

CABINET

19th AUGUST 2004

**UNITARY DEVELOPMENT PLAN MONITORING REPORT - HOUSING
LAND AVAILABILITY**

**REPORT OF THE ASSISTANT CHIEF EXECUTIVE, CORPORATE
POLICY**

1.0 PURPOSE OF REPORT

- 1.1 The purpose of this report is to provide Members with information on levels of house building, housing clearance and housing land supply in the Borough for the period 1st April 2003 to 31st March 2004. It represents a further opportunity to examine the Borough's housing land supply against the objectives of the First Deposit Draft Replacement Unitary Development Plan and Regional Planning Guidance for the North West (RPG13).

2.0 EXECUTIVE SUMMARY

- 2.1 Dwelling completions totalled 497 dwellings over the period 1st April 2003 to 31st March 2004 (including gains from conversions and changes in use to residential). Clearances totalled 227 dwellings. Net build was therefore 270 dwellings – exactly meeting the Council's target set by Regional Planning Guidance. Completions attributable to housing associations numbered 49 over the last year. Although better than the previous year, when there were no completions, this is still very low. A small number of housing association developments are under construction or have an outstanding planning permission and will provide additional affordable housing over the next two years. The planning system also contributes towards meeting housing need in Oldham, agreeing the development of 45 affordable homes as part of 4 private schemes over the last 12 months.
- 2.2 The development of previously developed land continues to be a national and regional priority. PPG3 – Housing, states that local authorities should maximise the amount of development on previously developed land, whilst Regional Planning Guidance for the North West (RPG13) requires that a minimum average of 80% of Oldham's housing completions take place on previously

developed land. This target has also been taken as a Best Value Performance Indicator (BVPI106). I am pleased to report that Oldham is currently meeting this target. Of the 497 housing completions which took place over the last year, 84% took place on previously-developed land or involved the conversion of existing buildings and dwellings (this equates to 419 dwellings). This is slightly less than the 86.6% for the previous year, but not significantly so. The average level of completions on previously developed land since 2001 stands at 82.5% - again above the minimum target. Members should be aware, however, that maintaining a high PDL target over time is arguably more difficult than achieving the target in the first place.

- 2.3 Turning to issue of housing land supply, as of 31st March 2004 sufficient land and conversion opportunities have been identified to allow the development of an estimated 2,095 dwellings on 255 sites. This level of supply represents an increase of 106 dwellings and 7 sites over the 2003 mid-year supply.
- 2.4 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 mid 2004, 91% of the dwelling supply was on previously developed land, up from 88% as of mid-2003.
- 2.5 Through PPG3, the Government are keen to encourage housing developments at densities that make more efficient use of land (typically between 30 and 50 dwellings per hectare (dph)). Of the 79 windfall sites which came forward over the last year, 53 (67.1%) achieved at least the minimum density. The vast majority of those sites which fell below the density were for single dwellings. Only two significant sites were approved with a density below the 30 dph threshold. Both of these are covered by a blanket TPO and therefore restricted in their development potential.
- 2.6 Finally, in previous reports I have explained that the definition of previously developed land excludes agricultural buildings. Many local authorities have taken this to mean that barn conversions would be classified as “greenfield” development. In this report it is recommended that no planning permissions should be granted for greenfield development. Technically this would apply to barn conversions. However, other Government advice in the form of PPG2 Green Belts, and PPG7 The Countryside, still allows for the conversion of barns and other rural buildings to residential

accommodation in certain circumstances. Given that in the case of a barn conversion the development is focussed on an existing structure and does not involve the development of new dwellings on open land – and therefore meets Government objectives that seek a more efficient use of existing buildings - it would seem that a common sense approach should be adopted. Therefore, it is recommended that barn conversions should continue to be considered on their merits against UDP policy and the whole range of national policy objectives. However, for monitoring purposes the conversion of agricultural buildings will be classed as greenfield development.

