

Oldham

Local

Plan

Strategic Housing Land Availability Assessment as at 1 April 2021

December 2021



Oldham
Council

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1 Important information about the Strategic Housing Land Availability Assessment

- 1.1** In order to avoid any misunderstanding, the council would like to make the following disclaimer on the Strategic Housing Land Availability Assessment (SHLAA) and any other reports relating to its findings:
- *The SHLAA only identifies opportunities for development on sites which are considered to be deliverable, developable and available. It does not allocate sites for development. The allocation of sites for future development will be identified through the Places for Everyone (PfE) Joint Development Plan (formerly the Greater Manchester Plan for Homes, Jobs and the Environment (GMSF)), Oldham Local Plan (once adopted), any Neighbourhood Plans in the district or any sites that are included on Part 2 of the Brownfield Land Register (sites with Permission in Principle).*
 - *The identification of potential development land within the SHLAA does not imply that planning permission would be granted on these sites if an application were to be submitted. All planning applications will continue to be considered against the appropriate policies within the adopted Local Plan, having regard to any other material considerations, including national planning guidance. The identification of potential housing sites within the SHLAA also does not preclude them from being considered for other uses.*
 - *The SHLAA includes potential sites which are suitable to accommodate 5 housing units or more ⁽¹⁾. The exclusion of sites from the SHLAA which fall below this threshold does not preclude the possibility of a planning application being submitted and later granted. Suitable sites (particularly small sites) for residential development that have not been identified in the SHLAA will continue to come forward through the usual planning process. Site boundaries are based on the information available at the time of the assessment. The SHLAA does not limit an extension or contraction of these boundaries for the purpose of a planning application.*
 - *The classification of sites in relation to when they are likely to come forward for delivery is based on an assessment of the site at the time the SHLAA was undertaken. In practice, circumstances or assumptions may change which could mean that sites could come forward sooner or later than envisaged in the SHLAA.*
 - *The commentary that accompanies the SHLAA is based on the information available at the time of the assessment. As such there may be additional constraints that were not identified as part of the initial assessment. Additionally, some of the original constraints may no longer apply since the information was compiled. The SHLAA is one of a number of background documents used to inform the preparation of the Oldham Local Plan, Brownfield Land Register and guide the housing land supply position. It is a living document which will be regularly updated to take account of development taking place, new development opportunities and other changes in circumstances.*

¹ Sites below this threshold may be included if they have an extant (current) planning permission or which are under construction for housing.

2 Executive Summary

- 2.1** This report sets out Oldham Council's Strategic Housing Land Availability Assessment (SHLAA). The SHLAA is a technical document identifying land that might have potential for housing at some stage in the future, as required by the National Planning Policy Framework (NPPF). This states that a housing assessment should be used to establish realistic assumptions about the availability, suitability and the likely achievability (economic viability) of land to meet the identified housing need.
- 2.2** The report contains the methodology used to identify and assess sites, the findings from the assessment and the council's position in relation to meeting its housing land requirement. Maps of potential sites and a brief summary assessment are found in the appendices.
- 2.3** The SHLAA forms a key component of the evidence base underpinning housing policies and land allocations in Places for Everyone (PfE) (formerly the Greater Manchester Plan for Homes, Jobs and the Environment (GMSF)) and Oldham's Local Plan.
- 2.4** The SHLAA identifies the development potential of land that could be capable of delivering dwellings through an assessment of suitability, availability and achievability and indicates when it may come forward for development.
- 2.5** Whilst the SHLAA is an important evidence source it does not, in itself, determine whether a site should be allocated for development. Allocation will take place through the Local Plan, any Neighbourhood Plan and any site which may be granted Permission in Principle and included on Part II of a Brownfield Register. Instead, the purpose of the assessment is to provide information on a range of options to allow an informed decision to be made on which sites are most suitable to meet needs. The council will then be able to plan proactively by choosing sites to go forward into relevant development plan documents. The land included in the SHLAA forms the "baseline" housing land supply and does not include those strategic allocations which are being considered as part of PfE.
- 2.6** The SHLAA has followed the methodology set out in national Planning Practice Guidance (PPG) which states that it should assess each site's suitability, availability and achievability (including the economic viability of a site). It should then identify the potential type and quantity of development that could be delivered on each site, including a reasonable estimate of build out rates.
- 2.7** This assessment will provide the information as to whether a site can be considered "deliverable" or "developable":
- To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. [These are the sites that will form the five year housing land supply];
 - To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged [These are the sites that may form part of the post-five year housing land supply].

SHLAA findings / Housing land availability position

2.8 The sites within the SHLAA are split into different categories depending on their planning status and position within the housing land supply:

- Sites under construction (sites that have received planning permission and a material start has been made on site; the capacity figure quoted is the remaining number of dwellings yet to be completed;
- Sites with extant (current) full or outline residential planning permission;
- Saved housing allocations (UDP Phase 1 and 2);
- Lapsed and Stalled housing sites (sites that have previously had planning permission for housing but where this has expired before being implemented; also “stalled” sites where a material start has been made but where there has been no development activity for at least five years);
- Potential sites (sites that have been identified as being suitable for housing in the future but have not as yet received permission for housing or are not allocated for residential use. On the whole, these sites are considered unconstrained in relation to significant policy or physical limitations).

2.9 Table 1 below sets out the number of dwellings in each of these categories and places them in five year time periods, up to 2031 and beyond. The column headed "Total Dwellings 2021-2026" represents the five year housing land supply. “Potential” sites included are those which have yet to receive permission but where we are confident they will be delivered within five years e.g. they have been sold to a developer and/or a planning application has been submitted or is being prepared.

Table 1 Strategic Housing Land Supply (as at 1 April 2021)

SHLAA Category	Total Additions 2021-2026	Total Additions 2026-2031	Total Additions 11+	Total Additions All Periods
Sites under construction	1,056	0	0	1,056
Sites with extant planning permission	718	344	44	1,106
Saved UDP Phase 1 housing allocations	15	360	0	375
Saved UDP Phase 2 housing allocations	52	253	0	305
Lapsed and stalled sites >5 dwellings	106	486	337	929
Potential sites	946	3,116	2,993	7,055
<i>Subtotal</i>	<i>2,893</i>	<i>4,559</i>	<i>3,374</i>	<i>10,826</i>
Current small sites allowance minus any small sites already identified in supply	0	375	450	825
Current clearance allowance	-187	-25	-35	-247
Total	2,706	4,909	3,789	11,404

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- 2.10** Following consultation in 2018 on changes to the methodology, the Government has confirmed that the 2014-based household projections will provide the demographic baseline for assessment of local housing need, rather than the latest 2016-based household projections. This baseline is then adjusted for affordability.
- 2.11** Based on the above standard methodology, local housing need for Oldham has recently changed to 683 homes per year. This is due to the publication of the latest housing affordability ratios by the Office for National Statistics (ONS) in March 2021 and the subsequent adjustment this has made. Projected clearance is considered within the SHLAA and will need to be met on top of the local housing need.
- 2.12** The plan period for PfE (how many years the plan will cover) is 17 years – 2020-2037. PfE proposes a stepped housing requirement for Oldham of 352 homes per year for 2021-2025, 680 homes per year for 2025-2030, and 868 homes per year for 2030-2037. The stepped requirement equates to an average of 680 homes per year. Across the plan period the total housing need for Oldham is 10,884, including a buffer to provide flexibility.
- 2.13** Of the housing land supply identified in years 11+ within table 1, 308 homes have been identified as being deliverable post 2037.
- 2.14** Table 2 identifies the housing land supply identified in the SHLAA within the plan period for PfE of 2021-2037. Clearance and small sites allowances only apply to the plan period, therefore years beyond 2037, as included in Table 1, do not apply any allowances.

Table 2 PfE Plan Period Strategic Housing Land Supply (as at 1 April 2021)

SHLAA Category	Total Additions 2021-2026	Total Additions 2026-2031	Total Additions 11+ 2031-2037	Total Additions All Periods
Sites under construction	1,056	0	0	1,056
Sites with extant planning permission	718	344	44	1,106
Saved UDP Phase 1 housing allocations	15	360	0	375
Saved UDP Phase 2 housing allocations	52	253	0	305
Lapsed and stalled sites >5 dwellings	106	486	337	929
Potential sites	946	3,116	2,685	6,747
<i>Subtotal</i>	<i>2,893</i>	<i>4,559</i>	<i>3,066</i>	<i>10,518</i>
Current small sites allowance minus any small sites already identified in supply	0	375	450	825
Current clearance allowance	-187	-25	-35	-247
Total	2,706	4,909	3,481	11,096

3 Introduction

- 3.1** The Strategic Housing Land Availability Assessment (SHLAA) is a technical document comprising a list of sites that might have potential for housing at some stage in the future by assessing the suitability, availability and achievability of these sites. The requirement to undertake a SHLAA is set out in paragraph 68 of the National Planning Policy Framework (NPPF) 2021. This states that authorities should have a clear understanding of the land available in their area through the preparation of a SHLAA. It goes on to state that, from this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and the likely economic viability (achievability).
- 3.2** The SHLAA forms a key component of the evidence base which will underpin housing policies and land allocations in Places for Everyone (PfE) and the Oldham Local Plan. Paragraphs 74-76 of NPPF make reference to the need for local planning authorities to ensure the Local Plan meets the area's housing needs and to ensure a continuous five years' supply of housing land. This will be informed by evidence such as the SHLAA, which will contribute to identifying specific sites or broad locations for growth for a further six to ten years and, where possible, up to fifteen years after the Plan is adopted. The SHLAA therefore identifies a wide range of sites from those which form part of the five year housing supply (including sites which are already under construction) to those which may have potential in the longer term.
- 3.3** It is also used to inform the council's [Brownfield Land Register](#) which is published separately. The regulations ⁽¹⁾ on this require the publication of registers of previously developed land that is considered appropriate for residential development. The assessment of sites carried out as part of the SHLAA will help the council to decide which sites could be added to the Register.
- 3.4** Whilst the SHLAA is an important evidence source it does not, in itself, determine whether a site should be allocated for development or granted planning permission. Instead, the purpose of the assessment is to provide information on a range of options to allow an informed decision to be made on which sites are most suitable to meet needs.

