Notes

- (a) Covers period July 2000 March 2001.
- (b) First year of new system of monitoring measuring April-March.
- (c) Includes 36 completions which are accountable to the previous two years.

<sup>\*</sup>Includes 77 unrecorded units cleared between 1990 and 1993.

Table A2 - Completions By Developer Type

Year	Housing As	sociations	Private		Total
	No.	%	No.	%	No.
1992/93	200	32	420	68	620
1993/94	190	29	465	71	655
1994/95	52	11	401	89	453
1995/96	81	11	675	89	756
1996/97	89	12	647	88	736
1997/98 &	130	11	1,033	89	1,163
1998/99					
1999/2000	54	13	372	87	426
2000/2001	59	23	199	77	258
2001/2002	121	33	247	67	368
2002/2003	0	0	370	100	370
2003/2004	49	10	448	90	497
2004/2005	10	4	275	96	285
2005/2006	66	17	320	83	386

Table A3 – Total Completions by House Types, 31<sup>st</sup> March 2006

Beds	House TypesT								
	Detached	Semi	Terraced	Flat	Total	% of beds			
1	0	0	3	16	19	5			
2	2	9	18	59	88	23			
3	33	77	69	0	179	46.7			
4+	60	15	22	0	97	25.3			
Total	95	101	112	75	383	100			
% of type	24.8	26.4	29.2	19.6	100				

Table A4 – Total Completions by House Types, 2001-2006

Year	Total	Types %			
	Completions				
		Detached	Semi	Terraced	Flat
2001/2002	368	35.4	33	21	10.6
2002/2003	370	42	24	15	19
2003/2004	497	35.8	19.2	32.7	12.3
2004/2005	285	25	12.7	13.7	48.6
2005/2006	383*	24.8	26.4	29.2	19.6

<sup>\*</sup>Note – 383 of house types known out of 386 completions

Table A5 – Total Completions by No. Beds, 2001-2006

Year	Total	Beds %			
	Completions				
		1	2	3	4+
2001/2002	368	2.4	15.8	37.1	44.7
2002/2003	370	3	23	48.4	25.6
2003/2004	497	2.5	20.6	40.9	36
2004/2005	285	10.9	45.8	27.8	15.5
2005/2006	383*	5	23	47	25

<sup>\*</sup>Note – 383 of house types known out of 386 completions

Table A6 – House Types Competed by Area, 31st March 2006

Area	House Types							
	Detached	Semi	Terr/Mews	Flat				
Chadderton	18	18	21	5				
Failsworth &	4	0	4	2				
Hollinwood								
<b>Oldham East</b>	4	15	14	0				
Oldham	15	34	36	8				
West								
Saddleworth	22	18	23	23				
& Lees								
Shaw and	32	16	14	37				
Royton								
	95	101	112	75				

Table A7 – Houses by Bed Numbers Completed by Area, 31st March 2006

Area	Bed Nos.					
	1	2	3	4+		
Chadderton	6	4	50	2		
Failsworth & Hollinwood	1	5	4	0		
Oldham East	0	1	22	10		
Oldham West	8	0	56	29		
Saddleworth & Lees	2	34	23	27		
Shaw and Royton	2	44	24	29		
	19	88	179	97		

Table A8 – Percentage of Completions on Previously Developed Land, 2001-2006

Year	Total	PDL	%PDL
2001/2002	368	280	76.0
2002/2003	370	320	86.5
2003/2004	497	419	84.0
2004/2005	285	264	92.6
2005/2006	386	317	82
Total	1906	1600	84.22

Table A9 – Completions on Small Sites, 2001-2006

Year	Completed	PDL	%	GF	%
2001/2002	43	38	88	5	12
2002/2003	79	59	75	20	25
2003/2004	122	100	82	22	18
2004/2005	64	63	98	1	2
2005/2006	84	78	93	6	7
Total	392	338	86	54	14
Average	78.40	67.6	87.2	10.8	12.8
UDP		55			
Target					

#### **HOUSING LAND SUPPLY TABLES**

Table A10 – Total Supply by Location, 31st March 2006

Sub-District	Sites	Dwellings	% Dwellings
Chadderton	26	421	12
Failsworth &	27	281	8
Hollinwood			
East Oldham	53	836	23
West Oldham	51	511	14
Saddleworth &	132	903	25
Lees			
Shaw & Royton	63	630	18
Total	352	3582	100

Table A11 – Supply by Location (No of Sites), 1999 to 2006

Year	СН	CR	FW	LE	OL	RO	SW	Total
1999	18	19	16	15	76	22	89	255
2000	19	18	16	17	81	27	94	272
2001	19	17	14	16	87	28	97	278
2002	16	15	12	17	66	25	83	234
2003	17	21	11	13	81	24	86	255
2004	19	21	11	13	81	24	86	255
	CH	FH	OE	OW	SL	SR		
2005	22	28	51	43	121	62		327
2006	26	27	53	51	132	63		352

Table A12 – Supply by Location (No of Dwellings), 1999 to 2006

Year	СН	CR	FW	LE	OL	RO	SW	Total
1999	341	44	158	392	1,026	79	353	2,393
2000	263	32	159	365	1,240	386	327	2,772
2001	220	32	157	334	1,157	80	342	2,322
2002	286	87	119	194	927	135	466	2,214
2003	175	108	108	106	835	141	516	1,989
2004	234	119	85	128	684	228	617	2,095
	СН	FH	OE	OW	SL	SR		
2005	407	377	701	422	800	551		3,258
2006	421	281	836	511	903	630		3,582

Table A13 – Total Supply of Previously Developed Land (including conversions) By Location, 31<sup>st</sup> March 2006

Sub-District	Sites	Dwellings
Chadderton	22	379
Failsworth & Hollinwood	26	280
Oldham East	51	816
Oldham West	50	507
Saddleworth and Lees	114	870
Shaw & Royton	56	546
Total	319	3,398

Table A14 – Supply of Dwellings on Previously Developed Land and Greenfield Sites, 1999-2006

Year	PDL			GF				Total		
	Sit	tes	Un	its	Sit	es	Un	its	Sites	Units
	No.	%	No.	%	No.	%	No.	%		
1999	191	75	1,792	75	64	25	601	25	255	2,393
2000	206	76	2,176	78	66	24	596	22	272	2,772
2001	211	76	1,713	74	67	24	609	26	278	2,322
2002	181	77	1,891	85	53	23	323	15	234	2,214
2003	223	90	1,756	88	25	10	233	12	248	1,989
2004	226	89	1,913	91	29	11	182	9	255	2,095
2005	291	89	3,020	93	36	11	238	7	327	3,258
2006	319	91	3,398	95	33	9	184	5	352	3,582

Table A15 – Supply by Size, 31<sup>st</sup> March 2006

Sub-District	0.4ha	& above	Less t	han 0.4ha	-	Total
	Sites	Dwellings	Sites	Dwellings	Sites	Dwellings
Chadderton	9	396	17	25	26	421
Failsworth &	7	216	20	65	27	281
Hollinwood						
Oldham	15	743	38	93	53	836
East						
Oldham	12	433	39	78	51	511
West						
Saddleworth	29	722	103	181	132	903
& Lees						
Shaw &	15	514	48	116	63	630
Royton						
Total	87	3,024	265	560	352	3,582

Table A16 – Structure of the Housing Land Supply 2002-2006 – sites under construction, with planning permission and awaiting the signing of a Section 106 Agreement (% dwellings).