3.0 RECOMMENDATIONS

3.1 It is recommended that:

- (a) Members note the housing land availability figures as of 31st March 2004;
- (b) Whilst each application will be treated on its planning merits, proposals for residential development on greenfield sites (whether on new sites or where the renewal of planning permission is sought) continue to be resisted until such a time as housing monitoring indicates that insufficient land is available to meet housing requirements or unless the site is an Adopted UDP allocation which has been brought forward into the Draft Replacement UDP with the same designation (including phasing); and
- (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.

UNITARY DEVELOPMENT PLAN MONITORING REPORT - HOUSING LAND AVAILABILITY

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4.0 INTRODUCTION

- 4.1 A key role of the planning system is to ensure that new homes are provided in the right place and at the right time and, in so doing, to provide a choice of sites which are both suitable and available for house building (Planning Policy Guidance note 3, Housing).
- 4.2 The process of “Plan, Monitor and Manage”, entailing the regular review of housing requirements and objectives, is key to this approach. The results of such work inform decisions on amending or retaining current strategies and policies. This report which is the latest to deal with issues arising from housing land monitoring will help to establish the Council’s approach to new housing development for the next 12 months.

5.0 HOUSING DEVELOPMENT (tables 1-5)

Housing Starts and Completions

- 5.1 Over the last 12 months, construction started on 346 dwellings. This is less than the 370 starts for 2001-02 but similar to the 347 starts in 2000-01. The vast majority of starts were in the private sector, with housing associations only starting 9 dwellings. This compares with 38 housing association starts in 2001-02 and 60 for 2000-01.
- 5.2 A total of 497 new dwellings were completed over the period 1st April 2002 to 31st March 2003. This figure includes an adjustment of 36 dwellings which have been completed in the previous two years but not previously identified as such. Housing completions for this report have been derived from building control returns and site visits.
- 5.3 As is the norm, most completions were in the private sector. There were 49 completions by housing associations, which although an improvement on the previous year, when there were no housing association completions, is still very low and is a long way short of the 121 dwellings built by housing associations in 2001-2002.
- 5.4 Family sized dwellings continue to dominate new housing development with 3 & 4 bed houses making up 76.9% of total completions compared with 74% the previous year. More 4 bed

detached dwellings have been built than any other single house type. The most noticeable feature of these figures, however, is the sharp increase in terraced developments which account for 32.7% of all completions compared with just 15% for the period 2002/03. This is reflective of the drive towards higher densities. Given that Oldham has a particularly high level of existing older terraced stock, the trend towards new terraced development will be monitored to see whether or not this is impacting on the ability of the Council to promote a greater mix of house types in the Borough.

- 5.5 Although it remains the case that relatively few small dwellings have been built, 1 and 2 bed properties (almost exclusively flats) continue to make up around a quarter of completions. Over the last 12 months smaller properties contributed 23.1% of completions, a small reduction from the 2003 figure (26%) but higher than that for 2002 (18%). It is expected that flatted developments will continue to provide an important element of house building in the Borough.
- 5.6 The Oldham sub-district (see Appendix 2 for sub-district definitions) traditionally caters for the highest level of housing completions in the Borough. Over the last year 60% of completions took place within Oldham. Not only is this a significant level of development in itself, it is a significant increase on last years figure of 37.5. Saddleworth also tends to see relatively high levels of housing development. However, the proportion of completions has fallen slightly from 26% for 2002/03 to 21% for 2003/04. Completions in the remaining districts have been relatively low, for example there were only eight completions in Crompton over the last year.

Development on Previously Developed Land

- 5.7 Regional Planning Guidance for the North West (RPG13) states that on average at least 80% of housing development in Oldham should take place on previously developed land. The Council have adopted this target as a best value indicator (BVPI106). Previous monitoring reports have shown that Oldham consistently achieves high levels of development on previously developed land and the last year was no exception: 84% of total completions were on previously developed land or involved the conversion of existing buildings (not including barns, which are classed as

“greenfield”). This is slightly down on the figure of 86.5% for 2002-2003, but significantly higher than the 76% for 2001-2002. Averaging these figures out shows that since 2001 82.5% of completions have been on previously developed land. Oldham is therefore currently meeting its RPG “brownfield” target.

- 5.8 This continuing high level of development on previously developed land has been achieved, at least in part, through a policy of refusing planning permission on greenfield sites. This policy has been in place since 2000. Members should be aware that achieving a high “brownfield” target over a number of years is arguably more difficult than achieving the target in the first place.