Places for Everyone (PfE)

- 3.5** Places for Everyone is a long-term plan of nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth. The PfE Publication Plan was published by the GMCA on behalf of the nine districts, in August 2021.
- 3.6** The plan is a joint development plan of the nine districts which will determine the kind of development that takes place in their boroughs, maximising the use of brownfield land and urban spaces while protecting Green Belt land from the risk of unplanned development. It will also ensure all new developments are sustainably integrated into Greater Manchester's transport network or supported by new infrastructure.
- 3.7** The plan is the result of a process that began as the Greater Manchester Spatial Framework (GMSF) in 2014, and has been informed by the feedback received from residents, businesses and the development industry to previous consultations on that

1 Town and Country Planning (Brownfield Land Register) Regulations 2017.

Plan. The nine districts decided to continue to produce a joint plan following the withdrawal of Stockport Council from the GMSF in December 2020. References to the GMSF relate to the previous iterations of the joint plan which has informed PfE.

3.8 Places for Everyone:

- sets out how the nine boroughs should develop up until 2037;
- identifies the amount of new development that will come forward across the 9 districts, in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
- supports the delivery of key infrastructure, such as transport and utilities;
- protects the important environmental assets across the city region;
- allocates sites for employment and housing outside of the existing urban area; and
- defines a new Green Belt boundary for Greater Manchester

3.9 Public consultation on the PfE Publication Plan was carried out from August to October 2021. The plan is due to be submitted to the Secretary of State, together with all the supporting documents / background evidence and any representations received during this final stage of consultation, in January 2022. Independent Inspector(s) will then be appointed to undertake an independent examination into the plan.

3.10 The SHLAA methodology outlined in this report follows the relevant Planning Practice Guidance (PPG) note updated in July 2019 by the Department of Levelling Up, Housing and Communities (DLUHC) (formerly Ministry of Housing and Local Government (MHCLG)), which sets out the core outputs and process requirements for the assessment. PPG recommends that a “call for sites” is undertaken as part of the SHLAA process. The GMSF consultation in 2016 included a GM-wide call for sites where local residents, businesses, land owners and developers were invited to submit details of sites that they thought could be suitable for housing or economic development. Alongside the sites identified through other sources (see Table 2), the results of this call for sites process will contribute to the range of the sites and broad locations that are considered in the SHLAA where they fall within the urban area (and not in the Green Belt).

Scope of Assessment

3.11 PPG states that the area selected for the assessment should be the housing market area (HMA). Discussions on the Areas of Assessment for housing land requirements were carried out through the first GMSF consultation. The Options Paper concluded that, given the complex functioning of housing and labour markets within GM, the issues of district identity, and the availability of population and household projection data, it was considered that the most appropriate unit of analysis below GM was the individual districts. These were subsequently used as the areas of assessment for the October 2016 draft GMSF. Therefore the area of geographical assessment for the SHLAA – which equates to the Housing Market Area - is the Oldham Borough boundary (apart from those parts of the Borough that fall under the responsibility of the Peak District National Park Planning Authority).

3.12 As stated, the council is working collaboratively with the GMCA and the other eight GM districts to ensure that, whilst each authority will undertake their own SHLAA, the broad approach is consistent and will be used to inform PfE.

3.13 This report updates the 2020 SHLAA, published in January 2021. The baseline for this assessment is 1 April 2021. It provides the five year land supply position covering the period between 1 April 2021 and 31 March 2026, and also identifies the potential supply for the medium (years 6 to 10) and longer term (11 years plus).

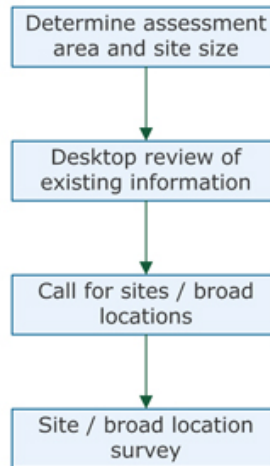
4 Methodology

4.1 The purpose of this section is to outline the procedure used for completing the various stages of the SHLAA, informed by the methodology set out in the current PPG (updated July 2019). The guidance recommends the use of this standard process as it makes clear what inputs and processes are required in order to create a robust assessment of land availability, helping to ensure a consistent and thorough review is undertaken. It states that the assessment should:

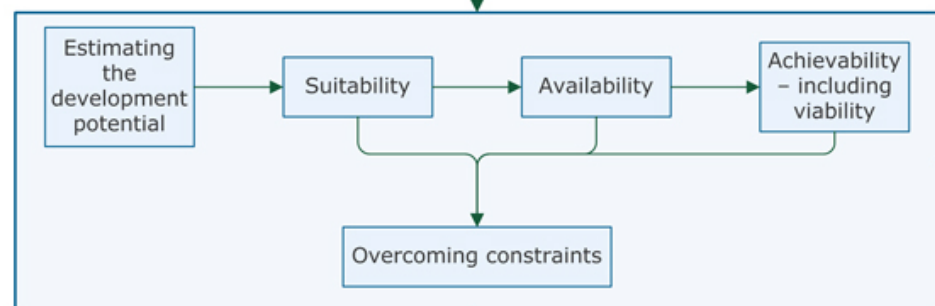
- Identify sites and broad locations with potential for development; assess their development potential; and assess their suitability for development and the likelihood of development coming forward (the availability and achievability);
- Set out the potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when;
- Include an indicative trajectory of anticipated development and consideration of associated risks.

4.2 The flow chart overleaf sets out the various stages in the methodology:

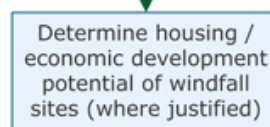
Stage 1- Site / broad location identification



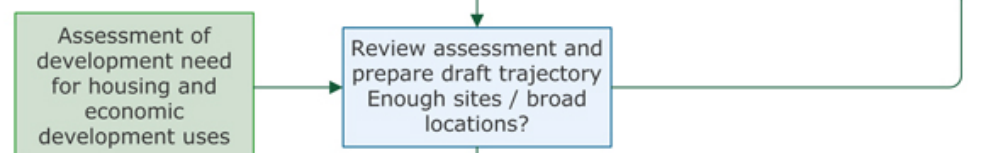
Stage 2 - Site / broad location assessment



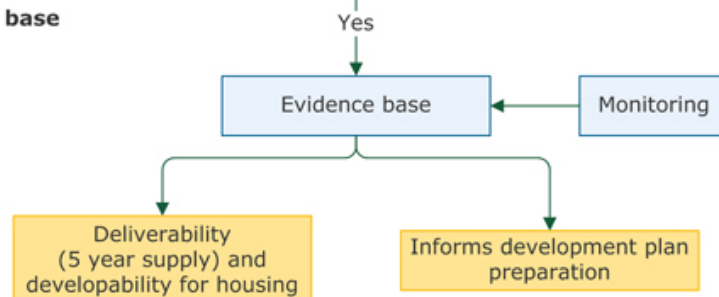
Stage 3 - Windfall assessment



Stage 4 - Assessment review



Stage 5 - Final evidence base



Stage 1: Site and Broad Location Identification

Determining which sites and areas will be surveyed

- 4.3** PPG advises assessing a range of different site sizes from small-scale pieces of land to potential large-scale development parcels. The guidance suggests applying a minimum size threshold of sites and broad locations to include only those capable of accommodating five or more dwellings or economic development on sites of 0.2ha (or 500m² of floor space) and above. However, the guidance allows for alternative thresholds if appropriate.
- 4.4** As a general rule, aside from small sites under construction or which have an extant (current) planning permission for housing, rather than a specific site area, the threshold of a capacity of 5 dwellings or more has been used to determine which sites should be included in the SHLAA. This threshold relates to the small sites allowance which is discussed in more detail in section 4.48 onward.

Data sources

- 4.5** Table 3 below identifies the data sources from which the list of sites and broad locations has been selected for this assessment:

Table 3 Potential data sources for site/location identification

Type Of Site	Potential Data Source	Explanation
Remaining capacity on housing sites under construction	Building control records (Acolaid)/ Council tax records	Commencements and completions of dwellings are monitored quarterly from Building Control, Council Tax and site visit information.
Sites with planning permission for housing or where the council has resolved to grant planning permission subject to the completion of a S106 Agreement. This includes any sites where permission has lapsed or where construction has stalled.	Planning application records (Uniform) / Housing Land Audit (HLA) (held by Strategic Planning)	Details of all sites granted planning permission for residential use are taken from the council's planning application record system (Uniform) and entered into the HLA database. This is used to monitor the housing land supply and record housing completions (using building control records, council tax records and site visits).
Sites submitted by residents, landowners and developers	GM-wide call for sites exercise, undertaken as part of the GMSF consultation.	A GM call for sites exercise was launched in November 2015 and closed in February 2017. This asked local residents, businesses, land owners and developers to identify sites that they thought could be suitable for housing or employment development. The assessment of these has been carried out at GM level but where they fall within the urban area (not in the Green Belt), sites have also been included for local assessment through the SHLAA.

Type Of Site	Potential Data Source	Explanation
Existing housing allocations and site development briefs / Masterplans on sites not yet with planning permission	Previous local call for sites exercises and ongoing call for sites exercise (from SHLAA 2018)	The council undertook a 'call for sites' survey in 2012, to inform the then proposed Site Allocations Development Plan Document ⁽¹⁾ . There is also an ongoing call for sites exercise which was published as part of the previous SHLAA in 2018. Any sites which remain undeveloped and meet the site and location criteria have been included in the SHLAA for consideration. The ongoing call for sites will remain open for sites to be submitted in response to this SHLAA until the next update.
	Sites submitted as part of any further Local Plan consultation	The council issued a Regulation 18 notice ⁽²⁾ , in 2017 marking the beginning of the new Local Plan review. A number of sites were submitted for consideration as part of the early consultation on this ⁽³⁾ .
Existing housing allocations and site development briefs / Masterplans on sites not yet with planning permission	Local Plan allocations for housing	Remaining (i.e. un-developed) saved Phase 1 and 2 housing allocations which were carried forward into the Joint Core Strategy and Development Management Development Plan Document (Joint DPD) adopted in November 2011 from the previous Unitary Development Plan (UDP) 2006.
	Masterplans / Development briefs	Sites identified for potential residential uses such as Oldham's 'Creating a Better Place' Strategy and Royton Town Centre Masterplan.

