

**Salford City Council**

# **Strategic Housing Land Availability Assessment**

**2010-2025**

**December 2009**

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# 1. Scope and Policy Context

## Scope of Update

- 1.1 The city council first published a Strategic Housing Land Availability Assessment (SHLAA) in March 2008, with a base date of 1 April 2008. This report represents an update to that assessment, with the baseline rolled forward to 1 April 2010.
- 1.2 Additional sites have also been assessed as part of this 2010 SHLAA Update, namely:
  - Sites suggested by stakeholders
  - Employment areas identified in the Core Strategy Issues and Options report under one or more strategic options as possibly being suitable for alternative uses
  - Sites which have received planning permission for housing after 1 April 2008, which were not already included in the assessment
- 1.3 This update has also re-examined the yield of all sites in the assessment, as well as the likely timescale for when they will come forward. This is to take account of changing market circumstances since the 2008 assessment was published. Account has also been taken of comments received from stakeholders with regards to the methodology used in the 2008 study.

## National Planning Policy Context

- 1.4 Planning Policy Statement 3 (PPS3): Housing<sup>1</sup> outlines the government's approach to providing housing through the planning system. One of the government's key objectives is: "to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live" (paragraph 9, PPS3).
- 1.5 In order to do this the planning system needs to deliver a flexible, responsive supply of land for housing purposes. PPS3 requires Local Development Documents to set out policies and strategies for delivering an appropriate level of housing provision.
- 1.6 PPS3 requires Local Planning Authorities to:
  - Identify specific, deliverable sites for the first five years of a plan that are ready for development, and to keep this topped up over-time in response to market information;
  - Identify specific, developable sites for years 6-10, and ideally years 11-15, in plans to enable the five year supply to be topped up;
  - Indicate broad locations for future growth where it is not possible to identify specific sites for years 11-15 of the plan;

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<sup>1</sup> <http://www.communities.gov.uk/publications/planningandbuilding/pps3housing>

- Not include an allowance for windfalls in the first ten years of the plan, unless there are justifiable local circumstances that prevent specific sites being identified.

1.7 In order to identify a supply of deliverable and developable sites over a 15 year period PPS3 requires all local planning authorities to prepare a SHLAA having regard to Practice Guidance on SHLAAs published in July 2007<sup>2</sup>. The Practice Guidance recommends the use of a standard methodology for producing SHLAAs.

### **Regional Planning Policy Context**

1.8 Policy L4 of the Regional Spatial Strategy for the North West (RSS)<sup>3</sup> states that “Local Authorities should monitor and manage the availability of land identified in plans and strategies and through development control decisions on proposals and schemes, to achieve the housing provision (net of clearance replacement) set out in table 7.1”. In doing so local authorities should “use the results of up-to-date Strategic Housing Market Assessments and Strategic Housing Land Availability Assessments to inform the allocation of and development control decisions upon specific sites”. Table 7.1 of the RSS sets a requirement for Salford of 28,800 net of clearance replacement between 2003 and 2021.

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<sup>2</sup> <http://www.communities.gov.uk/documents/planningandbuilding/pdf/399267>

