TRAFFORD COUNCIL

Strategic Housing Land Availability Assessment

2010 Review

September 2010

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1 Introduction

1.1 In accordance with Planning Policy Statement 3: Housing (PPS3) Trafford Council has prepared a Strategic Housing Land Availability Assessment (SHLAA) report as part of the evidence base to be used to inform the preparation of the Councils Local Development Framework.

1.2 This 2010 SHLAA update is the third SHLAA report to be produced by the Council and is now being made available as an update to the Core Strategy evidence base for information and further comment. It should be read as an updated and developed assessment of the land supply position within the Borough as at April 2010 and therefore supercedes the information presented in any previous SHLAA reports.

1.3 It should be noted that the inclusion or otherwise of a site within this assessment does not in itself determine whether a site should be allocated for housing development.

1.4 The Land Allocations DPD will serve the purpose of allocating sites for development rather than the SHLAA. Importantly therefore the inclusion of sites within this assessment does not necessarily imply that the site will be allocated for residential development or receive planning consent for any form of development.

2 Revisions made since the 2009 Review

2.1 Since the previous SHLAA Review (June 2009) the SHLAA database has been updated to April 2010 with details of sites receiving planning permission. Sites which are under construction have been updated and sites which have been built or planning permission has expired have been removed.

Core Strategy

2.2 The Spatial Strategy within the Core Strategy: Further consultation on the Preferred Option (June 2009) included 13 Strategic Locations and 5 Strategic Sites. On the basis of current planning guidance and as a result of the representations received on Sites and Locations to the Preferred Option stage, the definitions for Strategic Sites and Strategic Locations have been revised.

2.3 As a result of the revision to the definitions of the Strategic Sites and Locations there are now no Strategic Sites included in the Core Strategy and the number of Strategic Locations has been reduced from 13 to 5. This approach was consulted upon in the Trafford Core Strategy: Further Consultation on the Vision, Strategic Objectives and Delivery Strategy document (March 2010).

2.4 The 5 Strategic Locations are shown in table 1 along with their potential contribution by 5 year time band.

Table 1: Strategic Locations development proposals

	<5 years 2010/11-2014/15	5-10 years 2015/16-2019/20	10-15 years 2020/21-2024/25	15+ years 2025/26+	Total
SL1 Pomona Island Strategic Location	0	240	306	0	**546**
SL2 Trafford Wharfside Strategic Location	0	400	300	200	**900**
SL3 LCCC Quarter Strategic Location	0	60	300	40	**400**
SL4 Trafford Centre Rectangle Strategic Location	0	250	250	550	**1050**
SL5 Carrington Strategic Location	0	360	600	600	**1560**
Total	**0**	**1310**	**1756**	**1390**	**4456**

2.5 A number of key changes have been made to the Strategic Locations since the 2009 SHLAA update. The most significant change has been the addition of residential development at Carrington (SL5) for 1560 units within the plan period. A second change has been made as a consequence of the SFRA Level 2 work at Pomona, which has been identified as an area at high risk of flooding. Here the residential development figure has been reduced from 1,500 to 546 units which equates to the capacity of an extant planning permission. A third change, resulting from further master planning work, has been made to the capacity for the Lancashire County Cricket Club Quarter, reducing the development figure from 900 units set out in the March 2010 Core Strategy consultation document to the 400 units set out in the Core Strategy: Publication document.

Strategic Flood Risk Assessment

2.6 As reported last year the Level 1 SFRA for Greater Manchester, commissioned by the 10 AGMA districts from Scott Wilson was published and received by the Council in August 2008. This initial Assessment identified the broad flood risk from all sources within the Borough and produced a detailed flood zone map identifying medium risk (2), high risk (3a) functional floodplain (3b) and “with climate change (3cc) river flood zones.