1 The preparation of the Site Allocations document has now been superseded by GMSF/PfE consultation and the Local Plan Review.

2 Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 sets out specific requirements for local planning authorities relating to the initial stages of plan production.

3 The council undertook an initial consultation during July and August 2017 seeking views on what the new Local Plan should contain. Additional consultation will take place as the different stages of the Local Plan are prepared and published. Most recently, the Local Plan: Issues and Options consultation took place between July-August 2021. Further information can be found in the council's Local Development Scheme: https://www.oldham.gov.uk/info/200709/documents_in_the_local_development_framework/230/local_development_scheme

Type Of Site	Potential Data Source	Explanation
	Oldham Town Centre Vision/ 'Creating a Better Place' Strategic Framework	The Oldham Town Centre Vision that has been refreshed to include plans for around 2,000 modern homes, 1,000 new jobs and a linear urban park, in support of delivering the Creating a Better Place strategic framework. The proposals recognise that quality housing must be complemented by access to local services, public transport, shops and open green space to improve quality of life and make Oldham an even better place in which to live, work, visit and do business. The refresh of the Vision coincides with Oldham Council's purchase of Spindles Town Square Shopping Centre to act as a catalyst for economic regeneration, including releasing land for new homes in the town centre.
Existing Potential Sites database and previous published SHLAA / SHLAA updates	SHLAA database	The council has an extensive database of sites which have previously been identified as having potential for development; some of these may have been discounted in the past due to former policy non-compliance and these will be reconsidered in light of the new Local Plan review and the desire to minimise the loss of Green Belt.
Land in Oldham Council's ownership	Council's Asset Register / District Asset Review / Open Space Study	Sites which are being considered for disposal will be assessed for their development potential where appropriate. This may include redundant council facilities/buildings, cleared sites and existing open space.
Surplus and likely to become surplus public sector land	Records of public sector land / Land Commission map	Assessing records and maps and engagement with strategic plans of other public sector bodies such as Central Government, National Health Service, Police, Fire Services, utility providers, statutory undertakers.
Additional opportunities in established uses / designated for other uses which may	Mill Survey	A comprehensive survey of Oldham's historic textile mills was carried out by Historic England in 2016. This recorded the condition, occupancy and existing use of mills. As the mill sites form an important source of brownfield land, they have been included in the SHLAA to assess future residential potential.

Type Of Site	Potential Data Source	Explanation
have potential for housing development	Oldham's Draft Mill Strategy (2021)	A (Draft) Mills Strategy has also been produced for Oldham that identifies which undesignated mills should be protected and whether they have scope for conversion, taking into account viability and other constraints. The strategy will also identify which undesignated mills (mills that are not listed) are of less importance and where opportunities arise the council may be able to be less protective over these mills, potentially enabling them to be developed for alternative uses, such as new homes. The (Draft) Mill Strategy was used to inform the site assessment, as appropriate.
	Retail and Leisure Study	A Borough-wide Retail and Leisure Study was completed in September 2020 by Santec. The report provided an assessment of retail and leisure needs in Oldham and will help to inform new retail and town centres policies. The report concluded a number of findings, including identifying several sites with residential potential in the borough's centres.
	Discussions with Regeneration section	The council's Regeneration section work closely with business and investors and are aware of potential development opportunities or relocation plans across the borough.
	Sources include: Local authority empty property register National Land Use Database-Previously Developed Land Commercial property databases Open Space Study	Vacant land and buildings have been assessed for their housing development potential.
Vacant and derelict land and buildings (including empty homes, redundant and disused agricultural buildings, potential permitted development changes e.g. offices to residential)		

Type Of Site	Potential Data Source	Explanation
	<p>Employment Land Review</p> <p>Mill Survey</p> <p>Oldham's Mill Strategy</p> <p>Retail and Leisure Study</p> <p>'Creating a Better Place' Strategic Framework</p>	
Other greenfield land around edge of the urban area	Site surveys / Ordnance Survey maps / Aerial photography	The edges of existing urban areas and potential infill opportunities were assessed to identify any potential for urban expansion; this was done as a desktop exercise scrutinising OS and aerial maps, site visits, local knowledge and through suggestions at workshops / consultations.
Large scale redevelopment and redesign of existing residential or economic areas	Regeneration priority areas / proposals	Additional capacity or newly available land may emerge as part of wider clearance / redevelopment proposals.

- 4.6** As part of the Local Plan Review, the council will also be undertaking an Employment Land Review which will help to better understand the area's employment land supply. When completed, the review will feed into future housing assessments by analysing the quality and suitability of existing economic land to determine whether it is still fit for purpose and consequently whether the land could be better developed for another use, such as housing.
- 4.7** Three new sources of evidence have been assessed and have fed into the SHLAA (as at 1 April 2021), such as Oldham's Draft Mill Strategy, The Retail and Leisure Study and Oldham's Creating a Better Place Strategic Framework. An assessment of the evidence within these sources has provided over 1,700 additional homes on brownfield sites identified as being suitable, available and achievable for residential development in the future, which have been included within the Housing Land Supply, as part of this SHLAA.

Stage 2: Site / Broad Location Assessment

Desktop review of existing information

- 4.8** In accordance with the PPG, the long list of sites and broad locations derived from data sources and the call for sites was assessed against national policies and designations to establish the development potential of the land and whether they should be included in the SHLAA survey.
- 4.9** All sites included within the SHLAA have been plotted onto the council's Geographical Information System (GIS). A dedicated SHLAA database of known sites and locations, which also records the following information:
- Site name, address and other details (including location coordinates);
 - Nature of the land and surrounding area (e.g. brownfield / greenfield; residential, industrial etc.);
 - Existing and / or previous uses, where known;
 - Planning history;
 - Land ownership details, where known;
 - Constraints information;
 - Accessibility;
 - Site visit notes;
 - Development potential (if not already identified through existing planning permission);
 - Assessment of deliverability and developability (informed by of an assessment of the site's suitability, availability and achievability).

- 4.10** A review of existing information held by the council will also be used to identify potential constraints to development. Such sources include information held by Development Management (conservation areas, listed buildings, tree preservation orders etc.), Environmental Health (contaminated land, noise, proximity to landfill sites etc.), and Strategic Planning and Information (public transport accessibility, access to key services, current Local Plan designations etc.). There will also be consultation with key organisations (such as Environment Agency and United Utilities) and other sections within the council as appropriate. GM Mapping tools and data, which provides information on key constraints and infrastructure, has also been used to inform the assessments.
- 4.11** PPG states that those sites where particular policy constraints have been identified through the desktop analysis should still be included in the wider assessment process for the sake of comprehensiveness but these constraints must be clearly set out. Importantly, however, it must be borne in mind that the desktop review should test the previously defined constraints on whether they are still relevant and appropriate, rather than unquestionably replace them.
- 4.12** PPG makes clear that the site survey should be proportionate to the level of detail required for a robust appraisal. Therefore, a greater level of assessment has been carried out on those sites that are considered to be realistic candidates for development, particularly those that could come forward in the shorter term.

Assessing Suitability, Availability and Achievability of Sites / Broad Locations for Development

- 4.13** Assessing the suitability, availability and achievability (including the economic viability of a site) will provide the information as to whether a site can be considered deliverable or developable. NPPF defines these terms as follows:
- To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. These are the sites that will form the five year housing land supply;
 - To be considered developable, sites should be in a suitable location for development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged. These are the sites that may form part of the post-five year housing land supply.

Assessing the suitability of sites / broad locations for development

- 4.14** An assessment will be made of the suitability of the identified use or mix of uses of a particular site or broad location, including whether the development may meet the needs of the community.
- 4.15** The assessment of suitability should be guided by:
- National planning policy set out in the NPPF, local planning policies in the adopted Local Plan (where these are considered up-to-date and are relevant to the SHLAA) and emerging Local Plan documents;

- any physical and other constraints identified through desk top surveys and site visits such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
- landscape features, nature and heritage designations;
- appropriateness and likely market attractiveness for the type of development proposed;
- contribution to regeneration priority areas;
- environmental / amenity impacts experienced by would be occupiers and neighbouring areas.

4.16 When assessing the sites against the adopted Local Plan, it will be necessary to take account of how up to date the policies are and whether identified constraints are still appropriate. The extent to which constraints can be overcome will also need to be considered, as well as the necessary action required to achieve this. This may include, for example, investment in new infrastructure, dealing with land ownership issues, environmental improvement and considering whether current development policies are responsible for constraining development. An indication of when and how the action could be delivered will also need to be given, as well as stating how this will affect the subsequent deliverability of the sites. Oldham's Local Plan is currently being reviewed and will be influenced by the outcomes of PfE. Policies and approaches emerging from this, alongside changes to national policy guidance and legislation, are very likely to have to be taken into account.

4.17 Sites allocated in existing plans or with extant planning permission will generally be considered suitable for development, given that an assessment of suitability formed part of the decision to grant planning permission or allocate the site. However, it may be necessary to assess whether circumstances have changed which would alter their suitability.

4.18 In determining the suitability of sites, the following key assumptions have been made:

- Although the NPPF encourages the use of previously developed land, it does not promote a sequential approach to the use of land. Therefore, greenfield sites which do not have any other policy protection or constraints may be considered suitable for development;
- Apart from those sites identified for development in PfE and where appropriate, brownfield sites within the Green Belt, or those which have planning permission, sites in the adopted Green Belt have been considered unsuitable for development given their conflict with Local Plan policy and the very strong protection afforded to the Green Belt in NPPF. These sites have not gone through any further suitability assessment;
- Land within established employment areas (in particular allocated Business Employment Areas and Saddleworth Employment Areas) have generally been considered unsuitable for housing development. This is unless there is known developer interest in a site and it is considered likely that justification for the loss of employment land could be provided. This is also the case for mills and other

employment sites that are in good condition, are occupied or are providing an important economic function. These will continue to be reviewed but if they appear to be economically viable or still provide an important local employment function, the recommendation will usually be that they remain in their current use. As this is only a general assessment, some employment sites identified as suitable may prove not to be when assessed in more detail (i.e. when more evidence is available);

- Sites which are constrained by current open space policy will need to be subject to a more detailed open space audit and review before being considered for housing, assessing it against current and future needs of local residents. This is unless current circumstances suggest they could be suitable;
- Other Protected Open Land (OPOL): this is a local designation and sites currently allocated as OPOL are being reviewed as part of the preparation of the new Local Plan to assess whether in line with definition in NPPF they meet the criteria for future protection as Local Green Spaces (LGS). An initial assessment of these sites has suggested that some areas may have housing potential. However, in order for these sites to be available for development they would need to be de-designated as a protected site through the Local Plan process. Those sites which are currently felt to have potential therefore remain as discounted but this will continue to be reviewed as part of future SHLAAs. Any OPOL which may form part of a PfE allocation has been assessed separately.

