TRAFFORD COUNCIL

Strategic Housing Land Availability Assessment

2011 Review

September 2011

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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 2011 SHLAA update is the fourth 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 2011 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 2010 Review

2.1 Since the previous SHLAA Review (September 2010) the SHLAA database has been updated to April 2011 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 Trafford's Core Strategy has now reached an advanced stage in its preparation with the publication version of the plan published for consultation purposes in September 2010 and the plan being submitted to the Secretary of State for independent examination on 3rd December 2010.

2.3 The Examination into the Core Strategy commenced on the 28th February 2011 and is currently ongoing with additional hearing sessions scheduled to take place in September 2011. It is anticipated that the Core Strategy will be adopted early 2012.

Strategic Locations

2.4 Throughout the Core Strategy process, the Council has carefully considered the potential for significant, strategic change in a number of specific areas within the Borough. These would be the key spatial proposals that would deliver the vision and the objectives of the Core Strategy.

2.5 Within the Core Strategy the following 5 Strategic Locations are identified as the key areas for change:

- Pomona Island (SL1)
- Trafford Wharfside (SL2)
- Lancashire County Cricket Club Quarter (SL3)
- Trafford Centre Rectangle (SL4) and,
- Carrington (SL5)

2.6 The Core Strategy policy for each of the Strategic Locations sets out an indicative minimum figure that can be delivered in each location over the plan period this enables flexibility for the Strategic Locations to deliver more or less development in line with the strategy and all other policies of the Core Strategy. Development proposals that would ultimately vary the number of units built from the indicative target number set out for any location will be determined in the light of on going monitoring work and compliance with the relevant location development requirements and other policies in the Core Strategy. The indicative targets for each of the Strategic Locations are set out in Table 1 below:

Table 1: Strategic Locations development proposals

	<5 years 2011/12-2015/16	5-10 years 2016/17-2020/21	10-15 years 2021/22-2025/26	15+ years 2026/27+	Total
SL1 Pomona Island Strategic Location	350	450	0	0	**800**
SL2 Trafford Wharfside Strategic Location	400	300	200	0	**900**
SL3 LCCC Quarter Strategic Location	60	300	40	0	**400**
SL4 Trafford Centre Rectangle Strategic Location	250	250	550	0	**1050**
SL5 Carrington Strategic Location	360	600	600	0	**1560**
Total	**1420**	**1900**	**1390**	**0**	**4710**

2.7 As a result of the Core Strategy Examination a number of key changes have been made to the Strategic Locations since the 2010 SHLAA update. The most significant change is at Pomona Island (SL1) with the addition of 254 units to the extant planning permission of 546 units which equates to 800 units in total for the Location over the plan period.

2.8 The sequential testing of the Strategic Locations did not identify Pomona Island as a preferred location for residential development. The SA further concluded that other “more vulnerable uses” such as certain leisure uses, healthcare and educational facilities would be unlikely to pass the "Exceptions Test" and that therefore such uses should be excluded from the Pomona Island Strategic Location. However the Council acknowledges that there may be some scope for these "more vulnerable uses" outside flood zone 3 within the Strategic Location. Therefore due to the potential for flooding in parts of the Location which are identified as Flood Zone 3 in the Strategic Flood Risk Assessment (SFRA) undefended scenario, it is considered that the development of "more vulnerable uses" (including residential development over and above the 546 units which have already been granted planning permission) would not be appropriate in those parts of the Location.

Strategic Flood Risk Assessment

2.9 As reported in previous SHLAA reports 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.

2.10 Following 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.

2.11 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 were first published in May 2010. A revised level 2 SFRA report and maps incorporating enhanced mapping were published in March 2011.

2.12 Since the Level 2/Hybrid SFRA for Manchester, Salford and Trafford was published the Environment Agency has issued a revised Flood Map incorporating the best available modelling information. It should be noted that the flood zone map for the Manchester Ship Canal produced by the Environment Agency is currently subject to a legal challenge by Peel Holdings (the owning company of the Manchester Ship Canal). The Environment Agency has been advised that this challenge is ill founded and is defending the approach which it has adopted to modelling flood risk from the Ship Canal. Dependant on the outcome of a potential judicial review, revisions may be made to the Flood Map. In assessing the potential for development of the sites to be included in this SHLAA report the

Environment Agency Flood Map has been applied to the sites contained within the SHLAA database.

Other Sites

2.13 As a result of additional information being received to the previous SHLAA assessment amendments have been made to the database as follows:

- SHLAA Ref – 1626 – Deansgate Lane – This site has not previously been included in the SHLAA as a result of its employment allocation in the UDP and on the grounds of flood risk. As a result of updated flood risk information and additional information from the applicants agent it is apparent that the site is not included within flood zone 3b and on this basis the site has been included within this 2011 SHLAA update report.