Year	U/C	PP	S106
2002	30.7	18.5	7.3
2003	32.2	20.2	15.4
2004	21.5	30.0	21.8
2005	22.9	31.7	22.6
2006`	27	48	5

Table A17 - New Sites by Size, 1999-2006

	Large		Small		Total	
	Sites	Dwellings	Sites	Dwellings	Sites	Dwellings
1999	5	102	40	65	45	167
2000	7	508	62	109	69	617
2001	5	105	36	82	41	187
2002	2	62	35	77	37	139
2003	8	163	49	120	57	283
2004	14	264	65	136	79	400
2005	23	690	95	176	118	866
2006	8	319	61	119	69	438

Table A18 – New Sites by Location, 2000-2006

Year		СН	CR	FW	LE	OL	RO	SW	Total
1999/00	Sites	6	5	5	3	16	5	29	69
	Dwellings	22	7	17	3	188	310	70	617
2000/01	Sites	3	3	2	1	10	6	16	41
	Dwellings	16	3	25	15	26	25	77	187
2001/02	Sites	3	2	3	0	19	2	8	37
	Dwellings	11	2	7	0	105	3	11	139
2002/03	Sites	5	7	7	2	16	4	16	57
	Dwellings	22	15	20	3	72	34	117	283
2003/04	Sites	8	5	1	7	20	9	29	79
	Dwellings	33	24	6	31	90	98	117	399
		СН	FH	OE	OW	SL	SR		Total
2004/05	Sites	9	15	14	9	48	23		118
	Dwellings	178	208	63	54	216	147		866
2005/06	Sites	4	5	7	13	26	14		69
	Dwellings	6	15	120	130	90	77		438

Table A19 – New Sites, Type of House Planned (full planning permission, sites and non-residential conversions where details available), 31<sup>st</sup> March 2006

Туре	No of Dwellings	% of Dwellings
Detached	19	5
Semi-Detached	38	10
Terraced/Mews	23	6
Flat	292	79
Total	372	

Table A20 – New Sites, Number of Dwellings Planned by Bed No (full planning permission, sites and non-residential conversions where details available), 31<sup>st</sup> March 2006

Туре	No of Dwellings	% of Dwellings
1	64	17
2	236	64
3	53	14
4+	19	5
Total	372	

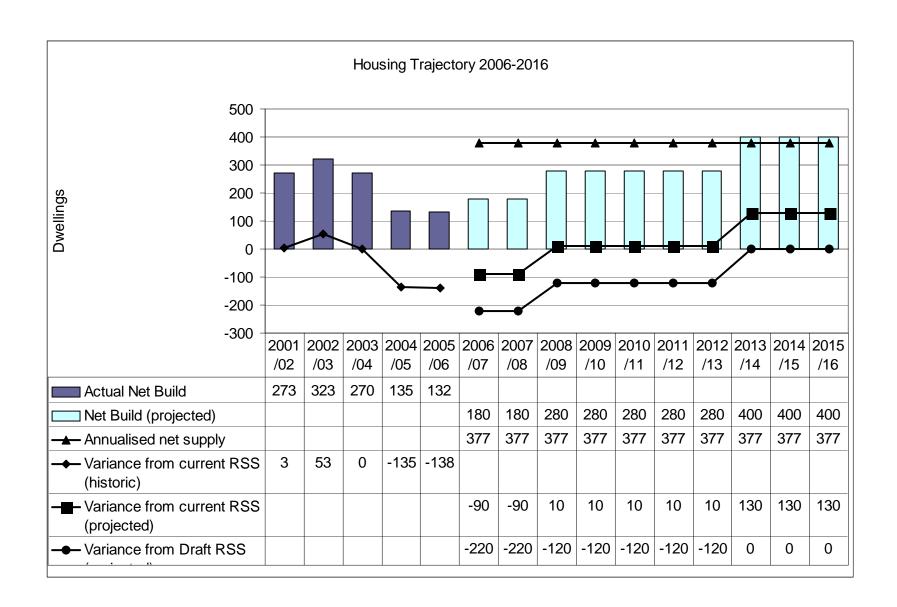


Table A21 – Phase 1 Housing Allocations in Oldham UDP

Ref	Site	Type	Size (ha)	Indicative Capacity	Current Status
H1.1.2	Land off Fields New Rd/Ramsey St, Chadderton	PDL	3.41	136	Under-construction
M3*	Land at Oldham Rd/Hardman St, Failsworth	PDL	1.56	10	Allocation
H1.1.6	St. Mary's Way, Oldham	PDL	2.56	180	Outline planning permission granted. At time of writing Reserved Matters application received.
H1.1.10	Athens Way, Lees	PDL	0.55	22	Planning permission granted subject to a s.106 Agreement.
M2*	Lumb Mill, Huddersfield Road, Delph, Saddleworth	PDL	1.4	62	Planning permission
H1.1.15	Bailey Mill, Oldham Rd, Saddleworth	PDL	0.86	50	Allocation
M1*	Frenches Wharf/Wellington Rd, Greenfield, Saddleworth	PDL	4.76	99	Planning permission
H1.1.19	Andrew Mill, Manchester Rd/Chew Valley Rd, Greenfield, Saddleworth	PDL	1.34	30	Allocation
H1.1.20	Rose Mill, Coalshaw Green Road, Chadderton	PDL	1.49	45	Planning permission
H1.1.21	Springhey Mill, Huddersfield Rd, Oldham	PDL	0.39	15	Outline planning permission granted subject to the signing of a s.106 Agreement.
H1.1.22	Vulcan Street, Oldham	PDL	1.23	61	Under-construction
H1.1.23	Pretoria Road, Oldham	PDL	0.46	14	Allocation
H1.1.24	Sandy Mill, Royton	PDL	2.2	90	Planning permission/allocation
H1.1.25	Jowett Street, Oldham	PDL	0.66	26	Allocation
M4*	Huddersfield Rd/Dunkerley St, Oldham	PDL	2.61	50	Allocation
H1.1.26	Spencer Street, Oldham	PDL	3	150	Allocation
H1.1.27	Hartford Mill/land off Milne St, Oldham	PDL	2.84	160	Allocation
H1.1.28	Parkside Farm, off Chadderton Park Rd, Chadderton	GF	0.94	38	Allocation

Ref	Site	Type	Size (ha)	Indicative Capacity	Current Status
H1.1.29	Blackshaw Lane, Royton	GF	0.6	18	Allocation
H1.1.30	Greenfield Bowling Club, Greenfield, Saddleworth	PDL	0.5	15	Allocation
H1.1.31	Tamewater Mill, Delph, Saddleworth	PDL	0.51	39	Allocation
	Total			1310	

#### Note:

- a. PDL Previously Developed Land. GF Greenfield Landb. Sites marked \* are mixed use allocations which have a housing element.
- c. Housing capacities referred to above are indicative only. Final developments on these sites may be at lower or higher densities.

#### APPENDIX 2 – SUB DISTRICTS and WARDS

Information contained in the 2006 Housing Land Availability Monitoring Report is based on the following area committee boundaries and wards:

#### **Chadderton**, consisting of the following wards:

Chadderton Central Chadderton North Chadderton South

#### Failsworth and Hollinwood, consisting of the following wards:

Failsworth West Failsworth East Hollinwood

#### East Oldham, consisting of the following wards:

St. James' St. Mary's Waterhead

#### West Oldham, consisting of the following wards:

Alexandra Coldhurst Medlock Vale Werneth

#### Saddleworth and Lees, consisting of the following wards:

Saddleworth North Saddleworth South Saddleworth West & Lees

#### **Shaw and Royton**, consisting of the following wards:

Crompton Royton North Royton South Shaw

## OLDHAM METROPOLITAN BOROUGH COUNCIL

## UNITARY DEVELOPMENT PLAN MONITORING

# TECHNICAL REPORT - HOUSING LAND AVAILABILTY

2005/06

Dated January 2007

Prepared by Strategic Planning and Information

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#### 1.0 INTRODUCTION

- 1.1 The purpose of this technical report is to provide detailed information on levels of house building, housing clearance and housing land supply in the Borough for the period 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006.
- 1.2 The report also provides an opportunity to examine the Borough's housing land supply against the objectives of the Oldham Metropolitan Borough Replacement Unitary Development Plan (RUDP) and targets set by the Regional Spatial Strategy for the North West (RSS).
- 1.3 At the time of writing this report the UDP has been adopted, as of July 2006, however as this report relates to the period 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006, reference continues to be made to the RUDP.
- 1.4 The RUDP sets out 9 policy objectives, which are:
  - a. to encourage the development of new housing stock in locations that meet the need to encourage more sustainable living patterns;
  - b. to ensure that efficient use is made of land identified for housing development:
  - c. to make it a priority to re-use previously developed land;
  - d. to provide for a spread of housing sites across the borough;
  - e. to contribute towards the urban regeneration of the Borough and Greater Manchester as a whole;
  - f. to make the best use of existing building stock;
  - g. to encourage the development of a variety of house types and sizes, including affordable housing and upper market housing, that reflect housing needs and demands in the Borough and in a manner consistent with delivering the Plan's sustainability objectives.
  - h. to work with private sector developers and registered social landlords to maximise opportunities to develop affordable housing for those who cannot afford to rent or buy market priced housing, and housing that is suitable for people with special needs; and