4.19 Other reasons which may make a site unsuitable:

- Sites where there is no physical point of access to the highway and no prospect of creating an access within the landholding;
- The topography of the site makes development difficult;
- The site is significantly affected by pylons and/or masts which would reduce the developable area;
- Land identified by the environment agency as falling within flood risk zones 3a and/or 3b;
- Sites within national designations including SSSIs, Special Areas of Conservation and Special Protection Areas;
- Sites where it is known that they are not available and there is no reasonable prospect of residential development being achieved;
- Current use of the site is the most appropriate and should be retained e.g. employment, allotments, car park, open space.

4.20 Sites considered unsuitable are deemed as having no housing potential and will not be put through the full assessment process and no potential dwelling capacity will be counted towards the land supply.

Assessing the availability of sites / broad locations for development

4.21 A site is considered available for development, when, on the best information available, there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips, tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop or sell the land for development.

4.22 In assessing the availability of sites for development, land ownership constraints have been examined in the following ways:

- Determining whether a site is in active use and how likely it is that this will cease and the site will become available for other uses;
- The likely disposal date of any council or other public sector land;
- Ownership information from planning application forms (with the assumption that if the applicant was also the owner of the site at the time of the application, then it is reasonable to assume there are no ownership issues to prevent development);
- Knowledge of whether a site is owned by a developer, has had developer interest or has been marketed for sale;
- Sites suggested for development through a call for sites process (including local call for sites and through GMSF consultations).

4.23 Where potential availability problems have been identified, then a judgment will need to be made as to how and when they can realistically be overcome. This will help to determine where the site may sit in the housing land supply. Consideration should also be given to the delivery record of the developers or landowners putting sites forward, whether the planning background of a site shows a history of unimplemented permissions or how well the promotion of a site through the development plan process has been translated into the implementation and delivery of new housing on the ground.

Assessing the achievability (viability) of sites / broad locations for development

4.24 A site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and let or sell the development over a certain period.

4.25 In assessing whether each site is achievable, account has been taken of adjacent uses, attractiveness of the locality and the level of potential market demand. In addition, the following factors have been considered:

- Whether planning permission has been implemented / construction has commenced on the site;
- The known intentions of the developer/landowner in bringing the site forward for development;

- Evidence of viability prepared to support the development of the site e.g. documents submitted as part of a planning application or in a call for sites submission;
- Obvious costs that would impact on a scheme's viability (for example, remediation costs on a site that has been used for industrial purposes or landfill in the past).

Estimating the development potential of each site

- 4.26** When assessing the capacity of a site, it is acknowledged that not all of a site will be built on. Site areas are recorded in 'gross' hectares but in order to reflect the realities of development it is necessary to identify the 'net' development area. If a site were to be developed in real-life this developable area would need to exclude areas such as major distributor roads, community facilities (such as a new school or health centre), significant areas of open space and landscaping and green infrastructure. In general the greater the site area, the greater the area given over to supporting infrastructure.
- 4.27** For the SHLAA the following assumptions on net developable area were used (in line with the approach taken from the PfE strategic allocations):
- Large Sites (100 hectares +): likely to have greater requirements for ancillary facilities/uses, for example schools, open space, roads therefore assume 70% of gross area;
 - Small Sites (less than 100 hectares): these are smaller in size therefore fewer infrastructure/service requirements – assume 80% of gross area.
- 4.28** As there are no large sites assessed in this SHLAA, the 80% assumption has generally been used for all sites which do not already have an identified capacity or where other identified constraints have determined a developable area.
- 4.29** Having calculated the developable area, it is then necessary to estimate the potential development capacity of each site i.e. the number of dwellings the site could accommodate. Many of the sites have been put forward with an indicative site capacity or this has already been established through the plan making or planning application process. Where detailed information from planning applications, masterplans or information provided from Call for Sites is available, that will be used to allocate dwelling yield to the appropriate time-frame.
- 4.30** For other sites where there is no suggested capacity, the SHLAA has used the proposed density assumptions for different locations set out in the PfE Publication Plan published in August 2021 (adjusted for any individual site characteristics or physical constraints). Increasing residential densities is an essential element of the PfE strategy and new development should take advantage of high public transport connectivity where applicable. The assumptions are set out in Table 4 overleaf.

Table 4 PfE 2021 Density Assumptions for New Housing

Location (highest density applies when site falls within more than one location)	Minimum net residential density (dwellings per hectare)		
	Within the location	Within 400 metres	Within 800 metres
Designated centres:			
City Centre	200	120	70
Designated town centres	120	70	50
Other designated centres	70	50	35
Public transport stops:			
Main rail stations and Metrolink stops in the City Centre	N/A	200	120
Other rail stations and Metrolink stops in large designated centres	N/A	120	70
Other rail stations with a frequent service and all other Metrolink stops	N/A	70	50
Areas within GMAL 6 and above	50	35	35
All other locations: minimum net residential density of 35 dwellings per hectare			

4.31 The policy states that lower densities may be acceptable where they can be clearly justified, including where there is a demonstrable need for a particular type of housing that cannot be delivered at higher density or site-specific issues, such as design or impact on landscape.

4.32 In order to deliver a mix of housing, the densities above should typically be delivered as follows:

- a. 35-70 dwellings per hectare: primarily houses;
- b. 70-120 dwellings per hectare: mix of houses and apartments;
- c. 120+ dwellings per hectare: primarily apartments, incorporating houses and/ or ground-floor duplexes where practicable.

- 4.33** In identifying the capacity of Potential Sites within the SHLAA, the density assumptions set out above were applied. In the case of historic mills, which are often large, multi-storey buildings with a large existing floorspace, a higher density has been applied to account for conversion to apartments or, if the mill is to be demolished, to make the most efficient use of land.
- 4.34** The true potential of a site can only be determined by more detailed assessment having regard to a number of factors outside the scope of this assessment so it should be noted that the dwelling capacity of sites in this report is indicative only. It should not be assumed that planning permission may be granted only for the number of dwellings identified in the SHLAA.

Timescales and rate of development

- 4.35** The information gathered from assessing the suitability, availability and achievability of the development land will be used to determine the likely timescale within which each site is capable of development. This may include indicative lead-in times and annual build-out rates.
- 4.36** Having regard to the definition of 'deliverability' in the glossary of NPPF, there is an assumption that sites with full planning permission for residential use are deliverable within the next five years, unless there is clear evidence that they will not be implemented within this timescale. Sites with outline permission or existing housing allocations may be included in the five year supply if there is evidence to suggest that they will be delivered in the short term, or they do not constitute 'major' development (i.e. they have a capacity of under 10 dwellings).
- 4.37** Alongside sites with planning permission, some sites without extant permission (as of 1 April 2021) have been included in the five year supply. These are generally those which have previously been identified as a potential housing site and which are going through the planning permission process and/or where the council is satisfied that the landowner/developer has demonstrated there will be development on the site within the next five years.
- 4.38** For other sites, an estimate has been made as to when they will come forward for development, informed by the following factors:
- The size of the site, assuming that (for sites without an extant permission) development that is not major (i.e. less than 10 dwellings) is usually likely to be deliverable sooner than larger, more complicated sites;
 - Whether a site already benefits from outline permission or the landowner has shown as interested in developing the site;
 - Regeneration and funding priorities;
 - Whether the site is occupied or whether existing uses will need to be relocated;
 - Whether there is known developer interest in the site;
 - Evidence relating to financial viability of the site;
 - Any need for site assembly or any legal or ownership constraints;

- The need for mitigation or particular infrastructure provision before development can take place; and
- Market conditions.

4.39 In order to establish realistic delivery rates, analysis has been undertaken of the average time taken between a grant of planning permission and start of construction – and then the number of completions that take place per year ⁽⁴⁾. It should be noted that this analysis is an estimate and some types of development, such as those including affordable homes, are often driven by funding commitments and tend to be built out relatively quickly and are therefore not necessarily typical of the housebuilding market. Delivery rates are therefore indicative and the delivery of sites may differ in reality. Where other information on delivery rates is available this has been used instead.

4.40 Table 5 below, sets out the indicative delivery rates which have informed the SHLAA (as at 1 April 2021), where appropriate:

Table 5 Indicative Delivery Rates

Size of site (dwellings)	Average number of dwellings completed per year
100+	65
50-99	48
20-49	18
10-19	6
5-9	3
Under 5	1

4.41 Having regard to the above considerations, each site was placed into one of three categories:

- Likely to be developed within 1 to 5 years (i.e. 01/04/21 to 31/03/2026);
- Likely to be developed within 6 to 10 years (i.e. 01/04/2026 to 31/03/2031);
- Likely to be developed 11 years plus (i.e. 01/04/2031 onwards).

4.42 The categorisation of sites within the above timescales is based on the circumstances of the site and officers' views held at the time of the assessment. Circumstances may change resulting in sites coming forward sooner or later than first envisaged.