2.14 Since the publication of the 2010 SHLAA report 2 additional sites have been put forward for consideration as follows: -

- Wyevale World of Pets and Leisure, Thorley Lane, Timperley
- Wyvale Garden Centre, Green Lane , Timperley

2.15 The above sites have not been included within the 2011 SHLAA due to their Green Belt status. Emerging Core Strategy policy R4 follows national guidance in that development within the Green Belt will be restricted to those uses which are deemed appropriate in the context of PPG2 and which maintain openness.

3 Summary of the 2011 SHLAA Results

3.1 The summary results of the 2011 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 2 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 (73% of the total) with much smaller contributions from sites in the two succeeding 5 year time bands (24% 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 table 2 is set out in the appendix.

Table 2: Summary of Potential from Sites Committed within the Planning Process

Source of Supply	Timescales for Development				Overall Total
	<5 Years 20011/12-2015/16	5-10 Years 2016/17-2020/21	10-15 Years 2021/22-2025/26	15+ Years 2026/27 +	
Existing UDP Housing Allocations	30	0	0	0	**30 (1%)**
Mixed Use UDP Allocations	220	197	0	0	**417 (12%)**
Planning Permissions Unimplemented	2038	626	100	0	**2764 (81%)**
Residue of Planning Permissions Under Construction	198	0	0	0	**198 (6%)**
Total Supply within the Planning Process	**2486 (73%)**	**823 (24%)**	**100 (3%)**	**0 (0%)**	**3409**

3.3 Since the 2010 SHLAA Review the number of sites within the planning process has seen a reduction of 416 units. This is due in part as a result principally of fewer planning permissions coming through to replace sites that have been developed or lost through the expiry of an extant planning permission.

The Potential from Sites not within the Planning Process

3.4 Table 3 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 (36% 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 (25% of the total).

3.5 The total potential supply available by 5 year time band varies from 30% of the total in the first 5 year time band, to 36% in the second, 28% in the third. Beyond the 10 to 15 year time band the potential supply amounts to 6% of the total identified sites. A list of the sites included within the table is set out in the appendix.

Table 3: Summary of Potential from Sites not within the Planning Process

Source of Supply	Timescales for Development				Overall Total
	<5 Years 2011/12-2015/16	5-10 Years 2016/17-2020/21	10-15 Years 2021/22-2025/26	15+ Years 2026/27 +	
PDL/Vacant/Derelict	671	268	197	15	**1151 (16%)**
Infill	59	62	0	20	**141 (1.9%)**
Car Parks	34	119	147	76	**376 (5.2%)**
Redevelopment of Commercial Buildings	414	478	229	10	**1131 (16%)**
Vacant - Greenfield	381	633	668	134	**1816 (25%)**
PDL - Occupied	650	1067	767	157	**2641 (36%)**
Total Supply not within the Planning Process	**2209 (30%)**	**2627 (36%)**	**2008 (28%)**	**412 (6%)**	**7256**

3.6 The largest increase in sites outside of the planning process since the 2010 SHLAA has been in the redevelopment of commercial buildings category with an increase of 436 units this is due to the inclusion of the Trafford Wharfside Strategic Location in this category.

Sources of Supply by Area

3.7 Table 4 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 (24% of the total). The second largest source of supply will come from sites located within Trafford Park (Trafford Wharfside and Trafford Quays) (18% of the total) followed by Carrington (15.2% of the total). A list of the sites included within the table is set out in the appendix.

Table 4: The Sources of Supply by Area

LDF Place Name	Timescales for Development <5 Years 2011/12-2015/16	5-10 Years 2016/17-2020/21	10-15 Years 2021/22-2025/26	15+ Years 2026/27 +	Overall Total
Altrincham	900	440	114	30	**1484 (14%)**
Carrington	361	600	661	0	**1622 (15.2%)**
Old Trafford	1285	884	200	195	**2564 (24%)**
Partington	388	338	100	52	**878 (8.2%)**
Rural Community (Warburton)	27	0	0	0	**27 (0.2%)**
Sale	610	409	157	125	**1301 (12%)**
Stretford	190	31	57	10	**288 (2.7%)**
Trafford Park (Wharfside and Trafford Quays)	650	550	750	0	**1950 (18%)**
Urmston	284	198	69	0	**551 (5.1%)**
Total	**4695 (44%)**	**3450 (32%)**	**2108 (20%)**	**412 (3.9%)**	**10665**

3.8 Altrincham has seen the largest increase since the 2010 SHLAA with an increase of 289 units. This is as a result of the number of applications receiving planning permission since the previous assessment.