6.0 CLEARANCE

- 6.1 Oldham is currently embarking on a renewal strategy, resourced in part by the Housing Market Renewal Fund. Although dependent on the extent of future funding, this could result in the clearance of a substantial number of dwellings over the next 10 to 15 years. This is beginning to be reflected in the annual level of housing demolitions. Over the last year 227 dwellings were cleared within the Borough. The majority – 211 dwellings - of this clearance was Council stock managed by First Choice Homes. A significant number of these properties were flats.
- 6.2 The Revised Deposit UDP includes a clearance allowance of 80 dwellings p.a. When the revised deposit plan was published it was acknowledged that this was an interim position pending fuller consideration of the potential impact of HMR on housing clearance levels. Detailed HMR proposals have been produced for Derker and Werneth/Freehold and funding for clearance and other activities granted for the first two years of the HMR programme (i.e. 2004 to 2006). At the time of writing it is estimated that around 241 dwellings will be cleared in Werneth and 84 in Derker during these first two years. It is expected that a high proportion of this initial clearance will involve Council owned properties.

7.0 HOUSING LAND SUPPLY (see tables 6-17)

Total Supply 2004

- 7.1 As of 31st March 2004 the Borough contained sufficient housing land to accommodate 2,095 dwellings (including RUDP Phase 1 allocations, some of which are the subject of objections). This is an increase of 106 dwellings over the 1,989 dwellings available in mid-2002.
- 7.2 The highest level of supply in recent years occurred in 2000 (2,772 dwellings), however this included a large windfall site of 300 dwellings that has now been deleted from the supply owing to doubts about its availability. If these 300 dwellings are stripped out of the 2000 supply, it is clear that total level of housing land supply over the last five years has remained fairly constant.
- 7.3 Within the current supply, 207 sites are either under construction or have an outstanding planning permission. These sites have the potential to supply an estimated 1,077 dwellings. A further 17 sites supplying an estimated 456 dwellings, have been approved subject to the signing of a Section 106 agreement before permission can be formally granted. It should be noted that of these 17 sites, two – Land at Lumb Mill, Delph and Frenches Wharf, Greenfield – have been “called-in” by the Secretary of State. These two sites account for a supply of 161 dwellings out of the 456 referred to above.
- 7.4 A total of 79 unanticipated new sites (known as “windfall” sites) with a capacity of 399 dwellings were granted planning permission over the last year. This is the highest level of windfalls since 1999 and compares with 57 sites and 283 dwellings for the period 2002-2003.
- 7.5 In terms of location, most windfall sites arise in Oldham and Saddleworth although all districts have contributed at least one site. Saddleworth continues to achieve the highest number of windfalls – 29 sites contributing 117 dwellings – the same number of dwellings as the previous year.
- 7.6 The majority of windfall sites continue to be small in size – of the 79 sites, 62 are classified as small. However, this last year has also seen a significant increase in larger windfalls coming forward

for development, with 17 large windfall sites contributing 129 dwellings.

- 7.7 Of the 399 dwellings approved on windfall sites, the house types of 295 are known. Flatted developments represents half of all known dwelling types on windfall sites compared with 28% for 2002/03 and 13% for 2001/02. Typically, the flats are two bed units – this property type accounting for 136 of the 295 known types. Flatted developments may be either new build developments or conversions of existing buildings, including mills and larger residential properties.

Previously Developed Land

- 7.8 Maintaining a high “brownfield” target will require strict implementation of a policy of limiting the release of greenfield land. The number of previously developed sites is gradually increasing as a proportion of total supply of housing sites. This reflects the fact that the grant of new permissions on greenfield sites has effectively ceased whilst the stock of greenfield sites with a permission is gradually moving through the development process and being built. As of 31st March 2004, 1,913 dwellings were available on previously developed land, representing 90% of the identified dwelling supply. This compares well with the 88% (1,756 dwellings) as of March 2003 and 85% (1,891 dwellings) as of March 2002.