- i. to support objectives set by the Housing Market Renewal Fund Pathfinder.
- 1.5 These objectives are given force within the RUDP through policies covering:
  - Housing requirement and supply;
  - "Windfall" sites;
  - Density;
  - Housing choice and diversity; and
  - Affordable Housing

#### 2.0 NEW HOUSING DEVELOPMENT AND CLEARANCE

For further information see Tables A1 to A9 within Appendix 1.

#### 2.1 STARTS

- 2.1.1 Over the last 12 months, construction started on 584 dwellings. This is an increase on last years (2004/05) figure which was 520 dwellings, and significantly higher than the 346 starts for 2003/04 and 370 starts for 2001/02. Demonstrating that more sites are coming forward for development than in previous years.
- 2.1.2 The vast majority of starts (540 dwellings) were in the private sector. Housing association starts totalled 44 dwellings, similar to last years figure of 49 dwelling starts. This is however much higher than what has been achieved in previous years, for example in 2003/04 there were only 9 housing association starts.
- 2.1.3 Notwithstanding the above, the number of Housing Association starts is still very low compared with the significant levels of need that exist in the Borough.

#### 2.2 TOTAL COMPLETIONS AND CLEARANCE

- 2.2.1 A total of 386 new dwellings were completed over the period 1<sup>st</sup> April 2005 to 31<sup>st</sup> March 2006. This is just above the average house building for the last five years (2001 2006).
- 2.2.2 There have been just over 100 more dwellings completed during the period 2005/06 than during 2004/05, although there have also been approximately 100 more dwellings cleared, which means that net again is much the same as it was in 2004/05.

Table 1 – Completions and Clearance 2001 – 2006 (number of dwellings)

Year	Total Built	Total Cleared	Net Gain
2001-2002 (b)	368	95	273
2002-2003	370	47	323
2003-2004 (c)	497	227	270
2004-2005	285	150	135
2005-2006	386	254	132
Total	1,906	773	1,133
Average	381	128	188

- 2.2.3 In 2005/06, 254 dwellings were cleared within the Borough compared with 150 dwellings in 2004/05. Whilst this represents an increase, it is still below the annual average of 267 assumed within the RUDP.
- 2.2.4 In light of the above net housing development over the period 2005 to 2006 was 132 dwellings. This is just under half of that required by RSS (270 dwellings p.a.).
- 2.2.5 All properties cleared during the last 12 months were located within the HMR Pathfinder in Fitton Hill, Werneth and Derker. 55% (139 dwellings) were housing association properties, 29% (75 dwellings) were owned by the local authority, and 16% (40 dwellings) were privately owned.
- 2.2.6 As of June 2006 predicted clearance for 2006/07 totalled 380 dwellings. Once again the majority of those sites to be cleared fall within the HMR area in Werneth, Primrose Bank and Fitton Hill. As of 17<sup>th</sup> November 2006 a total of 163 dwellings had been demolished.

#### 2.3 DEVELOPER TYPE

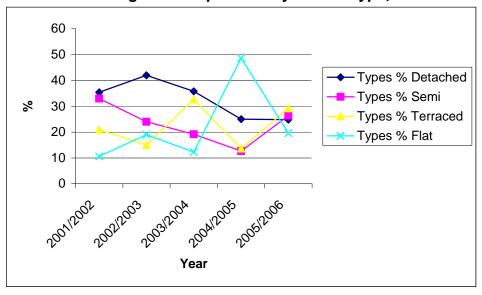
- 2.3.1 Most completions were in the private sector (83%). There were 66 (17%) completions by a housing association. 54 of these completions were located within the HMR Pathfinder, whilst the remaining 12 form part of a development in Saddleworth and Lees at Hopkinson Close, Uppermill.
- 2.3.2 The number of housing association dwellings completed has increased when compared to 2004/05 (where there were only 10 completions by a housing association) however it is still significantly less than what is required. The 2004 Oldham House Needs and Demand Study, for example, recommends that 87 dwellings per annum should be in the form of affordable housing. This equates to 30% of the annual requirement set out in the RUDP and RSS. The continuing level of new housing association

development must therefore be a serious matter of concern when compared with the levels of need and the requirement to replace cleared stock. The type of affordable housing being provided is also important.

#### 2.4 HOUSE TYPES

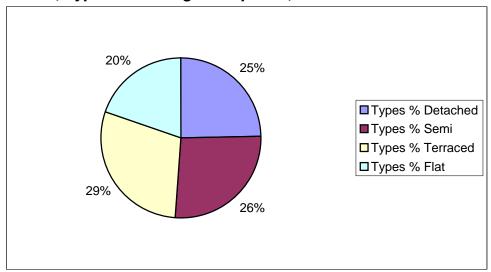
2.4.1 Since 2001 there has been a clear decline in the proportion of completions consisting of detached and semi-detached dwellings, with a sharp increase in 2004/05 of flat developments. During 2005/06, however, there has been an increase in the number of semi-detached and terraced houses, whilst detached properties have remained much the same as for 2004/05, and there has been a significant decline in the number of flat developments completed as shown in the chart below. It is important to note that this represents a snapshot in time, and the type of dwellings coming forward in any one year is dependent on the type of developments being completed.

Chart 1 Percentage of Completions by House Type, 2001-2006



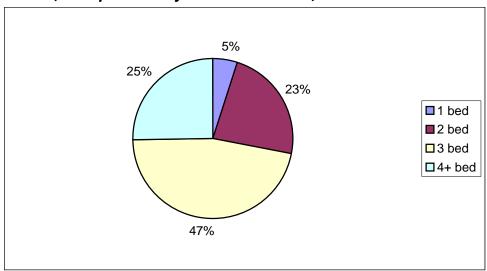
- 2.4.2 The largest proportion of 1 and 2 bed flats, 49% (37 dwellings) were developed in Shaw and Royton, whereas 31% (23 dwellings) were in Saddleworth and Lees.
- 2.4.3 The increase in the number of 3+ bed properties has meant that the ratio of different house types (i.e. detached, semi-detached and terrace) developed has been much more balanced, as demonstrated by the chart below.

Chart 2, Type of Dwellings Completed, 2005/06



2.4.4 The majority, 47% and 25% respectively, of developments that took place were 3 and 4+ bed properties as shown by the diagram below.

Chart 3, Completions by Number of Beds, 2005/06



- 2.4.5 The largest proportion of 3 and 4 bed properties completed during 2005/06 were in Oldham West 31% and 30% respectively.
- 2.4.6 As previously stated the figures for 2005/06 show that the types of housing built has been much more evenly spread and less focused towards the development of 1 and 2 bed properties as has been the growing trend in the previous years. This situation is possibly reflective of the drive towards a greater mix of house types, size and tenure in order to create more sustainable communities and stock diversity.