2.7 Following the receipt of the Level 1 SFRA data the sites contained within the SHLAA database were mapped against the four flood risk zones identified in the Assessment to gain an understanding of the proportion of SHLAA sites falling into each. Although this work offered useful data on flooding from rivers and groundwater it provided very little information on canals, sewers, and surface water. To enable these data gaps to be filled a number of areas were identified for further work.

2.8 Further detailed work on the potential for river flooding from the Mersey at Carrington and within the Sinderland Brook catchment and other sources of flood risk, including that potentially arising from the Manchester Ship Canal and Bridgewater Canal, the sewer network, surface water run-off and groundwater has now been carried out as part of a Level 2/Hybrid Strategic Flood Risk Assessment for Manchester, Salford and Trafford. The findings of this assessment have been published (in May 2010).

2.9 In assessing the potential for development of the sites to be included in this SHLAA report the Level 2/Hybrid SFRA findings have been applied to retain and count all those located in the areas identified as being at the lowest risk of flooding (Flood Zone 1) and to discount all those sites wholly or substantially located in areas of medium risk (Flood Zone 2) or high risk of flooding (Flood Zone 3).

2.10 This position will be kept under review and the status of sites discounted from this SHLAA report reviewed for inclusion in future reports should any further PPS25 sequential/exception test material be carried out and become available for consideration.

Table 2: SHLAA sites within Flood Zones

Site Ref	Location	Timescales for development <5 Years	5-10 Years	10-15 Years	15+ years	Flood Zone	Proportion %
1616	Land at Broadway	6				2	100
1701	Sewage work, nr Amersham Close				78	3a	100
1591	Davyhulme WWTW			300	201	3a 2	70 >1
1697	Woodhouse Road	16				3a	71
1533	Gypsy Caravan Park			34		3a 2	64 33
1704	Stone Meadows Caravan Park, Manchester Road				25	3b 3a	40 60
1563	Crampton Lane, Carrington	76				3b	52
1540	Millbank Hall Farm		80			3a 3b 2	41 >1 2

Other Sites

2.11 As a result of additional information being received from stakeholders to the previous consultation a number of other changes have been made to a number of sites within the database as follows: -

- SHLAA Ref – 1231 – Craven Road – Site discounted following the granting of planning permission and subsequent development of the site for industrial use;
- SHLAA Ref – 1611 – Viaduct Road – Site discounted following the receipt of additional information concerning the future availability of the site;
- SHLAA Ref – 1607 – Bakemark UK, Skerton Rd, Old Trafford – Site added to the SHLAA following the receipt of additional information concerning the availability of the site.
- SHLAA Ref – 1626 – Deansgate Lane – This site was not included in 2008 or the 2009 SHLAA as the site is allocated for employment use in the UDP. The Level 2 SFRA has identified that 43% of the site is located within Flood Zone 3b. The site in consequence has been excluded from the 2010 SHLAA but will be kept under review for inclusion in a future report should any PPS25 sequential/exception testing be carried out and become available for consideration.

3 Summary of the 2010 SHLAA Results

3.1 The summary results of the 2010 SHLAA assessment of the potential future supply of housing land over time and by geographical area are set out in the following tables.

The Potential Supply from Committed Sites within the Planning Process

3.2 Table 3 below provides a breakdown of the potential supply from identified sites currently committed within the planning process by source of supply and by time band. As could be expected the potential supply is substantially concentrated within the first 5 year time band (72% of the total) with much smaller contributions from sites in the two succeeding 5 year time bands (25% and 3% respectively in the 5-10 and 10-15 year time bands). Currently there is no supply potentially coming forward beyond the 15 year time band. A significant proportion of the supply in the first two time bands is expected to flow from existing unimplemented planning permissions. A list of the sites included within the Table 3 is set out in Appendix 1.