Location

- 7.9 A large proportion of the total dwelling supply continues to be located within Oldham wards and, to a slightly lesser extent, Saddleworth, together accounting for 1,301 dwellings in total (63%). However, it is noticeable that the supply of land in Oldham continues to fall year-on-year, whilst the supply in Saddleworth continues to increase. The supply of dwellings in Oldham has halved since 2000, whilst the supply in Saddleworth has almost doubled over the same period. Historically, housing land supply tends to be more limited in areas such as Crompton and Royton, perhaps reflecting the fact that fewer development opportunities exist in these areas. However, major housing allocations in these area identified in the First Deposit Draft Replacement UDP are now coming forward for development.

Density

- 7.10 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. PPG3 – Housing suggests that the minimum density for housing developments should be 30 dwellings per hectare (net).
- 7.11 Policy H1.4 of the Revised Deposit Draft Replacement UDP states that the Council will normally only permit proposals for residential developments that, as a minimum, achieve a net density of 30 dwellings per hectare.
- 7.12 Of the 79 windfall sites which came forward over the last year, 53 (67.1%) achieved at least the minimum density. The vast majority of those sites which fell below the density were for single dwellings. Only two significant sites were approved with a density below the 30 dph threshold. Both of these are covered by a blanket TPO and therefore restricted in their development potential.
- 7.13 An analysis of larger sites under construction (those of 0.4. ha and above) shows that only two fail to meet the Revised Deposit Draft Replacement UDP minimum density requirement. Both of these two sites were approved prior to the publication of PPG3 and therefore not subject to stricter guidance on density.
- 7.14 Although Government planning guidance (in the form of PPG3) promotes the efficient use of land and higher densities, it is also the case that higher densities should go hand-in-hand with higher standards of urban design and the greening of the residential environment. Officers in Environmental Services are compiling a draft Design Checklist which could provide a mechanism for improving design quality in the Borough.

8.0 REVISED DEPOSIT REPLACEMENT UDP HOUSING REQUIREMENT AND SUPPLY

Housing Requirement

- 8.1 Regional Planning Guidance for the North West sets Oldham's housing requirement at 270 dwellings p.a. (net). In identifying a

housing supply to meet this requirement, the Council also has to allow for the replacement of cleared dwellings.

- 8.2 Over the period 2003-2004, 497 new dwellings (including the adjustment of 36 dwellings) were built and 227 cleared. The net level of development was therefore equal to the RPG requirement of 270 dwellings p.a. Since 2001, a total of 1,235 dwellings have been constructed and 369 cleared, giving a net level of building of 866 dwellings. The average level of net development over the last three years is therefore 289 dwellings p.a. – above the RPG requirement.

Housing Supply

- 8.3 The First Deposit Draft Replacement UDP identifies sources of land supply from which it is expected that the housing requirement will be met. These sources consist of site allocations and various allowances as follows:

Allocations

- 8.4 In terms of allocations significant progress has been made in relation to bringing sites forward for development. Most Phase 1 allocations either have a planning permission in place or are progressing towards the submission of an application. It should be noted that a number of Phase 1 allocations are the subject of objections through the review of the UDP which may affect their availability.

Small Sites Allowance (SSA)

- 8.5 Because the Revised Deposit Draft Replacement UDP only allocates sites above 0.4 hectares/10 dwellings, an allowance has to be made for the potential supply of houses on smaller sites over the Plan period. This is done by assuming an annual housing completion rate on such sites. For the Revised Deposit Draft Replacement UDP this rate was set at 55 dwellings p.a. Since the Plan strategy is to concentrate on previously developed land, this figure only applies to completions on this type of site.
- 8.6 Completions on small brownfield sites (including conversions) over the last year have significantly exceeded the UDP allowance at 99 dwellings.

- 8.7 To gain a fuller picture of potential development on small sites it is worthwhile considering the supply of small sites that contribute to the meeting of this requirement. In overall terms, the supply of small sites either under construction or with an outstanding planning permission has continued to increase year-on-year since 2000 – from 125 sites producing 235 dwellings in 2000 to 180 sites producing 363 dwellings in 2004 – this in spite of the fact that there has been a restriction on granting planning permission on greenfield sites since 2000.