2.4.7 Notwithstanding the above, we still need to acknowledge and be aware of the drive towards higher densities to meet Government policy aspirations relating to the efficient use of land and national trends towards smaller households. Over the Borough as a whole there is already a predominance of smaller stock types with terraced dwellings forming 43% of the total stock (English average – 26.86%). Interestingly, flats only form 13% of the stock compared with an average for England of 20% (source – 2001 Census). There is, however, a demand for larger family affordable housing within the Borough, which needs to addressed.

#### 2.5 LOCATION

- 2.5.1 The largest proportion of completions over the period 2005-2006 (26%) took place in Shaw and Royton, although West Oldham and Saddleworth & Lees were not far behind, with 24% and 22% of the total completions taking place in these two areas respectively.
- 2.5.2 New development has therefore been much more evenly spread throughout the borough during the period 2005-06, compared to last year where 46% of the total completions took place in Saddleworth and Lees.

Table 2 – Completions by Location (Dwellings)

Location		No.	%
Chadderton		62	16
Failsworth & Ho	llinwood	11	3
East Oldham		33	9
West Oldham		94	24
Saddleworth & I	_ees	86	22
Shaw & Royton		100	26
Total		386	100

#### 2.6 DEVELOPMENT ON PREVIOUSLY DEVELOPED LAND

- 2.6.1 RSS states that on average at least 80% of housing developed in Oldham should take place on previously developed land. The Draft RSS suggests the same target up until 2021. The Council has also adopted the RSS target as a best value indicator (BVPI106).
- 2.6.2 Previous monitoring reports have shown that Oldham consistently achieves high levels of development on previously developed land and during 2005/06 was no exception. During 2005/06 82% of total completions were on previously developed land or involved the conversion of existing buildings (not including barns, which are classified as "Greenfield"). Whilst this is still above the RSS

requirement, it is much lower than the figure for 2004/05, which was 92.6%. This is due to construction beginning on a largely greenfield site with brownfield elements (land at Block Lane, Allocation H01 in Unitary Development Plan adopted April 1996) within the monitoring period.

2.6.3 Overall, since 2001, 84% of completions have been on previously Oldham is therefore currently meeting its RSS developed land. "brownfield" target (see chart 4 below).

92.6 100 86.5 84 90 82 76 80 70 60 % ■%PDL 50

Chart 4 Percentage of Completions on Previously Developed Land, 2001-06

40 30 20 10 0 2001/2002 2002/2003 2003/2004 2004/2005 2005/2006 Year

2.6.4 This continuing high level of development on previously developed land has been achieved, at least in part, through the Councils policy of resisting planning applications for residential development on greenfield sites, which has been in place since 2000.

#### 3.0 HOUSING LAND SUPPLY

For further information see Tables A10 to A21 within Appendix 1.

- TOTAL SUPPLY 31<sup>ST</sup> MARCH 2006 3.1
- 3.1.1 As of 31<sup>st</sup> March 2006 the Borough contained sufficient housing land to accommodate 3,582 dwellings (including UDP Phase 1 allocations). This is 324 more dwellings than that identified during the period 2004/05. The level of supply therefore continues to be substantially higher than anytime since 2001 (see chart 5 below).

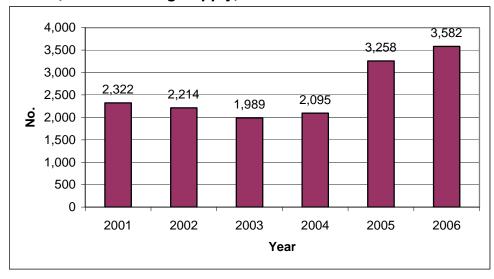


Chart 5, Total Dwelling Supply, 2001-2006

- 3.1.2 The increase in housing supply since 2004 is reflective of:
- Additional RUDP Phase 1 housing allocations that have been made throughout the continuing review of the UDP, which was adopted July 2006. These allocations have been made to support both the Housing Market Renewal Fund and the Council's "brownfield" target. Since the 2004/05 Monitoring Report 4 new allocations have been added, as a result of the Inspectors Recommendations, which equate to 110 additional dwellings, these are:
  - o Parkside Farm, off Chadderton Park Road (greenfield site);
  - Blackshaw Lane, Royton (greenfield site);
  - Greenfield Bowling Club, Greenfield (previously developed land);
     and
  - Tamewater Mill, Delph (previously developed land).
- A further increase in the number of new planning permissions granted; and
- A continuing build-up of permissions as sites take time to progress through to completion.
  - 3.1.3 The 2005/06 housing land supply consists of sites at different stages within the development pipeline, as outlined in table 3 below.

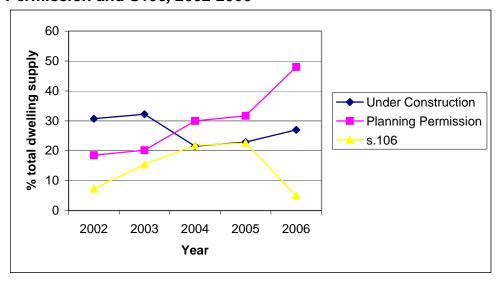
Table 3 – Housing Land Supply 2006, by Planning Status

Category	Sites	Dwellings
Sites under construction (dwellings remaining)	100	969
Sites with planning permission	205	1727
Sites with an outstanding s.106 agreement	13	165
UDP Phase 1 Allocated Sites	13	625
Other sites (mostly expired planning permissions on brownfield land)	20	96
Total	352	3,582

Note – These figures do not include UDP Phase 2 allocations.

- 3.1.4 Given the relatively low level of housing completions for 2005/06, it is encouraging to see that there is a large number of sites (and dwellings) under construction. This is 223 more than the number under construction in 2004/05, and is much more than that available in mid-2004 (55 sites and 450 dwellings).
- 3.1.5 However this masks the fact that in percentage terms the proportion of the dwelling supply available under construction has fallen since 2002, although there has been a slight recovery since 2004, which continues, whilst the proportion of sites with an outstanding planning permission has risen sharply by almost 700 dwellings. In contrast, there has been a sharp decline in the number of planning permissions awaiting the completion of a s.106 agreement.

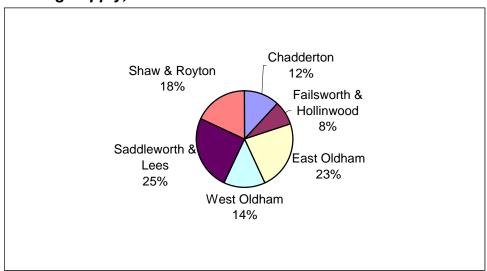
Chart 6, Proportion of Supply – Under Construction, Planning Permission and S106, 2002-2006



#### 3.2 LOCATION

3.2.1 Previous monitoring reports have shown that a significant element of the housing land supply has been located in Oldham and Saddleworth. This remains true for 2005/2006 (see Chart 7 below), accounting for 62% of the total supply available.

Chart 7, Housing Land Supply by Location – Percentage of Total Dwelling Supply, 2006



- 3.2.2 Out of the six areas it is Saddleworth and Lees that contributes the most supply with 132 sites contributing 903 dwellings, 100 dwellings more than the 2005 supply figures. Notwithstanding this increase the proportion of supply in percentage terms for Saddleworth & Lees is 25%, which is much the same as the previous years supply.
- 3.2.3 It was noted in the 2005 Monitoring Report that there were indications of the beginnings of a rebalancing of a supply away from Saddleworth & Lees to the rest of the Borough. The figures for 2005/06 show that this is rebalancing is occurring as whilst, Saddleworth & Lees still has the greatest proportion of supply, East Oldham and Shaw & Royton are not too far behind.
- 3.2.4 As of 31<sup>st</sup> March 2006, the East and West Oldham wards combined have sufficient land for an estimated 1,347, which is an increase of 224 in last year.