Table 3: Summary of Potential from Sites Committed within the Planning Process

Source of Supply	Timescales for Development				Overall Total
	<5 Years 20010/11-2014/15	5-10 Years 2015/16-2019/20	10-15 Years 2020/21-2024/25	15+ Years 2025/26 +	
Existing UDP Housing Allocations	30	0	0	0	**30 (1%)**
Mixed Use UDP Allocations	220	217	0	0	**437 (11%)**
Planning Permissions Unimplemented	2278	716	100	0	**3094 (81%)**
Residue of Planning Permissions Under Construction	264	0	0	0	**264 (7%)**
Total Supply within the Planning Process	**2792 (72%)**	**933 (25%)**	**100 (3%)**	**0 (0%)**	**3825**

3.3 Since the 2009 SHLAA Review the number of sites within the planning process has seen a reduction of 1813 units. This is due in part to the capacity reduction at Pomona (apart from the extant planning permission) which has resulted in a reduction in the number of units by 954 and in part to a reduction in the number of unimplemented planning permissions of 585 units – a result principally of fewer planning permissions coming through to replace sites that have been developed or lost through the expiry of an extent planning permission.

The Potential from Sites not within the Planning Process

3.4 Table 4 below provides a breakdown of the potential supply from identified sites not currently within the planning process by source of supply and time band. The table indicates that the largest potential source of supply (38% of the total) will be derived from the use of previously developed occupied land. The second largest source will be derived from previously undeveloped green-field land (26% of the total).

3.5 The total potential supply available by 5 year time band varies from 23% of the total in the first 5 year time band, to 37% in the second, 31% in the third. Beyond the 10 to 15 year time band the potential supply amounts to 9% of the total identified sites. A list of the sites included within the Table is set out in Appendix 2.

Table 4 : Summary of Potential from Sites not within the Planning Process

Source of Supply	Timescales for Development				Overall Total
	<5 Years 2010/11-2014/15	5-10 Years 2015/16-2019/20	10-15 Years 2020/21-2024/25	15+ Years 2025/26 +	
PDL/Vacant/Derelict	684	444	197	15	**1340 (19%)**
Infill	65	62	0	20	**147 (2%)**
Car Parks	34	119	147	76	**376 (5%)**
Redevelopment of Commercial Buildings	37	299	349	10	**695 (10%)**
Vacant - Greenfield	333	633	668	184	**1818 (26%)**
PDL - Occupied	483	1067	827	277	**2654 (38%)**
Total Supply not within the Planning Process	**1636 (23%)**	**2624 (37%)**	**2188 (31%)**	**582 (9%)**	**7030**

3.6 The largest increase in sites outside of the planning process since the 2009 SHLAA has been in the PDL – Occupied category with an increase of 906 units. This is attributable in the main to the addition of the Carrington Strategic Location to this category.

Sources of Supply by Area

3.7 Table 5 below provides a breakdown of the total potential supply by the geographical places as outlined in the Core Strategy. The table indicates that the largest potential source of supply will come from sites within Old Trafford (22% of the total). The second largest source of supply will come from sites located within Trafford Park (Wharfside and Trafford Quays) (18% of the total) followed by Carrington (15% of the total). A list of the sites included within the Table is set out in Appendix 3.

Table 5: The Sources of Supply by Area

LDF Place Name	Timescales for Development <5 Years 2010/11-2014/15	5-10 Years 2015/16-2019/20	10-15 Years 2020/21-2024/25	15+ Years 2025/26 +	Overall Total
Altrincham	1118	511	114	30	**1773 (16%)**
Carrington	242	600	661	120	**1623 (15%)**
Old Trafford	1092	820	260	195	**2367 (22%)**
Partington	379	338	100	52	**869 (8%)**
Rural Community (Warburton)	2	0	0	0	**2 (>1%)**
Sale	665	409	157	125	**1356 (12%)**
Stretford	279	31	57	10	**377 (3.4%)**
Trafford Park (Wharfside and Trafford Quays)	360	650	870	50	**1930 (18%)**
Urmston	291	198	69	0	**558 (5%)**
Total	**4428 (39%)**	**3557 (34%)**	**2288 (22%)**	**582 (5.5%)**	**10855**

3.8 Carrington has seen the largest increase in potential supply with 1434 units since the 2009 review. This is due largely to the addition of the residential element at the Carrington Strategic Location. The decline in the number of units in the Old Trafford area is due largely to the removal of the allocation for Pomona (excluding the extant planning permission).