Small Site Supply – Sites Under Construction & with Planning Permission

	U/c		PP		Total	
	Sites	Dwellings	Sites	Dwellings	Sites	Dwellings
2000	37	80	88	155	125	235
2001	40	76	91	183	131	259
2002	58	125	94	176	152	301
2003	53	138	110	207	163	345
2004	39	89	141	274	180	363

- 8.8 The majority of the 2004 small sites supply consists of previously developed and will therefore contribute directly to the small sites allowance when developed. Of the 180 small sites either under construction or with an outstanding planning permission, 86% (156 sites) have been previously developed or involve proposed conversions. These sites provide an estimated capacity of 331 dwellings. This supply would last 6 years if developed at a rate of 55 dwellings p.a.

Small Sites on Previously Developed Land - Sites Under Construction and with Planning Permission - 2004

	Sites	Dwellings
U/c	35	83
P.P./S106	121	248
Total	156	331

- 8.9 Given the continuing robust nature of completions and the extensive supply of small sites, it is considered that the small sites allowance of 55 dwellings p.a remains a reasonable estimate of small brownfield site completions for the next five years.

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

- 8.10 In line with government planning guidance, the Revised Deposit Draft Replacement UDP also makes an allowance for the amount of development on large windfall sites which, it 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 75 dwellings p.a. In the Plan it is assumed that there would be no completions on large windfall sites in the first two years of monitoring, and this has indeed been the case. However, 17 large windfall sites with a capacity of 270 dwellings have come forward for development over the last 12 months.

9. Affordable Housing

- 9.1 The Revised Deposit Draft Replacement UDP includes a policy that encourages the development of affordable housing through either housing association development or resale covenant schemes. It remains a concern that Government planning guidance restricts the ability of the Council to insist that the developers of private schemes implement affordable housing requirements through a housing association. However, there have been a number of resale covenant schemes negotiated with developers over the last 12 months with legal agreements signed on four sites providing a total of 45 affordable homes. The table below details the types of houses to be provided. Discounts achieved on these sites have been approximately 30% of the market value of the properties. On the sites at Block Lane and Cape Mill the initial sale price for each unit has been capped to prices between £55,960 and £69,950 at Cape Mill and £41,570 and £69,930 for Block Lane.

S106 Agreements Signed 1/4/03 to 31/3/04

Site	District	Semi 3 bed	Semi 4 bed	Terrace 3 bed	Terrace 4 bed	Flat 2 bed	Total No. Units
Cape Mill	Crompton	0	0	9	0	2	11
Block Lane	Oldham	5	4	0	3	4	16
Highbarn Road	Royton	0	0	6	0	4	10
Park Mill	Royton	0	0	4	0	4	8
Total		5	4	19	3	14	45

- 9.2 Over the last 12 months, affordable housing on a further three sites has been agreed in principle subject to the signing of Section 106 agreements.

S106 Outstanding and Schemes to be Agreed 31/3/04

Site	District	No. Units	Type of Units
Lumb Mill	Saddleworth	To be agreed	To be agreed
Frenches Wharf	Saddleworth	To be agreed	To be agreed
Royal George	Saddleworth	To be agreed	To be agreed

10.0 OPTIONS/ALTERNATIVES

- 10.1 A key aspect of this report is to update Members on the Councils 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. The report shows that the Council is currently meeting its 80% "brownfield" target as set by RPG13. The report also makes it clear continuing to meet this target, which is set as a minimum, will be challenging. Since the publication of PPG3 in March 2000, annual housing land monitoring reports to Members 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.
- 10.2 The current strategy of restricting development on previously developed land is arguably beginning to pay dividends. There is a robust housing land supply, the Council is meeting its annual housing requirement whilst also meeting the brownfield target, and some larger sites are being developed in urban Oldham. Further, developers are beginning to take a closer interest in the potential for conversion opportunities offered by existing buildings, thereby making better use of the existing built fabric of the Borough. It would therefore seem inappropriate to relax the Council's stance on greenfield development at this juncture.