#### 3.3 PREVIOUSLY DEVELOPED LAND

- 3.3.1 Maintaining high rates of development on previously developed land remains central to the Government's sustainable communities agenda, as previously noted in paragraph 2.6 above.
- 3.3.2 In support of this policy, since 2000 the Council has strictly limited the release of greenfield land for housing development. This, plus the

- proactive allocation of brownfield sites within the RUDP, has resulted in an increase in the number of previously developed sites available for housing development.
- 3.3.3 Latest figures show that as of 31<sup>st</sup> March 2006, 3,398 dwellings from the total housing land supply are on previously developed land (including change of use and conversion), representing 94.8% of the identified supply. This compares favourably with 93% (3,020 dwellings) as of March 2005 and 91% (1,913 dwellings) as of March 2004.

#### 3.4 HOUSE TYPES AND TENURE

3.4.1 Out of a total land supply of 3,582 dwellings, the planned house types of 2,369 dwellings are known. Of these the emphasis is towards smaller house types (terraced and flats), which make up 77% of the supply and larger house types (semi-detached and detached), which make up the remaining 23%. Flats make up the single largest house type (50%), whilst semi-detached properties make up the smallest (11%), although detached properties are close behind at 12%.

Table 4 – Total Land Supply, by Dwelling Types (where known), 2005/06.

Beds		House Types					
		Detached	Semi	Terraced	Flat	Total	% of beds
1		0	3	3	274	280	12
2		24	58	112	886	1,080	46
3		90	141	388	28	647	27
4+		175	54	129	4	362	15
Total		289	256	632	1,192	2,369	
%	of	12	11	27	50		100
type							

- 3.4.2 In terms of the number of bedrooms, 2 bed properties represent the single largest category (46%), most (886 dwellings) of which were flats. The largest proportion of 3 bed properties are of a terraced house type (388 dwellings). 4+ bed properties contribute 15% (362 dwellings) of the supply, whilst 1 bed properties contribute the least 12% of the supply.
- 3.4.3 The largest proportion of 4+ bed properties are detached types and located in the "outer" areas of Saddleworth & Lees, Shaw & Royton and Chadderton. Overall, East and West Oldham provide 89 4+ bed properties out of a total of 362 for the Borough as a whole irrespective of house types.

#### 3.5 NEW SITES

3.5.1 New sites comprise of small sites – those with less than 0.4ha of land or 10 dwellings – and windfall sites of 0.4ha of land or 10 dwellings and

- above that have come forward for development in the last 12 months and which have not received planning permission previously.
- 3.5.2 A total of 69 new sites with a capacity of 438 dwellings have come forward for development over the last year (including sites where permission is subject to the signing of a s.106 agreement see Table 6 in Appendix 1). This is just over half the number of new sites that came forward last year, although it does substantially exceed the completion allowances identified within the RUDP 55 dwellings per annum for small and 100 dwellings per annum for windfall sites. Thereby providing sufficient dwellings to meet the allowances in future years when built.

Table 5 - New Sites 2005-06

Sub-District	Large		Small		Total	
	Sites	Dwellings	Sites	Dwellings	Sites	Dwellings
Chadderton	0	0	4	6	4	6
Failsworth &	0	0	5	15	5	15
Hollinwood						
Oldham East	3	115	4	5	7	120
<b>Oldham West</b>	2	108	11	22	13	130
Saddleworth	1	48	25	42	26	90
& Lees						
Shaw &	2	48	12	29	14	77
Royton						
Total	8	319	61	119	69	438

Note – A large site is defined as one of 10 dwellings or 0.4 hectares or greater. A small sites is defined as being less than 10 dwellings and 0.4 hectares.

- 3.5.3 The majority (88.4%) of new sites are small in size contributing 119 dwellings. This last year has also seen a significant reduction in the number of new large sites coming forward (8 sites containing 319 dwellings) when compared to last years figures, which were, 23 sites contributing 690 dwellings. Although, it should be noted that the figure achieved in 2004/05 represented the highest level of new sites since 1999.
- 3.5.4 Importantly, all of these large sites will, when built, contribute towards the RUDP windfall allowance of 100 dwelling completions per annum.
- 3.5.5 Saddleworth & Lees continue to provide the highest number of new sites per annum 26 sites contributing 90 dwellings. This is, however, much less than the figures for 2004/05, which saw 48 sites contributing 216 dwellings.
- 3.5.6 In comparison to 2004/05 the largest proportion of dwellings coming forward on these new sites as of 31<sup>st</sup> March 2006 are within the Oldham East and Oldham West areas, contributing 120 and 130

- dwellings respectively. This is due primarily to the fact that 5 large sites have come forward within these two areas totalling 223 dwellings.
- 3.5.7 Of the 438 dwellings approved on new sites, the house types of 372 are known.

Table 6, New Sites 2006 by Type of Property Planned (where known).

Beds/Types	Detached	Semi	Terrace	Flat	Total	% of Beds
1	0	1	1	62	64	17
2	5	5	8	218	236	64
3	7	23	11	12	53	14
4+	7	9	3	0	19	5
Total	19	38	23	292	372	
% Type	5	10	6	79		

3.5.8 Similarly to 2004/05, flats represent the largest category of known property planned on new sites – making up 79%. This is much higher than in 2004/05 where flats represented 41% of the known house types on new sites. Typically, the flats are 2 bed units – this property type accounting for 218 of the known types. Semi-detached properties represent 10% of all known dwellings types on new sites compared with 34% for 2003/04. Terrace and Detached properties make up 6% and 5% of the known house types respectively, providing very little of the new supply stock.

Table 7. Percentage of House Types Planned on New Sites. 2001-2006

Tanto i, i di danta go di ilidado i pod i lamino a dil ilida di dido, eddi eddo						
Year	Detached	Semi	Terraced	Flat		
2001/02	30.7	32.3	23.6	13.4		
2002/03	18.1	26.2	27.4	28.2		
2003/04	19.3	11.5	19.3	49.8		
2004/05	17.2	7.5	34	41.3		
2005/06	5	10	6	79		

Chart 8, New Sites, Known Dwelling Types (% of dwellings)

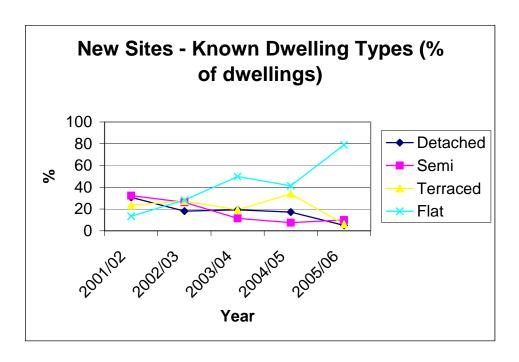
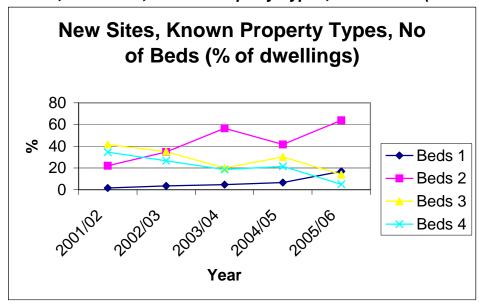


Chart 9, New Sites, Known Property Types, No of Beds (% of dwellings)



3.5.9 As can be seen, small house types (i.e. flats and two bed properties) continue to predominate. Furthermore the percentage of planned development on new sites taking the form of flats is significantly higher than last year. There has also been a significant decline in the number of terraced properties planned. The figures show a slight decline in the number of detached properties and almost status quo with regards to semi-detached properties over recent years.

#### 4.0 THE HOUSING MARKET RENEWAL FUND PATHFINDER

4.0.1 This annual monitoring report provides monitoring information on housing completions and supply for the Oldham element of the Pathfinder. It should be noted that the database does not include all potential residential development sites within the Pathfinder boundary nor does it necessarily include all residential sites identified through Masterplans.

4.0.2 The stated aim of the Partnership is:

"To deliver a transformation in the housing markets in our area that will create sustainable communities and lead to greater community cohesion"

(Transformation and Cohesion, the Housing Market Renewal Prospectus for the Oldham and Rochdale Pathfinder, December 2003).