The Potential Sources of Supply by Site Size

3.9 Table 5 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 (51% 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 20% 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 18%. A list of the sites included in the table is set out in the appendix.

Table 5: 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	1116	409	794	643	**2962 (28%)**
No of units outside of the Planning Process	1027	749	1175	4752	**7703 (72%)**
Overall Total	**2143 (20%)**	**1158 (11%)**	**1969 (18%)**	**5395 (51%)**	**10665**

3.11 The most significant change since the 2010 SHLAA has occurred in the large sites of >2.5 hectares category where there has been an increase of 490 units counted. The second largest change has occurred in the 0.8-2.5 category with a reduction of 433 units, both of these changes can be attributed to the Trafford Wharfside Strategic Location. The next most significant change has occurred in the <0.4 category with the reduction of 271 units, this can be attributed mainly to the removal of planning permissions which have either been built or have expired.

The Potential Supply by Market Locations

3.12 Table 6 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 (48% of the total) falls within “cold” market locations, with close to one fifth (14%) in “hot” and close to one quarter (20%) 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 Economic Viability Study (2009).

3.13 In relation to the potential supply identified in the “cold” market locations, it needs to be noted that the great majority is associated with the Strategic Location proposals included in the Core Strategy – proposals that the Economic 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 6: Potential Supply by Market Location

Market Performance	<5 Years 2011/12-2015/16	5-10 Years 2016/17-2020/21	10-15 Years 2021/22-2025/26	15+ Years 2026/27 +	Overall Total
Cold	2064	1822	961	247	**5094 (48%)**
Hot	905	466	114	30	**1515 (14%)**
Moderate	1076	612	283	135	**2106 (20%)**
Not Classified	650	550	750	0	**1950 (18%)**
Total	**4695 (44%)**	**3450 (32%)**	**2108 (20%)**	**412 (3.9%)**	**10665**

3.14 Since 2010 there has been an increase in the number of sites located within "cold" market areas of 235 units. The number of units provided within "hot" market areas has also seen an increase from 2010 of 287 units.

Local Transport Infrastructure Accessibility

3.15 Table 7 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 with the benefit of planning permission.

Table 7: Site Accessibility to Public Transport

	<5 Years 2011/12-2015/16	5-10 Years 2016/17-2020/21	10-15 Years 2021/22-2025/26	15+ Years 2026/27 +	Overall Total
Accessible Sites with Planning Permission	2177	626	100	0	**2903 (27%)**
Accessible Sites without Planning Permission	2448	2824	2008	412	**7692 (72%)**
Inaccessible Sites with Planning Permission	59	0	0	0	**59 (0.6%)**
Inaccessible Sites without Planning Permission	11	0	0	0	**11 (0.1%)**
All Accessible Sites	**4625 (44%)**	**3450 (33%)**	**2108 (20%)**	**412 (3%)**	**10595**
All Inaccessible Sites	**70 (100%)**	**0 (0%)**	**0 (0%)**	**0 (0%)**	**70**

4 The Amount of New Housing Required in Trafford

4.1 Within the following section the potential supply of housing identified within the 2011 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 reflects the former Housing Growth Point status of the Borough. In Trafford this commitment translates to an increase in the average annualised target from 578 to 694 units per annum up to 2018.

4.4 The table below summarises the potential years supply of development land indicated by this 2011 version of the SHLAA in comparison with the requirement set out in Policy L1 of the LDF Core Strategy.

Table 8: Potential Supply of Development Land – Comparison with the Requirement set out in Policy L1 of the LDF Core Strategy

	2011/12 to 2015/6	2016/7 to 2020/21	2021/22 to 2025/6	2026/7 to 2027/8	Total
Total Potential Land Supply (Tables 3 & 4)	4695	3450	2108	412	**10665**
LDF Core Strategy Policy L1 Requirement	2890	2890	2890	1156	9826
Years Supply	8.1	5.9	3.6	0.7	18.3
LDF Core Strategy Policy L1 plus HGP Requirement	3470	3122	2890	1156	10526
Years Supply	6.8	5	3.6	0.7	16.1

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 9. The total new provision for the eight years bears reasonable comparison with the minimum net RSS requirement of 4624 dwellings and the 4972 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 9: Actual New Housing Provision 2003/4 to 2010/11

Provision	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	Total
Gross	680	774	772	593	459	427	355	317	4377
Annual Average									547
Net	597	746	698	537	366	344	283	256	3827
Annual Average									478

5 Review of the Assessment

5.1 This report provides the findings of the 2011 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 2010 SHLAA report. It is being made available to support the continuing work on the Core Strategy 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.

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 Authorities Monitoring Report preparation and reporting process.