The Potential Sources of Supply by Site Size

3.9 Table 6 below provides a breakdown of the potential supply by broad site size for those sites within and outside of the planning process. The table indicates that the largest source of supply (45% of the total will come from a relatively small number of large sites (sites of 2.5 hectares or more in size).

3.10 Sites of 0.4 hectares or less will potentially contribute 22% of the supply. Sites 0.4 to 0.79 hectares will potentially contribute 11% and sites 0.8 to 2.5 hectares will potentially contribute 22%. A list of the sites included in the Table is set out in Appendix 4.

Table 6: Potential Sources of Supply by Site Size

Site Size (Ha)	<0.4	0.4 - 0.79	0.8 - 2.5	>2.5	All Sites Total
No of Units in the Planning Process	1317	407	807	827	**3358 (31%)**
No of units outside of the Planning Process	1097	727	1595	4078	**7497 (69%)**
Overall Total	**2414 (22%)**	**1134 (11%)**	**2402 (22%)**	**4905 (45%)**	**10855**

3.11 The most significant change since the 2009 SHLAA has occurred in the large sites of >2.5 hectares category where there has been a reduction of 663 units counted resulting from the discounting of sites included in the 2009 report following re-assessment to take account of the SFRA Level 2 results (the addition of the Carrington Strategic Location not being sufficient to offset the reduction made).

The Potential Supply by Market Locations

3.12 Table 7 below provides a summary indication of the market locations which the SHLAA sites fall into. The table indicates that the largest single source of supply (45% of the total) falls within “cold” market locations, with close to one fifth (17%) in “hot” and close to one quarter (21%) in “moderate” locations. The remaining 18% of the supply falls within the eastern and western arms of Trafford Park, not classified in any way in the Viability Study.

3.13 In relation to the potential supply identified in the “cold” market locations, it needs to be noted that the great majority (75%) is associated with the Strategic Location proposals included in the Core Strategy – proposals that the Viability Study indicated (at least in so far as the Strategic Sites were concerned), as large development opportunities, have potential to perform better in market terms than the broad area classification would suggest.

Table 7: Potential Supply by Market Location

Market Performance	<5 Years 2010/11-2014/15	5-10 Years 2015/16-2019/20	10-15 Years 2020/21-2024/25	15+ Years 2025/26 +	Overall Total
Cold	1713	1758	1021	367	**4859 (45%)**
Hot	1121	537	114	30	**1802 (17%)**
Moderate	1234	612	283	135	**2264 (21%)**
Not Classified	360	650	870	50	**1930 (18%)**
Total	**4428 (41%)**	**3557 (33%)**	**2288 (21%)**	**582 (5%)**	**10855**

3.14 There has been a reduction since 2009 of sites located within "hot" market areas of 405 units. The number of units provided within "Cold" market areas has seen a slight reduction from 2009 by 59 units.

Local Transport Infrastructure Accessibility

3.15 Table 8 below illustrates the distribution of the accounted sites in terms of their accessibility to public transport (frequent bus, rail and Metrolink services). The table shows that the vast majority of the sites are in accessible locations (within 800 metres from a rail/ Metrolink station, within 400 metres from a bus stop with a 15 minute frequency service or within 250 metres from a 30 minute frequency bus service). Of the inaccessible sites (those more than 800 metres from a rail/Metrolink station, more than 400 metres from a bus stop with a 15 minute frequency service or more than 250 metres from a 30 minute frequency bus service) the table illustrates that the majority are sites currently without the benefit of planning permission. It should be noted here, however, that the Carrington Location is included in the inaccessible category on the basis of currently available access information and that the access status of this location will change as access arrangements are improved as the development progresses.