- 4.0.3 In order to achieve this overall aim, the Pathfinder has agreed six strategic objectives, including:
- Create a step change in housing diversity and choice by providing and facilitating new housing and securing a radically better mix of housing sizes and types; and
  - Promote and provide a range of affordable housing options.
     (Transformation and Cohesion, HMR Scheme Update, August 2005)
  - 4.0.4 The information set out below can be viewed as setting a baseline against which progress against these objectives can be judged. All references to the "Pathfinder" as referred to below relate to the Oldham element only.

## 4.1 COMPLETIONS AND CLEARANCES

- 4.1.1 There were 136 dwelling completions within the boundary of the Pathfinder over the monitoring period. This represents 35.2% of total Boroughwide completions, slightly above that of last year.
- 4.1.2 Large developments contributing to these completions figures included Marlborough Street/Harmony Street, Spring Street, Quebec Street/Osbourne Street. These developments contributed 36 dwellings towards the completions figure. In addition, development has started at land at Bock Lane, where 60 out if planned 81 properties have been built, and at Selwyn Close in Werneth.
- 4.1.3 As previously stated clearance for 2005/06 totalled 254 dwellings, all of which were within the Housing Market Renewal Fund (HMRF) Pathfinder within Fitton Hill, Werneth and Derker. 139 of those cleared were Housing Association owned, 75 were owned by the Council can the remaining 40 were privately owned.
- 4.1.4 When taking into account the number of dwellings cleared it means that there has been a net decline in stock of -118 dwellings. The overall aim of HMR is to build more dwellings than the number cleared,

therefore the loss of stock will be replenished (and added to) over the forthcoming years.

## 4.2 SUPPLY

4.2.1 As of 31<sup>st</sup> March 2006 total supply in the Pathfinder totalled 1,750 dwellings. This represents 48.8% of the 3,582 dwellings available in the Borough as a whole, which is just slightly above last years figure.

Table 8 – HMRF – Housing Land Supply by Planning Status, 2006

Category	Sites	Dwellings
Sites under construction (dwellings	24	372
remaining)		
Sites with planning permission	74	782
Sites with an outstanding s.106 agreement	10	149
UDP Phase 1 sites	6	410
Other sites (mostly expired planning	9	37
permissions on brownfield land)		
Total	123	1750

- 4.2.2 A significant proportion of the supply exists on sites with planning permission, 44.6% of the total supply available and a capacity of 782 dwellings. The next largest supply is from Phase 1 RUDP allocations, which have yet to receive planning permission and account for 23% and of the total supply available in the HMR Pathfinder. Sites under construction account for 21.2%.
- 4.2.3 Overall, the amount of supply within the Pathfinder on sites under construction, with a planning permission or awaiting the signing of a legal agreement totals 1,303 dwellings 45.5% of the Boroughwide supply in these categories.

## 4.3 HOUSE TYPES

- 4.3.1 The planned house types of 775 dwellings are known. Of these 367 (47%) are 2 bed flats. This represents the largest single known dwelling type on these sites. In total flats make up 59% of all known house types within the Pathfinder. Based on these figures it is likely that the number of completions of flats will increase within the Pathfinder.
- 4.3.2. The second largest proportion for planned house type is 3 bed properties, which constitutes 23% of all known supply and is comprised of primarily terraced and semi-detached properties with a small proportion of detached properties.
- 4.3.4 4+ bed properties constitute 13% (100 dwellings) of the total supply where house types are known and are made up of a mix of terraced

properties (55 dwellings), Semi-detached properties (20 dwellings) and detached properties (25 dwellings).

#### 4.4 NEW SITES

- 4.4.1 Over the last year, 22 new sites with a capacity of 260 dwellings have come forward for development within the Pathfinder. Whilst this is 13 less sites than last year the number of actual dwellings is only 4 less.
- 4.4.2 The 22 sites account for 59.3% of the Borough-wide supply of dwellings on new sites. Whilst this seems quite a high proportion it needs to be recognised that the supply of new sites borough-wide is relatively low compared to 2004/05, which saw 118 new sites come forward with a capacity of 886 dwellings. Therefore, whilst low borough-wide progress in the Pathfinder has been much better, demonstrating success in the targeting of new development within HMR areas.
- 4.4.3 Notwithstanding the above those sites that have come forward tend to be large in size contributing 223 new dwellings. The 5 large new sites are Anchor Mill (Daisy Street, Oldham), Land off Booth Hill Lane, Bank Mill (Huxley Street), Cardinal Street and Land at Ambrose Road, Derker.
- 4.4.4 All the 22 new sites are on previously developed land, including change of use and conversions.
- 4.4.5 With regards to new sites the planned house types of 254 dwellings are known. Of these, 164 (65%) are 2 bed flats. This represents the largest single known dwelling type on these sites. The second largest category (1 bed flats) totals 49 (19%). In total flats make up 85% of all known planned housing types within the Pathfinder. Based on these figures, it is likely that the number of completions of flats will increase compared with the last year. Conversely, there are relatively few 4+ bed properties within with 10 dwellings making 4% of the 254 known house types on new sites.

#### 4.5 MEETING PATHFINDER OBJECTIVES

- 4.5.1 The Pathfinder is still at a relatively early stage of development and as such it is perhaps no surprise that the level of new development is relatively low. However, there is clearly a good supply of land for housing development within the Pathfinder, the early development of which will be a key priority. As these sites come forward for development they will contribute to a change in the geography of housing completions in the Borough with a greater emphasis on the development of inner Oldham.
- 4.5.2 One feature of the above analysis is that planning permissions within the Pathfinder, for the last 12 months, have continued to follow the

Borough-wide trend towards smaller house types. As expressed above, a stated objective of the Pathfinder is to actually diversify the stock of an area, which already contains a substantial number of smaller dwellings. Although modern smaller houses can meet a demand within the Pathfinder, greater attention needs to be given to the proposed mix of house types within the Pathfinder area and whether or not a proposed mix on a potential development site meets Pathfinder objectives.

# 5.0 UPDATE ON REGIONAL SPATIAL STRATEGY FOR THE NORTH WEST

- 5.1 The current RSS requires the provision of 270 dwellings per annum net of clearance.
- 5.2 At the time of writing this report the Examination in Public is currently being held for the Submitted Draft RSS for the North West of England. The Draft RSS identifies an annual average rate of housing provision of 400 dwellings (net of clearance replacement). A total maximum housing provision for the period 2003-2021 has been identified for Oldham of 7,200 (net of clearance replacement).
- 5.3 Oldham Council has objected to the draft housing provision figures as the policy currently proposed is felt to prejudice the achievement of Oldham's regeneration objectives, and particularly, the effective delivery of the HMR Pathfinder programme in the Borough.
- It is estimated that the borough's HMR programme will involve the demolition of approximately 4,000 homes. Oldham's HMR area does not however have high levels of vacant land or buildings therefore a large proportion of the new dwellings will be built on cleared sites. Furthermore, because of the existing housing densities in these areas new sites will also be required in order to replace the dwellings cleared. In the early years of the draft RSS period it is likely that a high annual rate of demolitions will be netted off the boroughs housing completions total, producing a relatively low figure for net additions. This process is already underway as demonstrated by the monitoring statistics outlined in this Report. As HMR progresses the area can start to make a positive contribution to housing supply and achievement of the housing targets set out in draft RSS.