11.0 PREFERRED OPTION

- 11.1 The preferred option is for the Council to continue to restrict the number of planning permissions on greenfield land in order to

support urban regeneration and to ensure that the Council puts itself in the best possible position to continue to meet the “brownfield” target.

12.0 CONSULTATION

12.1 Executive member.

12.2 Alastair Graham, Project Director, Oldham/Rochdale HMR Pathfinder

13.1 FINANCIAL IMPLICATIONS

13.1 None.

14.0 PERSONNEL COMMENTS

14.1 None (AB).

15.0 LEGAL SERVICES' COMMENTS

15.1 Cabinet is empowered to consider strategies in connection with the powers and duties of the Council and refer these to the Council for approval, and therefore if Cabinet approved recommendations (b) and (c) those recommendations should be referred to the Council for approval (GJO).

16.0 TREASURER'S COMMENTS

16.1 There are no revenue implications as outlined in this report. When individual schemes are presented to Cabinet, the appropriate financial implications will then be presented (KB).

17.0 IT IMPLICATIONS

17.1 None

18.0 PROPERTY IMPLICATIONS

18.1 Information provided in this report, and the suggested recommendation, covers both public and private land.

19.0 ENVIRONMENTAL AND HEALTH AND SAFETY IMPLICATIONS

19.1 The replacement of older cleared housing with new housing, which is more energy efficient, will help to decrease energy consumption in the Borough. Further, the emphasis on the development of urban non-greenfield sites should place more people within reach of public transport options. Finally, new housing developments carried out in accordance with the built environment policies of the UDP can lead to an improvement in the visual environment.

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

20.1 Housing development can contribute towards the Government's objectives of creating mixed and inclusive communities. This issue would need to be taken into account in the planning of neighbourhoods and individual housing schemes.

21.0 FORWARD PLAN REFERENCE

21.1 **Reference Jun04-5**

22.0 SUPPORTING PAPERS

22.1 None.

Appendix 1 – Delivery of UDP Housing Objectives

The intention of this report is to present the latest information on housing development and to set it within the context of Revised Deposit Draft Replacement UDP objectives. Set out below is a summary of how house building and housing land characteristics meet these objectives. Members should be aware that progress against some objectives can only be measured with confidence over a longer period of time and with additional research and monitoring.

The objectives of the Revised Deposit Draft Replacement UDP housing policy are set out below in bold italics together with a comment on how each objective is being progressed.

To encourage the development of new housing stock in locations that meet the need to encourage more sustainable living patterns.

Detailed monitoring of this objective has still to take place, although the First Deposit Draft Replacement UDP does include a basis for this work. However, analysis contained in this report shows that both housing completions and supply tend to be located in urban locations with a particular preference for urban Oldham, although Saddleworth is also a favoured location for housing developers.

To ensure that efficient use is made of land identified for housing development.

The majority of new sites meet at least the minimum density requirement of 30 dwellings per hectare. Many developments at less than the minimum density are for single dwellings only.

To make it a priority to re-use previously developed land.

Government planning policy clearly places a priority on the redevelopment of previously developed land. One of the implications of this approach is that the level of development on greenfield land must necessarily be limited. However, at the same time it is necessary to ensure that sufficient land can be identified to meet strategic housing requirements. As shown above, current levels of housebuilding are sufficient to meet RPG13 housing requirements, whilst at the same time meeting the target for the development of previously developed land.

It has also been shown that levels of housing land supply are holding firm and that within that supply there is a significant element of previous developed land.

To provide for a spread of housing sites across the Borough.

Given the geography of the Borough it is no surprise that the sub-district of Oldham continues to supply a substantial proportion of housing completions and supply whilst the popularity of Saddleworth ensures that developers will continue to seek out development opportunities. Supply in some of the “outer” districts is historically lower, although through the First Deposit and Revised Deposit Draft Replacement UDP major development opportunities have been identified in all areas of the Borough. Overall, although there are differences in levels of supply between districts, there is currently a reasonable spread of supply within the Borough, with each district containing at least one large development opportunity. In the long term, some districts (for instance Crompton and Failsworth) that rely on a small number of larger sites for their supply, may begin to become more constrained as a source for housing land. Finally, it is expected that the impact of Housing Market Renewal will be to increase the number of “windfall” opportunities for residential development in the Oldham sub-district in future years.