4 Oldham's Housing Delivery Test Action Plan Part 1 - 'Table 3: Lead-in times and build out rates', page 12, available at: https://www.oldham.gov.uk/downloads/file/7036/housing_delivery_test_-_part_1

Stage 3: Windfall Assessment

- 4.43** The following section discusses whether an allowance needs to be made for larger windfall sites i.e. those which have not been specifically identified as available for housing but have unexpectedly come forward and have subsequently been identified as having potential or have been granted planning permission. Local authorities have traditionally made 'allowances' for windfall sites when demonstrating the supply of land in their areas, to reflect the fact that sites continually come forward despite not being specifically allocated in the local development plan or being identified as part of the supply within studies such as the SHLAA.
- 4.44** As mentioned in paragraph 70 of NPPF, a windfall allowance may be justified as part of the housing land supply if there is compelling evidence that such sites will continue to provide a reliable source of supply. The allowance must be realistic and the results of this SHLAA exercise, historic windfall delivery rates and expected future trends will assist in determining this.
- 4.45** Oldham does not have a Site Allocations DPD and the only specific housing allocations comprise of a limited number of allocated sites which were brought forward from the 2006 UDP. Therefore, for Oldham, a "windfall" is defined as a site that, at the time that planning permission was granted for housing, had not previously been a housing allocation or had not appeared on a previous list of sites that made up the housing land supply (as part of the SHLAA or partial update of this).
- 4.46** There will always be a large number of sites coming forward for housing which have not previously been specifically identified as having housing potential. The nature of these (for example, changes of use, conversions or sub-divisions of existing buildings, relocation of existing businesses which frees up land for other uses and so on) can often mean that their redevelopment is difficult to anticipate in advance, especially if they are relatively small.
- 4.47** One way to calculate an indicative delivery rate is to identify all sites which would have been considered a "windfall" at the time it was first granted permission and calculate completions that have taken place on these sites. For historical data, it has proved difficult to establish whether some sites would have been windfalls as they may have been built out over a number of years and the original permission may pre-date the consistent monitoring data that is currently available. Therefore, the most practical period to choose for this analysis was to use the base date of the first full SHLAA of 1 April 2012. Initial results suggest that a relatively significant number of dwellings have been granted permission on such sites. However, this is not considered a long enough timeframe to establish a consistent trend, especially as there is inevitably some lag between sites gaining permission and completions coming forward.
- 4.48** Therefore, it is considered most appropriate not to have a windfall allowance until there is more evidence available. It is considered that windfall sites will continue to supply a relatively significant proportion amount of housing land and therefore, instead of a specific allowance, there is an assumption that if some sites identified in the housing land supply are not delivered in the timeframe anticipated, these will be replaced by windfall sites.

Approach to small sites in the planning system

4.49 The council considers that it is appropriate to make an allowance for small sites (i.e. those below the SHLAA threshold of 5 dwellings). This is because it is difficult and resource intensive to specifically identify and assess small sites that have potential for residential development for inclusion in the SHLAA, beyond the five-year supply. Sites with planning permission or under construction are identified within the five-year supply as explained below.

Garden Land

4.50 NPPF states that where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.

4.51 In previous years, the small sites allowance has been calculated using past delivery trends for small sites, including garden land development. It was considered appropriate to include garden land small site development because for several years the number of small sites coming forward on garden land was relatively significant in terms of the overall small site supply. However, over the past three years the number of dwellings coming forward on garden land has been minor (less than 4%) compared to the overall small site supply. As such, in order to accurately reflect trends in small site delivery within the borough, and to align with NPPF, garden land development has been excluded from the small site supply for 2020/21. This position will be kept under review in line with available evidence.

4.52 The allowance rate is based on an analysis of housing completions on small sites over a five year period 1 April 2016 to 31 March 2021. This shows that 374 homes have been completed on small sites in this period (around 17% of all completions over this time), equating to an average of 75 homes per annum. As the allowance is based on small sites completions over a five-year period, garden land developments remain part of the small sites calculations for the four years prior to 2020/21, but are excluded from 2020/21, as set out above.

Table 6 Housing Completions on sites producing less than 5 dwellings 01/04/2016 to 31/03/2021

Year	Total completion on sites under 5 dwellings
2016/17	35
2017/18	86
2018/19	109
2019/20	71
2020/21	73

Year	Total completion on sites under 5 dwellings
TOTAL	374
Average p.a.	75

4.53 Any small sites allowance would only be applied from year 6 as small sites are already included in years 0-5 (where it is known they have planning permission or are under construction). Account must be taken of any small sites that are already in the post-five year supply and the capacity of these sites must be subtracted from the allowance in order to ensure there is no double-counting. In previous years, a number of small sites were included in the post-five year supply (mainly those with a lapsed permission) but these have now been removed and the allowance will apply.

4.54 Table 6 shows that, based on the average number of homes delivered over the past five years on small sites, there could be an allowance of 825 dwellings applied from 1 April 2026 to 30 March 2037.

Clearance Allowance

4.55 Similar to having an allowance for additional dwellings that are not already accounted for, an estimate needs to be made of how many dwellings may be cleared or lost from the housing land supply. The capacity of sites in the SHLAA shows a net figure which already takes account of demolition and replacement. For example, if one house is demolished and replaced by two, the capacity would only show a net gain of one; or if two dwellings are converted into one, a net loss of one would be recorded. However, there are also circumstances where dwellings are cleared or lost but are not replaced by new residential development. For example, houses cleared to make way for wider non-residential redevelopment or through change of use of a dwelling to another use. In previous years, large scale renewal schemes have led to relatively high clearance rates but, more recently, most clearance/loss is on a very small scale.

4.56 In previous years clearance allowance (an allowance for the loss or demolition of dwellings/ conversion of dwellings to non-dwellings) has been identified based on the average of the previous five years losses of dwellings to non-dwellings/ demolitions. As was the case in the SHLAA as at 1 April 2020, for 2021-2026 as well as the average annual clearance allowance calculated as set out above – minus 5 dwellings per year – an additional clearance allowance has been included to account for the large-scale demolition and redevelopment of Crossbank and Summervale House, Vale Drive, Oldham (site reference SHA2130). The redevelopment of this site will provide 88 homes (as approved as part of the planning permission June 2021), which is a net loss of 162 homes across the site compared to the previous site capacity (250 homes). In the SHLAA as at 1 April 2020 it was reported the net loss of the site would be 138 homes, however a slightly reduced site capacity has since received planning permission (June 2021) impacting the net loss.

4.57 As a result, the 162 homes lost through the redevelopment of this site have been added to the annual clearance allowance for the first 5 years (2021-2026), resulting in a clearance allowance of minus 187 homes for the first five years and minus 5 homes per year thereafter up to 2037. Once the demolition of the site has occurred, the additional clearance will be removed and revert to the standard clearance allowance.

Table 7 Clearance / loss of dwellings 01/04/2016 to 01/04/2021

Year	No. of dwellings included in permissions resulting in clearance/loss*	Has the loss taken place (no. of dwellings lost)?
2016/17	5	1
2017/18	6	1
2018/19	10	9
2019/20	8	4
2020/21	3	3
TOTAL	32	18
Average p.a.	6.4	3.6

*Not including sites where cleared dwellings are replaced by new dwellings

4.58 Table 7 shows that clearance/loss of dwellings to other uses has been minimal over the last five years, with 32 dwellings being granted permission for change of use or demolition and only 18 actual losses. A relatively small clearance allowance of minus 5 dwellings a year has therefore been applied (in addition to the extraordinary 162 loss), as an average of both permissions granted for demolition/ change of use and the actual losses. This will be reviewed in future SHLAAs as appropriate.

5 Findings

Results of the Assessment

5.1 The sites within the SHLAA are split into different categories depending on their planning status, position within the housing land supply and the level of assessment required within the SHLAA:

- Sites under construction (remaining capacity as at 01/04/21);
- Sites with extant residential planning permission as at 01/04/21;
- Saved housing allocations (UDP Phase 1 and 2);
- Lapsed and Stalled housing sites;
- Potential sites;
- Discounted sites.

5.2 All sites and broad locations are placed within one of the above categories and the assessment then determines how many homes are likely to be delivered on each site (if any) and when. This calculation then informs the housing trajectory to determine short and long term housing potential across the borough.

5.3 *Please note that these findings are based on the housing land supply position as at 1 April 2021. Whilst it has been informed by the latest information available during its preparation, inevitably, the status of many of the sites included in the SHLAA will have changed by the time it is published. Changes will be picked up in future updates of the SHLAA.*

Breakdown of Housing Land Supply

See Appendix 1 for full listing of sites.

5.4 The tables below provide a summary of the capacity of sites in the overall land supply. Table 8 shows a summary of the housing land supply by ward and the following tables break the supply down by site category. Further detail and an explanation of the categories of sites in the SHLAA is set out in the following section.

Table 8 Housing Land Supply Ward Summaries

Ward	Total Dwellings Years 0-5 (2021-2026)	Total Dwellings Years 6-10 (2026-2031)	Total Dwellings Years 11+ (2031+)	Total Dwellings (all periods)
Alexandra	145	132	37	314
Chadderton Central	258	0	384	642
Chadderton North	5	28	91	124
Coldhurst	272	666	801	1,739
Crompton	3	5	0	8
Chadderton South	103	111	136	350
Failsworth East	96	245	10	351
Failsworth West	278	69	285	632
Hollinwood	141	98	234	473
Medlock Vale	356	207	8	571
Royton North	48	95	52	195
Royton South	162	285	0	447
Shaw	149	775	63	987
St James'	263	113	39	415
St Mary's	90	637	786	1,513
Saddleworth North	122	250	84	456
Saddleworth South	79	119	24	222
Saddleworth West & Lees	102	331	53	486
Waterhead	100	148	282	530
Werneth	121	245	5	371
TOTAL	2,893	4,559	3,374	10,826

5.5 See appendix 1b for a full breakdown of sites by ward and appendix 3a for ward maps showing the sites.

Sites Under Construction

5.6 Table 9 shows sites within the supply that have received planning permission and this permission has been implemented i.e. a material start has been made to the development of the site. The capacity figure quoted is the remaining number of dwellings yet to be completed as at 1 April 2021. Sites in this category will be at different stages in the construction process, ranging from sites where some dwellings have been completed and are already occupied to those which have just started groundworks. Table 9 shows that there were 1,056 dwellings available on 133 sites that were under construction as at 1 April 2021. Sites in this category are included in the current five year housing land supply. This includes Phase 2 Housing Allocation HLA2093 Medlock Road, Woodhouses which received planning permission in January 2020 and was under construction as of 1 April 2021.

Table 9 Sites Under Construction

SHLAA Category	Total Dwellings 2021-2026	Total Dwellings 2026-2031	Total Dwellings Years 11+	Total Dwellings - All Periods
Sites under construction	1,056	0	0	1,056

Sites with an Extant Planning Permission

5.7 Table 10 shows sites within the supply that had an extant (current) full or outline planning permission for residential development (including mixed use sites), as at 1 April 2021. It shows that there were 1,106 dwellings available on 156 sites with an extant planning permission for housing as at 1 April 2021.