Table 8: Site Accessibility to Public Transport

	<5 Years 2010/11-2014/15	5-10 Years 2015/16-2019/20	10-15 Years 2020/21-2024/25	15+ Years 2025/26 +	Overall Total
Accessible Sites with Planning Permission	2478	606	100	0	**3184 (31%)**
Accessible Sites without Planning Permission	1875	2406	2188	582	**7051 (69%)**
Inaccessible Sites with Planning Permission	64	110	0	0	**174 (28%)**
Inaccessible Sites without Planning Permission	11	435	0	0	**446 (72%)**
All Accessible Sites	**4353 (43%)**	**3012 (29%)**	**2288 (22%)**	**582 (6%)**	**10235**
All Inaccessible Sites	**75 (12%)**	**545 (88%)**	**0 (0%)**	**0 (0%)**	**620**

4 The Amount of New Housing Required in Trafford

4.1 Within the following section the potential supply of housing identified within the 2010 SHLAA is compared to the Boroughs housing requirement as set out in Policy L1 and Table L1 of the Local Development Framework Core Strategy: Publication document.

4.2 The housing requirement reflects the ambition of the Council to play its full part in the delivery of new residential accommodation to support the economic regeneration and growth aspirations of the Manchester City Region. The requirement is expressed net of any allowance for clearance replacement development.

4.3 The commitment to providing a 20% uplift to the housing development target through to 2018 has been agreed in return for significant investment in key infrastructure. In Trafford this commitment translates to an increase in the average annualised target from 578 to 694 units per annum up to 2018. In the event that funding for the Housing Growth Point is not forthcoming, the Council will need to consider whether it is appropriate to retain or amend the overall development target (the 20% uplift referred to in L1.2) through to 2018.

4.4 The table below summarises the potential years supply of development land indicated by this 2010 version of the SHLAA in comparison with the requirement set out in Policy L1 of the LDF Core Strategy.

Table 9: Potential Supply of Development Land – Comparison with the Requirement set out in Policy L1 of the LDF Core Strategy

	2010/11 to 2014/5	2015/6 to 2019/20	2020/21 to 2024/5	2025/6 to 2026/7	Total
Total Potential Land Supply (Tables 3 & 4)	4428	3557	2288	582	**10855**
LDF Core Strategy Policy L1 Requirement	2890	2890	2890	1156	9826
Years Supply	7.6	6.1	3.9	1.0	18.7
LDF Core Strategy Policy L1 plus HGP Requirement	3470	3122	2890	1156	10638
Years Supply	6.3	5.1	3.2	1.6	15.6

4.5 To set the above potential land supply data in context with actual provision the historic pattern of new housing provision since 2003/4 is summarised in table 8 below. The total new provision for the seven years bears reasonable comparison with the minimum net RSS requirement of 3,468 dwellings and the 3,584 of the Housing Growth Point (HGP) minimum requirement – bearing in mind the difficulties that latterly have been experienced in the economy generally and the local housing market in particular.

Table 10: Actual New Housing Provision 2003/4 to 2008/9

Provision	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	Total
Gross	680	774	772	593	459	427	355	4060
Annual Average								580
Net	597	746	698	537	366	344	283	3571
Annual Average								510

5 Review of the Assessment

5.1 This report provides the findings of the 2010 review of the Trafford Strategic Housing Land Availability Assessment. It has been prepared taking into account the additional work undertaken since the publication of the 2009 SHLAA report. It is being made available to support the continuing work on the Core Strategy: Publication document for information and comment.

5.2 A separate report includes the Appendices and site mapping which provide summary listings of the sites included in this updated assessment to assist readers understanding. Work is on-going to improve the presentation of the summary listing of sites and their mapping for public reference purposes.

5.3 Going forward the SHLAA will continue to be reviewed and updated on an annual basis in consultation with stakeholders as part of the Annual Monitoring Report preparation and reporting process.