To contribute towards the urban regeneration of the Borough and Greater Manchester as a whole.

Development, particularly in areas such as Inner Oldham, will continue to provide the new good quality housing stock which is integral to creating a Borough where people want to live. The development of poor quality previously developed land will also bring environmental benefits and improve the image of the local area.

To make the best use of existing building stock.

This is an important indicator to monitor since making best use of the existing stock of dwellings and other buildings will help to relieve pressure for the development of land. There is no doubt that developers are beginning to take a greater degree of interest in the conversion of existing buildings for residential use. This is not just taking place in Saddleworth, but also in areas such as Lees, where the Acorn Mill development is underway.

Finally, the conversion of non-residential buildings, particularly small employment uses, shops and barns, continues to make an important contribution to the housing land supply.

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.

Initial monitoring this year shows that a range of housing options is being provided in the Borough consistent with household sizes. Although there is an emphasis on family dwellings the fact that they have come forward in a range of styles - detached, semi-detached and terraced – provides a good range of options for potential purchasers. Although this report has dealt with the generality of house type completions, it is known that developers are now addressing the Government's "mixed and inclusive communities" agenda and are more willing to provide individual housing developments that contain a mix of sizes and styles. One issue which will bear continued monitoring is the increased emphasis on terraced and flatted development, particularly given the existing high proportion of terraced stock. Developers should provide a mix of properties for smaller households and flatted development should not be seen to be the sole means of meeting these requirements. It is also a concern that flatted developments could be used by developers to provide acceptable densities on schemes which also include low density housing. These interrelated issues will be monitored over the coming year.

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.

This year has seen moderate housing association development. There are a number of schemes which are either in progress or have planning permission. However, the scale of development is arguably insufficient to meet the need for good quality affordable accommodation. The Council have also continued to develop affordable housing through resale covenant schemes. The Housing Market Renewal Fund should also provide opportunities to deliver affordable housing.

APPENDIX 2 – TABLES

HOUSING DEVELOPMENT

Table 1: Housing Completions and Clearance 1st July 1992 to 31st March 2004

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 & 1998/99	1,163	533	630
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

- Includes 77 unrecorded units cleared between 1990 and 1993
- (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

Table 2 - Completions By Developer Type

Year	HA		Private		Total
	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 & 1998/99	130	11	1,033	89	1,163
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

Table 3 - Total Completions - by House Types, 2004

Beds	House Types					Total	% of beds
	Detached	Semi	Terraced	Flat			
1	0	0	0	12		12	2.5
2	7	8	40	46		101	20.6
3	59	60	79	2		200	40.9
4+	109	26	41	0		176	36.0
Total	175	94	160	60		489	
% of type	35.8	19.2	32.7	12.3			

Table 4: Percentage of Completions on previously developed land.

Year	Total	PDL	% PDL
1996 – 1997			69.0
1997 – 1999			71.0
1999 – 2000			84.5
2000 – 2001			82.5
2001-2002	368	280	76.0
2002-2003	370	320	86.5
2003-2004	497	419	84.0

Table 5 – Dwelling Completions – Total and Previously Developed Land by Sub-District

Sub-District	Overall Total	PDL	% Total PDL	% of Total Completions
Chadderton	15	15	3.6	3.0
Crompton	8	6	1.4	1.6
Failsworth	29	8	1.9	5.8
Lees	20	19	4.6	4.0
Oldham	299	290	69.2	60.2
Royton	22	18	4.3	4.4
Saddleworth	104	63	15.0	20.9
Total	497	419	84.3	

HOUSING LAND SUPPLY

Table 6 - Total Supply by Category 2004

Category	Sites	Dwellings
Sites under construction (dwellings remaining)	55	450
Sites with planning permission	152	627
Sites with an outstanding S106 agreement	17	456
Replacement UDP Sites	8	417
Other sites	23	145
Total Supply	255	2,095

* These figures do **not** include Revised UDP Phase 2 housing allocations.