Table 10 Sites with Extant Planning Permission

SHLAA Category	Total Dwellings 2021-2026	Total Dwellings 2026-2031	Total Dwellings 11+	Total Dwellings - All Periods
Sites with extant planning permission	718	344	44	1,106

5.8 Sites in this category are included in the current five year housing land supply if they have a full planning permission for residential or, for sites with only outline permission, there is evidence to suggest they will be delivered within five years. For larger sites it is expected that, based on the delivery rate, some dwellings will be delivered beyond year 5.

Saved UDP Housing Allocations

- 5.9** This category includes those sites that have been specifically allocated for residential development in whole, or as part of a mixed-use scheme, within the adopted Oldham Local Plan and which have yet to be developed. These sites were saved allocations from the previously adopted Unitary Development Plan (UDP) and are split into Phase 1 and Phase 2.
- 5.10** The saved UDP housing allocation policy sets out that Phase 1 housing allocations are considered to be a priority for development. Some of these are therefore included in the five year supply if there is evidence to suggest they are deliverable in the short term, such as Phase 2 Allocations HLA0029 Ashton Road (Woodhouses) and HLA0112 Land at Knowls Lane, which are included in the five year supply as they currently have extant planning permission for residential. The remaining Phase 1 sites have been placed in the post five year housing land supply. Phase 2 housing allocations are those that were considered to be developable in the medium to long term and are therefore included in the post five year supply. Phase 2 Allocation HLA2093 Medlock Road, Woodhouses is included within the Under Construction category.
- 5.11** All allocations will be subject to a comprehensive review as part of the revised Local Plan preparation, although they are not fully assessed in this SHLAA they are considered capable of being delivered within the short, medium and long term. Table 11 shows that there were 680 dwellings available on 15 sites within the remaining housing allocations without permission as at 1 April 2021. This includes 67 dwellings on sites considered deliverable in the short term and 613 dwellings on sites considered deliverable in the medium to long term.

Table 11 Saved UDP Housing Allocations

SHLAA Category	Total Dwellings 2021-2026	Total Dwellings 2026-2031	Total Dwellings 11+	Total Dwellings - All Periods
Saved UDP Phase 1 Housing Allocations	15	360	0	375
Saved UDP Phase 2 Housing Allocations	52	253	0	305
Total Saved UDP Housing Allocations	67	613	0	680

Lapsed and Stalled Sites

- 5.12** This category includes sites that have previously had planning permission for housing but where this has expired before being implemented. It also includes “stalled” sites which are classed as those that have been granted permission and construction has begun (or a material start has been made) but where there has been no development activity for at least five years.
- 5.13** Only those sites identified as being capable of delivering 5 dwellings or over have been specifically identified in the SHLAA. Any lapsed or stalled site less than 5 dwellings are not included but their capacity is accounted for through the small sites allowance

(see Section 4.48). There is a general presumption that sites within this category remain deliverable, unless there is a known constraint which would impede their future development.

Table 12 Lapsed and Stalled Sites

SHLAA Category	Total Dwellings 2021-2026	Total Dwellings 2026-2031	Total Dwellings 11+	Total Dwellings - All Periods
Lapsed and Stalled sites >5 dwellings	106	486	337	929

5.14 Table 12 shows that there were 929 dwellings available on 39 sites in this category. Of these, 486 dwellings are considered deliverable within the medium term and 337 in the long term. Although they have the advantage of previously receiving planning permission for housing, sites that are considered deliverable in the longer term are generally those that have been lapsed or stalled for some time. This could suggest that there may be some issue with the immediate viability of the sites. If they require a new planning permission, they would also need to be reconsidered against more recent national and local planning policy.

Potential Sites

5.15 This category includes sites that have been identified as being suitable for housing in the future but do not, as yet, have any existing residential planning history (i.e. have not previously received permission for housing or are not allocated for residential use). On the whole, these sites are considered unconstrained in relation to significant policy or physical limitations. Please note that the term “unconstrained” relates to the sites’ general suitability rather than their deliverability. Some of the sites in this category may have some development issues that will need to be fully assessed and resolved before they could receive planning permission and be developed.

5.16 The category includes some sites that are currently in other uses, such as employment but there are reasons to assume that housing could be achievable on the site in future. Reasons which may make such a site suitable include:

- the site has been suggested as potential housing land through the Call for Sites process as the owner has indicated they have plans to relocate their business to another site;
- it is within an existing residential area;
- land adjacent or close to the site has been granted permission for housing and this may have changed the character of the area;
- it is not fully occupied or is no longer fit for purpose to meet modern business needs or practices;
- circumstances have changed which mean that a former use is no longer viable or appropriate.

5.17 Please note that there are some sites in this category that have recently gained or are likely to gain planning permission for housing, including:

- Land at Maple Mill, Cardwell Street (SHA1606/ HLA3861) which was granted planning permission for 98 dwellings after the monitoring period in June 2021;
- 122A Rochdale Road, Oldham, OL1 1NT (Oldham County Court) (SHA1796/ HLA3864) which was granted planning permission for 42 dwellings after the monitoring period in June 2021 - this site is now under construction;
- Land at Vale Drive/ former Crossbank House (SHA2130/ HLA3860) which was granted planning permission for 88 dwellings after the monitoring period in June 2021;
- Fytton Arms Inn, The Green, Oldham, OL8 2LT (SHA2047) which was granted planning permission for 16 dwellings after the monitoring period in July 2021;
- Shop Direct Site (Shaw Distribution Centre), Linney Lane, Shaw (SHA2131) which is pending a decision for outline planning permission for 400 dwellings;
- Vernon Works (Fir Mill), Highbarn Street, Royton (SHA1026) which is pending a decision for full planning permission for 99 dwellings;
- Hill Farm Close, Fitton Hill (SHA0845) which is pending a decision for full planning permission for 302 dwellings; and associated site Former CPD Centre and Marland Fold School, Rosary Road (SHA1384) which is part of the same application, for 63 dwellings; and
- Royton Health Centre (former), Royton (SHA1084) which is pending a decision for full planning permission for 14 dwellings.

5.18 For the purposes of this SHLAA, these sites remain in the “potential” category as this is the status they had at 1 April 2021.

5.19 Their capacity is counted within the current five year supply and, depending on development progress, they will move into the “Sites with Extant Planning Permission” or “Under construction” category from 1 April 2022. Additionally, there are some potential sites where there may be no policy restrictions preventing them from coming forward in the short term, or which have evidence of deliverability in the short term. These may also form part of the five year supply.

5.20 Table 13 shows that there were 7,055 dwellings available on 108 “potential” sites as at 1 April 2021. Of these, 946 dwellings are considered deliverable in the short term (those with, or pending, planning permission, or evidence of deliverability in the short term); sites which have the potential to provide 3,116 dwellings are considered deliverable in the medium term and sites providing 2,993 dwellings are considered to have potential in the longer term. Of the sites with the potential to provide 2,993 dwellings in the longer term, 308 dwellings are considered to be deliverable post 2037. This is due to build out rates and/or wider infrastructure or regeneration required.

Table 13 Potential Sites

SHLAA Category	Total Dwellings 2021-2026	Total Dwellings 2026-2031	Total Dwellings 11+	Total Dwellings - All Periods
Potential Sites	946	3,116	2,993	7,055

Location of sites

5.21 Appendices 1 to 3 set out the location of all sites identified within the SHLAA. Appendix 1a presents the housing land supply sites in tables based on the site category, Appendix 1b presents the housing land supply sites in tables based on the ward in which they are located. These are accompanied by an overall borough map showing all the sites in Appendix 2 and ward maps of all sites in Appendix 3a. Appendix 3b provides a more detailed assessment of each “potential” site identified as part of the SHLAA 2021.

Discounted sites

5.22 The SHLAA has attempted to identify as wide a range as possible of sites and broad locations for consideration. Sites which have particular policy constraints have been included within the assessment to test the appropriateness of previously defined constraints. There were 193 discounted sites identified - the list is set out in Appendix 4.

5.23 The “discounted” sites are currently constrained for housing, either because of physical or planning policy restrictions or are otherwise considered unsuitable, unavailable or unachievable. These sites have been subdivided into a number of categories depending on the reasons for discounting.

5.24 It should be noted that just because a site appears within the discounted site list this does not preclude it from coming forward in the future if it is considered suitable at that time. For some of the sites, the term “constrained” mainly relates to the sites’ current suitability for housing rather than deliverability and there may be some potential for the site to come forward in the future if circumstances were to change. This is especially the case for those sites which would need to be assessed more fully in the context of a strategic review of employment land and open space provision. Other sites may have potential but are not currently considered available. Some, however, are likely to remain unsuitable, for example if they are significantly affected by Flood Zone 3b or are physically inaccessible.

Discounted – Business and Employment Areas and Saddleworth Employment Areas

5.25 The current Local Plan identifies established employment areas known as Business and Employment Areas (BEAs) and Saddleworth Employment Areas (SEAs). These were designated for employment-generating uses, aiming to help meet the needs of the local economy and provide opportunities for investment. The policy for these employment areas permits uses which fall within business and industrial uses.

5.26 As these sites are considered to provide important employment land, any site identified through the potential sources review (see methodology chapter) which falls within the boundaries of a BEA or SEA has been automatically discounted. This is unless it is considered that the loss of the site to housing would not have a detrimental effect on the remainder of the employment site or wider economy. If this is the case, the site may appear in the “potential” category (see individual site assessments in Appendix 3b) where it meets the criteria for inclusion.

Discounted – Existing Employment

- 5.27** These are sites which do not fall within an established BEA or SEA but are currently in active employment use, or are within a wider commercial/industrial area and are considered to provide an economic function. As with the BEAs and SEAs, such sites are considered to provide important employment land which should be protected.
- 5.28** Generally, this is also the case for mills which are fully occupied, are in good condition and where it is considered most appropriate for them to remain in employment use. Any existing employment site where circumstances suggest they could be an appropriate housing site have been identified in the “potential” category (see individual site assessments in Appendix 3b).
- 5.29** As mentioned earlier, the established employment areas and other employment land will be subject to a full assessment which will be set out in the forthcoming Employment Land Review. This will help inform future suitability of employment land for other uses and it may be through this process that more sites are included in the housing land supply.