## 6.0 MONITORING RUDP POLICIES

- 6.1 POLICY H1 HOUSING LAND REQUIREMENT AND SUPPLY
- 6.1.1 RSS establishes Oldham's housing requirement at 270 dwellings per annum (net). This net requirement has been incorporated into Policy H1. In allocating land to meet this requirement the Council is obliged to take account of the need to replace cleared dwellings. Policy H1 clarifies the Council's position on this issue, stating that some 4,000

- dwellings are expected to be cleared over 15 years within the Borough, averaging 267 dwellings per annum.
- 6.1.2 Over the period 2005-2006, a total of 386 new dwellings were built, whilst 254 dwellings were cleared. Net house building was therefore 132 dwellings just under half of the RSS requirement of 270 dwellings per annum.
- 6.1.3 Since mid-2001 (effectively the starting date for monitoring RSS) a total of 1,906 dwellings have been constructed in the Borough, whilst 773 dwellings have been cleared. Net new build is therefore 1,133 dwellings, or 226 dwellings per annum. In comparison the average over the period mid-2001 to mid-2004 was 287 dwellings per annum. The lower level of net house building that has therefore taken place since mid-2004 has had the effect of reducing the annual average below the RSS requirement, which is clearly a matter of concern.
- 6.1.4 There has however been a further increase in the number of starts within the period 2005/06. This, plus the fact that there has been an increase in dwellings available on sites under construction over the last two years, points towards an improvement in total completions over the next 1 to 2 years. Furthermore the fact that against over the last two years there has been a substantial increase in supply and an increase in new sites coming forward for development, demonstrates that there is a substantial pool of sites from which completions can arise.
- 6.1.5 As stated above, the draft RSS includes a housing figure of 400 per annum, an increase of 130 on the current RSS. The ability of the Borough to meet the draft RSS net housing target will not only depend on supply since the level of net house building is also a function of annual clearance.
- 6.1.6 Final clearance rates within Oldham will be largely dependent on strategies adopted through the Housing Market Renewal Fund (HMRF). The actual delivery of clearance will depend on a number of factors, including:
  - Future funding levels;
  - □ The result of community consultations and of working with local communities to develop proposals;
  - The residential character of areas subject to clearance proposals;
     and
  - □ Changes in the housing market.
- 6.1.7 The impact of clearance may be such that in some years the net level of house building may be lower than is strictly desirable. However, it remains the intention that many cleared sites will be redeveloped for

new residential uses. Further, the redevelopment of non-residential land for housing is expected to increase in support of Pathfinder objectives. In the long term, therefore, house building rates should reach significant levels and allow achievement of the housing target set by RSS and contained within RUDP policy H1. In the short term when clearance rates are likely to be high, and developer interest still relatively weak in the HMR area, a lower figure is more realistic.

# Housing Trajectory

- 6.1.8 The Annual Monitoring Report prepared by the Council requires the completion of a Housing Trajectory, which provides an indication of the level of development in the Borough compared with the housing requirement set out in the Regional Spatial Strategy and potential house building over the period 2006 to 2016. A copy of the housing trajectory can be found in the appendices to this Report. The trajectory shows the level of development since 2001 as discussed above, demonstrating that over the period 2001-2006 the variance from the RSS requirement is –217 dwellings. Delivering the net RSS requirement and the -217 dwellings shortfall increases the RSS requirement to 292 dwellings p.a. (net) over the period 2006 to 2016.
- 6.1.9 The housing trajectory also provides an indication of potential net house building over the period 2006 to 2016. As previously stated Oldham's position is that, due to a combination of housing land supply limitations and the characteristics of the Housing Market Renewal Programme, it is likely that the Draft RSS target of 400 dwellings p.a. will be met in stages. For monitoring purposes these stages have been set at five-year intervals from 2003. It is projected that the Draft RSS requirement of 400 dwellings p.a., will be met by 2013/14 (Appendix 2, Table 2). (It should be noted that Oldham MBC has challenged the Draft RSS's approach to housing in the Borough.)
- 6.1.10 The Council has also projected the expected level of supply for the period mid-2006 to mid-2016. In the Council's view there will be sufficient land available to supply a total of 6,440 dwellings over this period. Based on current HMR aspirations, it is also expected that approximately 2,670 dwellings will be cleared over the same period (assuming a rate of 267 dwellings per annum). Therefore net supply 2006-2016 stands at 3,770 dwellings. To provide a monitoring baseline, the trajectory shows this level of supply as an annual rate of 377 dwellings per annum.
- 6.1.9 In a situation where the RSS housing requirement is not being met, the Council has the option of releasing UDP Phase 2 housing allocations earlier then they otherwise have been expected to come forward. Given the continued high level of supply as outlined above, it is not recommended that the Council undertakes such action. However, should the level of housing completions show no sign of increasing then serious consideration will have to be given to triggering the

release of some Phase 2 housing allocations within the next monitoring report. Members should be aware that most Phase 2 sites are greenfield in character.

- 6.2 POLICY H1.1 HOUSING LAND RELEASE (PHASE 1)
- 6.2.1 The RUDP identifies a number of different sources of land supply from which it is expected that the housing requirement will be met.

## **Allocations**

- 6.2.2 The allocations identified within the UDP, adopted July 2006 following its review, are identified in Appendix 1, Table A21.
- 6.2.3 There are 21 sites allocated for Phase 1 Housing in the UDP, 4 of which form part of mixed-use allocations. These sites have a total capacity of 1310 dwellings. 7 of these have planning permission in some form or another, whilst 2 site (Vulcan Street, Oldham (H1.1.22) and Land off Fields New Rd/Ramsey Street, Chadderton (H1.1.2)) are currently under construction.
- 6.2.4 Overall, progress is being made on allocated sites outside the Pathfinder. However it is noticeable that many of the allocations without a planning permission are located within the Pathfinder. It is clear that if these allocations are to support the objectives of the Pathfinder than they need to be brought forward for development at the earliest opportunity.

## Small Sites Allowance (SSA)

- 6.2.5 The RUDP only allocates sites above 0.4 hectares/10 dwellings therefore an allowance has to be made for the potential supply of houses on smaller sites over the Plan period. This allowance is based on an assumed housing completion rate. In the UDP this rate is set at 55 dwellings per annum. Since the Plan strategy is to concentrate on previously developed land, this figure only applies to completions on previously developed small sites.
- 6.2.6 Over the period 2005-2006 there were 78 completions on previously developed small sites above the target of 55 dwellings set within the UDP. This level of development is more than that which took place from 2004-2005.
- 6.2.7 Overall, since 2001 there have been 338 completions on previously developed small sites at an average of 68 dwellings per annum. The Council is therefore comfortably meeting its allowance for the development of small previously developed sites.

100 90 80 70 60 **Dwellings** 50 40 ■ PDL Completions 30 20 10 0 2001/2002 2003/2004 2005/2006 Year

Chart 10, Small Site Completions on Previously Developed Land, 2001-2006

Large Windfall Sites (0.4 hectares/10 dwellings and above)

- 6.2.8 In line with government planning guidance, the UDP also makes an allowance for the level of completions on large windfall sites which, it is assumed, will come forward over the period of the development plan and therefore assist in meeting the annual housing requirement. This allowance is set at 100 dwelling completions per annum beginning from mid-2006. One large windfall site has been completed during 2005/06 Land at Chew Valley Road/Manchester Road that contributes 15 dwellings towards this target.
- 6.2.9 Over the period 2005-2006, 8 large windfall sites with capacity for 319 dwellings have come forward for development. There are also 11 large windfall sites under construction, with a capacity of 229 dwellings. Completions on all of these sites will count towards the windfall allowance.

## Clearance Requirement

- 6.2.10 The RUDP assumes that the majority of residential clearance will take place within the boundary of the Pathfinder and that these sites will be developed for new residential use. The UDP therefore sets an allowance for the redevelopment of dwellings on cleared residential sites. This allowance is set at 160 dwelling completions per annum from mid-2007 and only applies to residential sites cleared and redeveloped from mid-2004 onwards. This allowance is separate from the windfall allowance detailed above.
- 6.2.11 There are a number of cleared sites currently under-construction/with planning permission that will contribute towards this allowance, these are:

- □ Selwyn Close, Werneth (18 dwellings);
- □ Woodstock St/Harmnoy St/Marlborough St (25 dwellings);
- □ Greenhurst Crescent (28 dwellings);
- □ Lees House (demolition of 21 sheltered units and construction of 14 elderly persons units to replace); and
- □ Whittaker Street, Lancaster Square (redevelopment of sheltered housing scheme 59 dwellings).