Table 7 – Supply by Size, 2004

Sub-District	0.4 ha & less		0.4 ha and above		Total	
	Sites	Dwellings	Sites	Dwellings	Sites	Dwellings
Chadderton	16	32	3	202	19	234
Crompton	18	36	3	83	21	119
Failsworth	8	23	3	62	11	85
Lees	7	15	6	113	13	128
Oldham	64	155	17	529	81	684
Royton	19	51	5	177	24	228
Saddleworth	68	122	18	495	86	617
Total	200	434	55	1,661	255	2,095

Table 8 – Supply by Sub-District, 2004

Sub-District	Sites	Dwellings
Chadderton	19	234
Crompton	21	119
Failsworth	11	85
Lees	13	128
Oldham	81	684
Royton	24	228
Saddleworth	86	617
Total	255	2,095

Table 9 - Supply by Sub-District – number of sites – 1999 – 2004

Year	CH	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	16	11	77	23	83	248
2004	19	21	11	13	81	24	86	255

Table 10 - Supply by Sub-District – number of dwellings – 1999-2004

Year	CH	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

Table 11 – Supply of Dwellings on Previously Developed Land & Greenfield Sites 1999-2004

Year	PDL			GF			Total			
	Sites		Units	Sites		Units	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

Table 12 – Total Supply of Previously Developed Land (inc. conversions) By Sub-District, 2004

Sub-District	Sites	Dwellings
Chadderton	15	229
Crompton	18	114
Failsworth	10	84
Lees	12	127
Oldham	80	603
Royton	22	171
Saddleworth	69	585
Total	226	1,913

Table 13 - Small Sites Supply – Under construction and with an outstanding planning permission*, 1999-2004

Year	U/C		PP*		TOTAL	
	Sites	Dwellings	Sites	Dwellings	Sites	Dwellings
1999	29	70	N/a	N/a		
2000	37	76	88	155	125	231
2001	40	76	92	188	132	264
2002	58	125	94	176	152	301
2003	53	138	114	215	167	353
2004	39	89	141	274	180	363

*Includes sites awaiting the signing of a legal agreement.

Table 14 – Existing “Committed” Brownfield and Greenfield Supply*, 2004

Source of Supply	Dwellings		
	PDL	Greenfield	Total
Under construction	359	91	450
Outstanding planning permission	536	91	627
Outstanding S106	456	0	456
Total	1,351	182	1,533

* Does not include First Deposit Replacement UDP allocations.

Table 15 - Windfall Sites 2000-2004, by Sub-district

Year		CH	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

Table 16 - Windfall Sites by Size 1999-2004

	Small		Large		Total	
	Sites	Dwellings	Sites	Dwellings	Sites	Dwellings
1999	40	65	5	102	45	167
2000	62	109	7	508	69	617
2001	36	82	5	105	41	187
2002	35	77	2	62	37	139
2003	49	120	8	163	57	283
2004	62	130	17	270	79	399

Small = less than 10 dwellings/0.4 hectare. Large = 10 dwellings/0.4 ha and above.

**Table 17 – Windfall Sites 2004 – by Type of Property Planned (where known)
(Number of properties)**

Beds/Types	Det	Semi	Terrace	Flat	Total	% of Beds
1	0	0	4	10	14	4.7
2	5	8	18	136	167	56.6
3	7	21	30	1	59	20.0
4+	45	5	5	0	55	18.6
Total	57	34	57	147	295	
% of Type	19.3	11.5	19.3	49.8		

* Details of 295 properties are known out of the 399 dwellings planned.

APPENDIX 3 – SUB-DISTRICTS AND WARDS

For the purposes of this report, the locational analysis of housing development and housing land supply is based on the following sub-districts and wards as of March 2004. Please note that some ward boundaries and names changed in June 2004. Future reports will use the newer ward designations.

Sub-District	Ward
Chadderton	Chadderton North Chadderton Central Chadderton South
Crompton	Crompton Shaw
Failsworth	Failsworth West Failsworth East
Lees	Lees
Oldham	Alexandra Coldhurst Hollinwood St. James' St. Mary's St. Paul's Waterhead Werneth
Royton	Royton North Royton South
Saddleworth	Saddleworth East Saddleworth West