Discounted - Other Protected Open Land (OPOL)

- 5.30** As far as possible, the SHLAA has identified relevant land outside the existing Green Belt for consideration. This includes designated OPOL land which is currently protected from large scale development through Local Plan policy. As with employment land, OPOL will be subject to a full assessment as part of the emerging Local Plan Review, to determine whether it should remain as protected land (under an amended policy designation).
- 5.31** It is considered that appraisal of the suitability for housing of any current OPOL through this SHLAA would be premature. Therefore OPOL has been discounted until the findings of the OPOL/ LGS review are available and this is explored through the Local Plan process. Any OPOL which forms part of a PpE allocation is being assessed separately.

Discounted – open space

- 5.32** The SHLAA has considered a number of existing open space sites, some of which are in council ownership which have been identified for consideration through an asset review. Some of these sites are considered surplus to stock and are being disposed of or are for possible disposal at some point in the future.
- 5.33** On the whole, existing open space is not considered suitable for development unless there are circumstances which suggest that housing could be appropriate. For example, the site may be a cleared housing site which was intended for future redevelopment, pending a suitable proposal coming forward. Future suitability assessment will be subject to a wider review of open space provision, which will look at the relationship between future housing requirements, existing spaces and consequent open space needs.

Discounted – Green Belt

5.34 Identified sites (such as those submitted through Call for Sites) which fall within the existing Green Belt have been discounted as development of such sites would not comply with national policy. Green Belt sites which are brownfield and are otherwise considered compliant with national policy may continue to come forward through the planning system and in some cases may appear in the "potential" category. Those Green Belt sites which form part of the PfE allocations are assessed separately.

Discounted – other

5.35 Some sites have been discounted due to other policy and / or physical constraints which would make development inappropriate. Reasons include being located in an area which is incompatible with housing, falling below the size/capacity threshold for inclusion and being within Flood Zone 3b.

Potential capacity from discounted sites

5.36 Table 14 identifies the potential capacity from the discounted sites if the identified in-principle constraints could be removed. This shows that there could be 10,401 dwellings available on 113 sites which are currently discounted as at 1 April 2021 (not including discounted Green Belt sites). These figures show that the potential from constrained sites could be significant.

5.37 However, it must be borne in mind that the capacity is based only on an indicative estimate using a standard density of 35 dwellings per hectare multiplied by the net developable area of the site (80% of the total site area). If any of these sites were to be developed, the true capacity would likely reflect the fact that not all the land would be developed or be physically suitable, particularly for OPOL or Open Space sites.

5.38 The indicative capacity of discounted Green Belt sites has not been included in Table 14 as the capacity of these sites is very difficult to estimate given the extensive size of some of the sites and the potential site constraints, especially given the Green Belt nature of the land. Therefore, an assessment of suitability cannot be determined and as such an indicative capacity is not provided.

5.39 Whilst some of the sites may come forward as "windfalls" over future plan periods or further assessment may determine that they could be suitable, most are likely to remain in their current use and/or will continue to be regarded as unsuitable for housing and only a proportion of this capacity will be achieved.

Table 14 Discounted sites - potential capacity

Discounted Site Category	Number of sites	Indicative capacity
Sites in BEAs/SEAs	38	1,199
Other active employment sites	29	1,171
Discounted OPOL (this includes all OPOL, some of which is considered undevelopable e.g. river valley)	26	7,589

Discounted Site Category	Number of sites	Indicative capacity
Discounted existing open space	17	426
Discounted other	3	16
Discounted Green Belt	83	N/a
TOTAL	196	10,401

Update on SHLAA 2020 sites

5.40 Appendix 5 provides an update on sites that were part of the housing land supply in the previous published SHLAA (as at 1 April 2020) but no longer appear in this report. This may be because the site is now built out or they are no longer available/suitable for housing. It should be noted that some sites may have moved between categories rather than no longer being included e.g. a previous “potential” site may have received planning permission or may now be on the discounted list. Furthermore, the removal of a site from the SHLAA which had previously been included, does not prejudice that site coming forward for housing, being granted planning permission for housing or being re-considered for its inclusion in future SHLAAs. The SHLAA is an assessment of suitable, available and achievable housing land at a point in time and is therefore subject to change.

6 Housing Trajectories

- 6.1** This section of the report provides some information on dwelling completions in recent years and examines the envisaged completion rates up to 2037 and beyond.
- 6.2** The Department of Levelling Up, Housing and Communities (DLUHC) (formerly Ministry of Housing and Local Government (MHCLG)) introduced a new methodology for calculating local housing need ⁽¹⁾. As the Local Plan is more than five years old, as per paragraph 74 of the NPPF, the local housing need calculation (standard methodology) applies when calculating Oldham's five-year supply. Oldham's current local housing need based on the standard methodology is now 683 new homes per year. This applies from the publication of the latest affordability ratios in March 2021.
- 6.3** The standard methodology housing requirement represents a significant increase on the adopted housing requirement of 289 new homes per year as set out in the current Local Plan.
- 6.4** Places for Everyone (PfE) (2021) sets out an average housing requirement for Oldham of 680 new homes per year, based on a stepped housing requirement of 352 homes per year in the first five years (2021-2025); 680 homes per year in years 6-10 (2025-2030); and 868 homes in years 11-17 (2030-2037).
- 6.5** The following section presents Oldham's current five year and post five year housing land supply trajectory, against the adopted Local Plan housing requirement, the standard methodology housing requirement and the proposed PfE stepped housing requirement for the borough for years 1-5.
- 6.6** The housing trajectories take account of all sites identified in the housing land supply set out in the SHLAA for years 1-5 and beyond and shows the net additional dwellings which are expected over this time period. It takes account of projected clearance (which is 187 dwellings in the first 5 years and then 5 dwellings per annum thereafter up to 2037) and the small sites allowance of 75 dwellings per annum (applied from year 6 up to 2037).

1 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/920626/ministerial-response-to-local-housing-need-proposals-and-audit-compliance-report.pdf

Recent completions

6.7 Table 15 and Figure 2 below provide information on the number of housing completions over a 10 year period between 2010/11 to 2020/21. Table 15 shows the number of net completions since the adoption of the Core Strategy (Local Plan) in 2011, compared to the adopted Local Plan housing requirement of 289 new homes per year. The table shows that there has been a surplus of 861 homes delivered over the period 2011/12 to 2020/21 against the adopted housing requirement, as set out within the Local Plan.

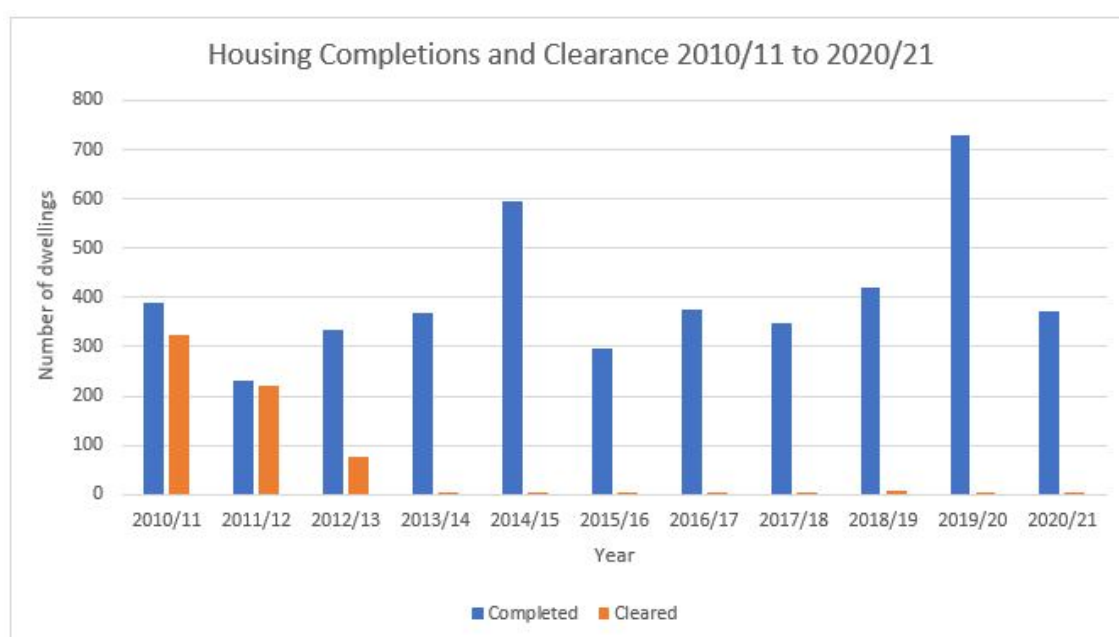
Table 15 Housing Completions 2010/2011 to 2020/21