# 6.3 POLICY H1.4 – HOUSING DENSITY

- 6.3.1 Policy H1.4 of the RUDP states that the Council will normally only permit proposals for residential development that as a minimum achieve a net density of 30 dwellings per hectare.
- 6.3.2 The density of proposed housing development on new sites gaining planning permission is an important indicator of the extent to which the Council is meeting the Government's aim of making the best use of land. Planning Policy Guidance note 3 on Housing (PPG3) suggests that the minimum density for housing developments should be 30 dwellings per hectare (net).
- 6.3.3 Of the 69 new sites which came forward over the last year, most 78% will be developed at a density above the minimum of 30 dwellings per hectare. Whilst the number of sites and dwellings are much lower than in 2004/05, the % of density achieved is much greater.
- 6.3.4 22% of new sites have been approved at below the minimum density. All of these except for one were sites with a capacity of one or two dwellings.

Table 9 – Housing on New Sites, 2005-2006

Density*	Sites		Dwellings	
	No.	%	No.	%
<30dph	15	22	22	5
30-50 dph	12	17	39	9
>50 dph	42	61	377	86
Total	69	100	438	100

<sup>\*</sup>dph = dellings per hectare

6.3.5 The Council is also obliged to monitor the density of housing completions on an annual basis for the North West Regional Assembly. This applies to schemes of 5 dwellings or more and therefore filters out smaller schemes where the density may be lower. The results for the last 12 months show that there were 271 completions on sites meeting the 5 dwelling threshold. The density of these schemes is as follows:

Table 10 – Completions and Density, 2005-2006

Density Indicator	Dwellings	%
Gross completions on sites at density of less than 30 dwellings per hectare (net)	16	6
Gross completions at a density of between 30 – 50 dwellings per hectare (net)	172	63
Gross completions at a density above 50 dwellings per hectare (net)	83	31
Total completions (more than dwellings capacity)	271	100

- 6.3.6 On this indicator, the vast majority of completions (94.1%) during 2005/06 were on sites above the minimum threshold of 30 dwellings per hectare. Indeed the greater proportion of supply was on sites with a density above 50 dwellings per hectare. In terms of completions over the last 12 months, it can therefore be concluded that developments have been making the best use of land.
- 6.4 POLICY H1.5 HOUSING CHOICE AND DIVERSITY
- 6.4.1 It has been demonstrated that the Borough is continuing to witness a trend towards the development of small property types, typically flats. This is despite the increase in 3+ bed dwelling completions witnessed for 2005/06.
- 6.4.2 During 2005/06 there has been an increase in the number of semidetached and terraced properties completed, and there has been a significant decline the number of flat developments completed.
- 6.4.3 The increase in the number of 3+ bed properties has meant that the ratio of different house types developed has been much more balanced. This is reflective of the drive towards a greater mix of house types, size and tenure in order to create more sustainable communities and stock diversity as encouraged by policy H1.5.
- 6.4.4 Notwithstanding the above details regarding the known planned house types of the housing land supply continues towards the trend of smaller house types.
- 6.4.5 Although the development of flats appears to be meeting a demand, the low level of schemes within the housing land supply consisting of family sized dwellings must be cause for concern, particularly as the Borough as a whole has a household size exceeding the averages for Greater Manchester, the North West and England. Further, it is clear that within the Pathfinder at least the regeneration of housing markets is closely related to the need to create a greater mix of house types. However, this concept must also apply to the Borough as a whole to allow households the maximum opportunity for movement around the

Borough. Greater consideration therefore needs to be given to ensuring a mix of house types within developments. This analysis is dependent on known planned house types, and it may be that a significant proportion of house types is unknown due to the fact that they only have outline planning permission or are RUDP allocations.

## 6.5 POLICY H2.1 – PROVIDING AFFORDABLE HOUSING

- 6.5.1 The RUDP includes a policy that encourages the development of affordable housing as part of private developments through either housing association development or resale covenant schemes.
- 6.5.2 Through policy H2.1 we attempt to secure affordable on all appropriate sites. In the past discounted housing for sale (e.g. via resale covenant) has been sought, however, due to continued increases in house prices, such homes are becoming increasingly unaffordable and we are now negotiating with developers to provide social rented accommodation in partnership with appropriate housing associations.
- 6.5.3 As previously stated there 66 housing association completions in 2005/06.
- 6.5.4 According to the supply figures for 2005/06 there are 168 dwellings planned on sites being developed by housing associations.
- 6.5.2 The current situation with regards to affordable housing is as follows:
  - □ There are 8 affordable housing schemes in operation provided through resale covenant schemes throughout the Borough;
  - □ There are two sites under construction (Royal George (Greenfield/Friezland) and High Barn Road (Royton) where a total of 23 dwellings are to be provided through resale covenant schemes; and
  - There are four sites with planning permission (Hunt Lane, Monarch Mill, Dew Way and Sandy Mill) where a total of 31 dwellings (capacity from Dew Way unknown as it is an outline planning permission) are to be provided through resale covenant schemes;

#### 7.0 OPTIONS/ALTERNATIVES

- 7.1 A key aim of this report is to consider the Council's performance with regard to amount of housing built on previously developed land and to make recommendations which could influence the Council's performance against this key indicator.
- 7.2 The technical report shows that the Council is currently meeting its 80% "brownfield" target as set by the RSS. The report also makes it clear that continuing to meet this target, which is set as a minimum, will be challenging.

- 7.3 Since the publication of PPG3 in March 2000, annual housing land monitoring reports have suggested that planning permission for housing development on greenfield sites should only be granted in limited circumstances. The alternative is for the Council to allow greenfield development to come forward, either in an unfettered manner or via a controlling mechanism which allows for a greater range of greenfield opportunities to come forward than is currently the case.
- 7.4 Whilst housing continues to be developed on previously-developed land at a more than optimum rate, there is an issue this year with the relatively low level of completions. Notwithstanding this however there is a significant amount of potential development land available in the Borough.

## 7.5 This report has shown that:

- □ The increase in the number of annual dwelling starts witnessed in 2004/05 has continued:
- □ There is a substantial amount of potential on sites that are either under construction or have an outstanding planning permission;
- The number of new sites coming forward through the grant of planning permission increased significantly in 2004/05 and in 2005/06 continues to remain above the levels achieved 2000-2004; and
- □ There are a number of larger sites now under construction throughout the Borough.
- 7.6 Whilst releasing some greenfield sites could assist in completions coming forward, the reality is that:
  - a). The Council has made significant progress in meeting, and continuing to meet, the Government's objectives in relation to the development of previously developed land. The release of greenfield land could undermine this achievement, and
  - b). Although completions may have fallen, and may continue to operate at a level lower than the RSS requirement during the early years of the Pathfinder initiative, there is a healthy supply of land available to meet the requirement whilst the number of dwelling starts is on the increase. Most of this supply consists of previously developed land. It is therefore considered that the release of greenfield land for development could prejudice the development of these sites and harm the objectives of the HMRF Pathfinder which itself is at a relatively early stage of development.

## 8.0 PREFERRED OPTION

- 8.1 The preferred option is for the Council to continue to restrict the number of planning permissions on greenfield land and not to bring forward RUDP Phase II housing allocations, in order to support urban regeneration and to ensure that the Council puts itself in the best possible position to continue to meet Government objectives relating to the development of previously developed land.
- 8.2 Preparation of a Supplementary Planning Document (SPD) on the release of RUDP Phase II housing allocations has been identified within the Council's Local Development Scheme. It is proposed that preparation of this SPD be moved back 12 months with an indicative timescale for starting preparation in 2007/2008 depending upon the conclusion of the next housing land availability monitoring report assessing the period 2006/07.