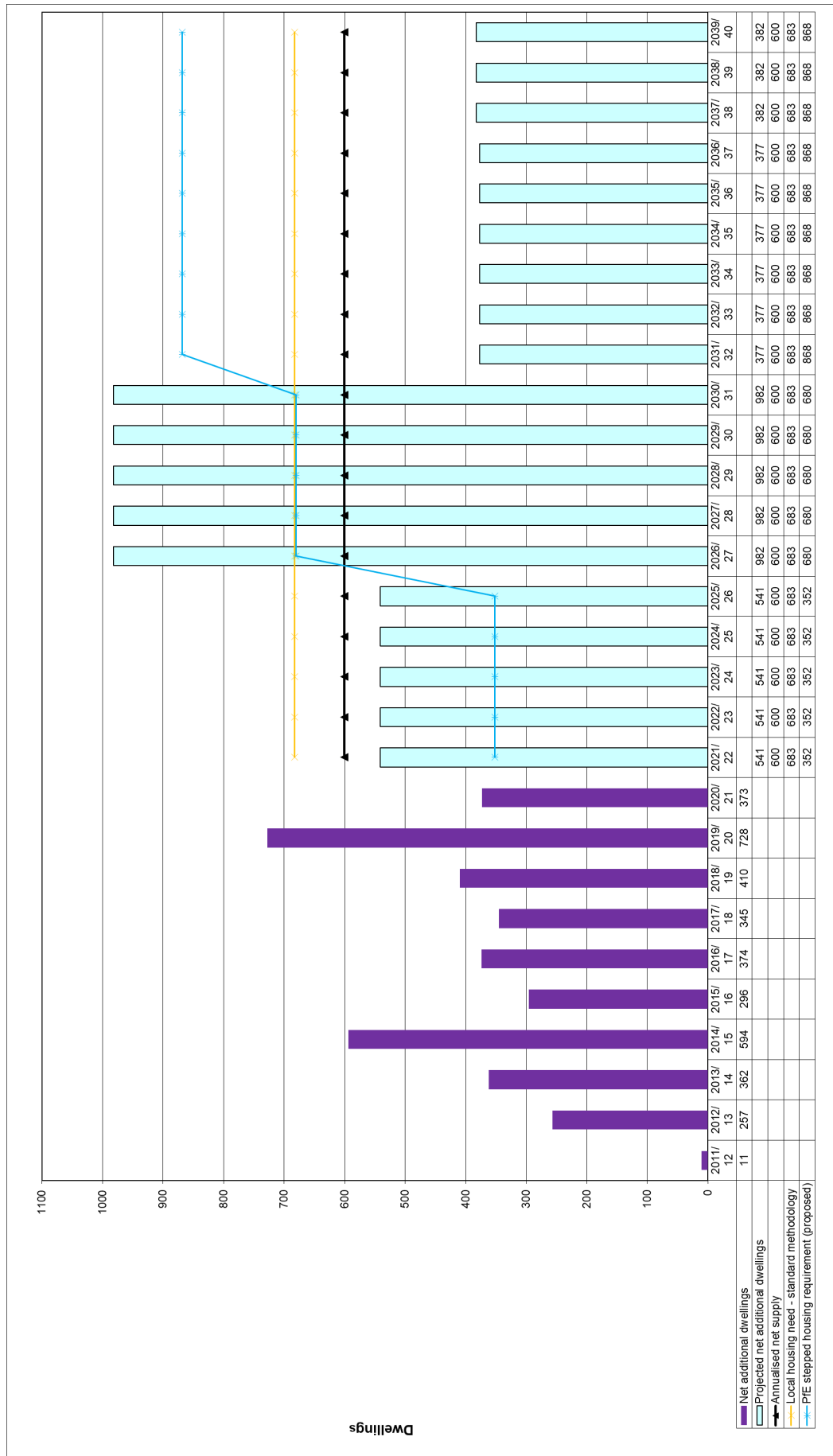
Year	Completed (Net)	Variance (against housing requirement)*
2011/12	11	-278
2012/13	257	-32
2013/14	363	74
2014/15	594	305
2015/16	296	7
2016/17	374	85
2017/18	345	56
2018/19	410	121
2019/20	728	439
2020/21	373	84
Total	3,751	861

6.8 Table 16 sets out the housing completions against the standard methodology local housing need. For 2018/19 and 2019/20 the net completions for these years is compared to the housing requirement as applied for these years of 692 homes per year, based on DLUHCs standard methodology. This increased to 693 based on the revised methodology published by DLUHC December 2020 and applies to 2020/21.

Year	Standard methodology local housing need	Completions (net)	Variance against standard methodology local housing
2018/19	692	410*	-282
2019/20	692	728	36
2020/21	693	373	-320

*This is the actual completions figure for 2018/19. Official DLUHC housing returns show a higher figure of 502 for 2018/19. Previous revisions are explained within the 2018/19 Monitoring Report.





- 6.9** Compared to past completions, the above trajectory illustrates that there is expected to be an increase in the annual average completion rate over the next five years (2021/22 to 2025/26) with 2,706 net completions over this period (taking account of expected clearance). This equates to an annual average of 541 dwellings over this period and reflects the assumed delivery of sites that are either currently under construction or have an extant planning permission, together with other identified sites that are expected to come forward in the short term.

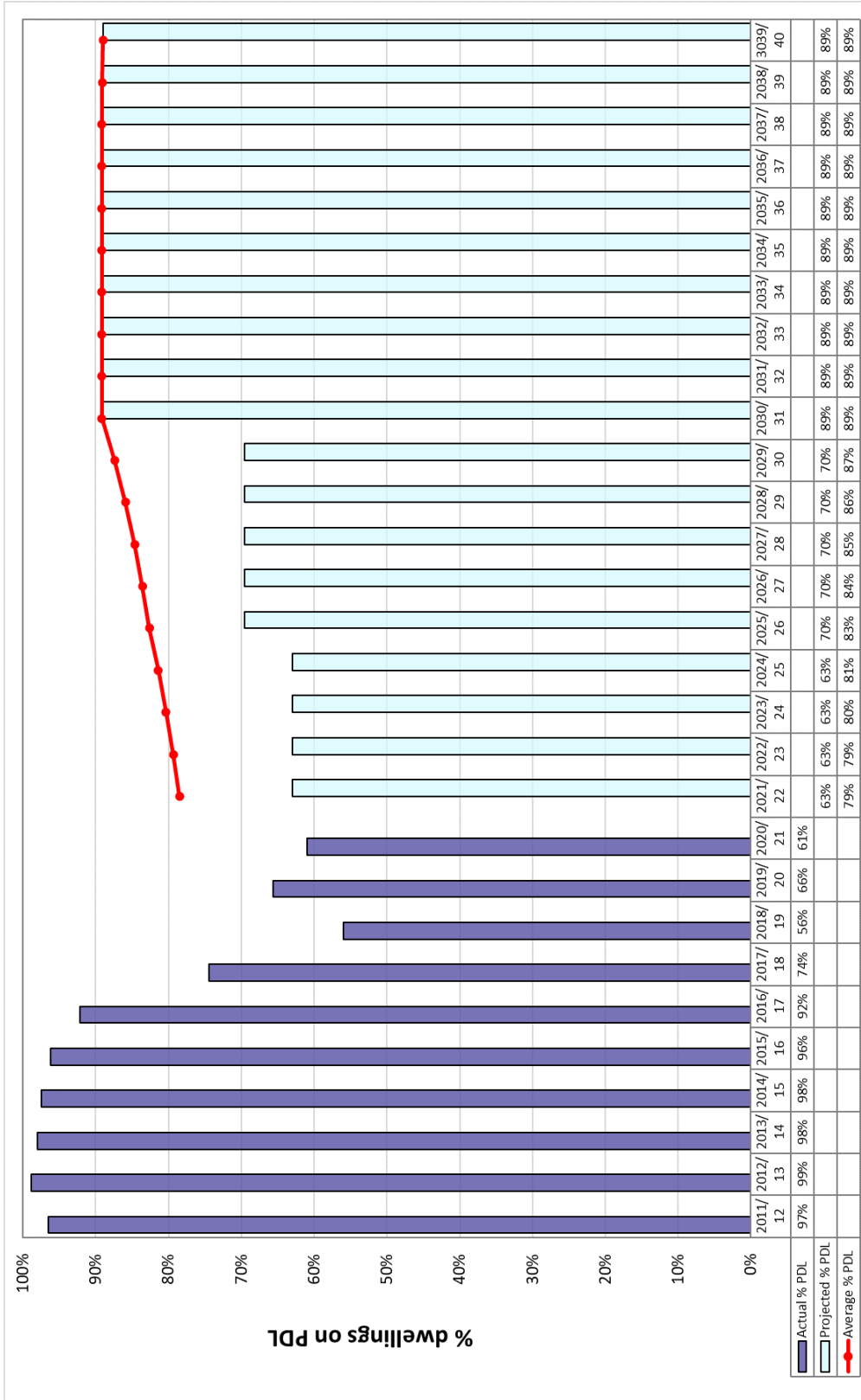
Post Five-Year Supply

- 6.10** The trajectory indicates that a further 8,321 dwellings are expected to be delivered beyond five years. These are expected on sites that would either require a full or reserved matters application, a new planning application, construction would need to resume or, for potential sites, be granted planning permission for housing.

Previously Developed Land

- 6.11** In 2020/21, 61% of dwellings were completed on previously developed (brownfield) land in Oldham. The previously developed land (PDL) trajectory shows:
- Projections for the next five years (2021-2026) show that 61% of the five year housing land supply is on PDL;
 - Overall, an average of 81% of all dwellings identified as part of the borough's potential housing land supply are on PDL.
- 6.12** The PDL projections relating to the housing land supply do not include dwellings delivered on sites that are a mixture of greenfield and brownfield land within the site. The five-year housing land supply includes a further 653 dwellings on mixed sites (23% of the five-year supply). The post five-year housing land supply includes 767 dwellings on mixed sites (10% of the post five-year supply).
- 6.13** In total 84% of the five-year housing land supply and 91% of the post five-year housing land supply is made up of previously developed land or mixed sites.

PDL Trajectory 2021



7 Conclusion

- 7.1** This SHLAA report provides a snapshot of the housing land supply position as of 1 April 2021. The housing land supply is constantly evolving with new sites gaining permission, sites being completed and potential land coming forward. As such, the SHLAA will be reviewed regularly to capture changes which have taken place since the publication of the previous report.
- 7.2** The SHLAA process also provides an opportunity for stakeholders to be involved in shaping the land supply position. Suggestions for additional sites are welcomed, alongside the provision of additional information on any of the existing sites contained within the SHLAA.
- 7.3** Oldham's current local housing need based on the DLUHC standard methodology is 683 new homes per year. Projected clearance is considered within the SHLAA and will need to met on top of the housing need figure.
- 7.4** The standard methodology housing requirement represents a significant increase on the adopted Local Plan housing requirement of 289 new homes per year. Whilst the SHLAA demonstrates that there is a sufficient amount of potential housing land currently available over the plan period, with the majority of this being brownfield, there will be a need to identify further land to demonstrate a five-year supply of deliverable housing land against the standard methodology housing requirement.
- 7.5** Places for Everyone proposes a stepped housing requirement for Oldham of 352 homes per year for years 1-5, 680 homes per year for years 6-10, and 868 homes per year for years 11+. As per the stepped requirement the housing land supply identified in this SHLAA would be sufficient to meet the requirement for the first five years and the remainder of the plan period.

7.6 See separate documents for appendices

Appendix 1a SHLAA Schedule of Sites by Category

Appendix 1b SHLAA Schedule of Sites by Ward

Appendix 2 Borough Map of Housing Land Supply

Appendix 3a Housing Land Supply Ward Maps

Appendix 3b Detailed Potential Site Assessment Tables

Appendix 4 SHLAA Discounted Sites

Appendix 5 Update on 2020 SHLAA Sites