<sup>3</sup> <http://www.gos.gov.uk/gonw/Planning/RegionalPlanning/>

## **2. Purpose of the assessment**

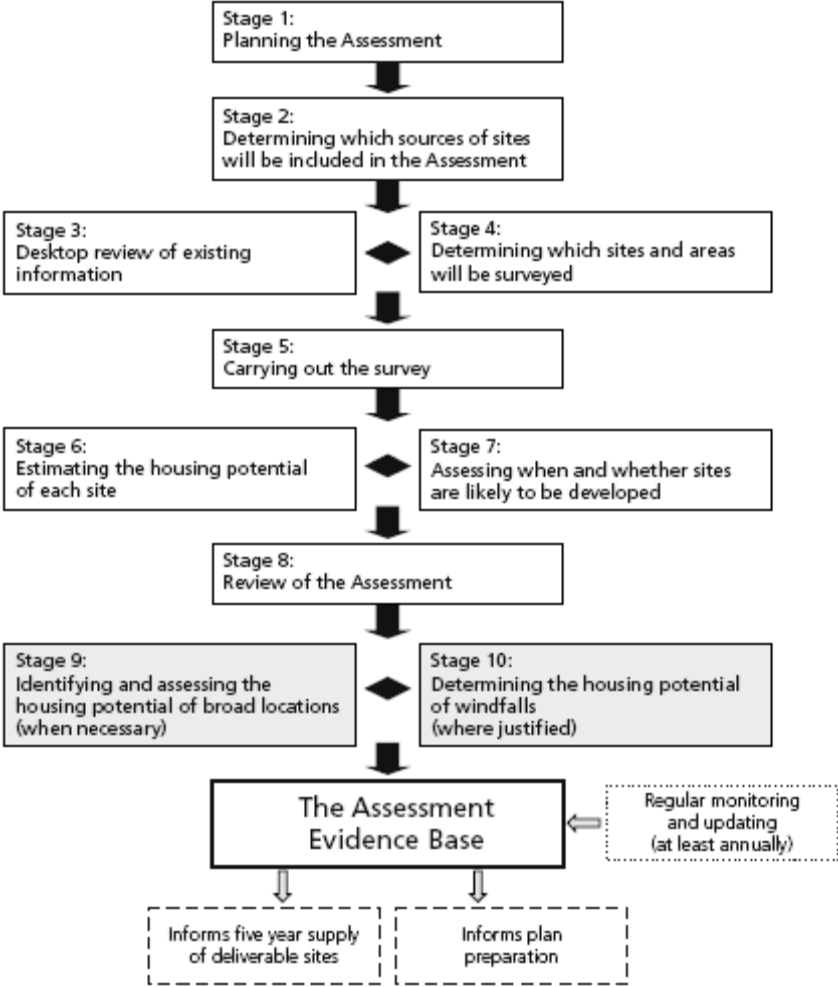
2.1 The primary role of the SHLAA is to:

- Identify sites with potential for housing;
- Assess their housing potential; and
- Assess when they are likely to be developed.

2.2 It is not the purpose of this study to allocate land for residential development, and the identification of housing potential from sites and buildings within this study does not imply that the city council would necessarily grant planning permission for their residential development. Similarly the SHLAA does not preclude sites from being developed for other uses, neither does it preclude the possibility of residential development being granted on sites that have not been included within the Assessment. Any planning applications will continue to be treated on their individual merits, having regard to the appropriate Development Plan, and other material planning considerations.

### 3. Methodology

3.1 The Salford SHLAA has followed the methodology set out in Figure 3 of the Department for Communities and Local Government (DCLG) Practice Guidance<sup>4</sup>. The stages in the methodology are set out in Figure 3 of the Practice Guidance, below. Each stage of the methodology is further discussed below. Annex 1 of this report also sets out how the council’s assessment is in line with the Core SHLAA outputs and the SHLAA Process Checklist, as set out in the Practice Guidance



#### Stage 1: planning the assessment

3.2 There is general agreement throughout Greater Manchester that each district’s SHLAA should follow the same methodology (as set out in the DCLG guidance note) and collate the same information so that it can be used within each housing market area (as identified in the Greater Manchester and North West Strategic Housing Market Assessments) and within the sub-region and region overall. This is considered preferable to a joint SHLAA with other local planning authorities in the housing market

<sup>4</sup> <http://www.communities.gov.uk/publications/planningandbuilding/landavailabilityassessment>

area, especially given the different timescales and stage that districts are at in preparing their individual Local Development Frameworks (LDFs).

3.3 A formal housing market partnership has not been involved in the production of the SHLAA. However, key stakeholders including house-builders have been involved in a variety of different ways. For instance, following publication of the initial SHLAA in March 2008 a range of stakeholders from the council's comprehensive LDF database were notified, and asked for their comments on the methodology used, and the findings of the assessment. This period of consultation ran from March 2008 until the end of May 2008. A number of comments were received, with the key points that they raised being that:

- It is important to consider the historic environment as a determining factor in the process of establishing when and whether sites are likely to be developed
- Full consideration should be given to biodiversity and geodiversity, landscape character and quality, greenspace, access to the countryside and other greenspace, soil conservation, sustainable design and construction, and environmental land management
- The level of flood risk should be recorded for sites
- A comprehensive list of sites, including those in employment use, should be included in the assessment
- Sites should not be excluded at an early stage as this is contrary to the DCLG Practice Guidance
- All stages of the DCLG Practice Guidance should be followed (such as Stage 7d, overcoming constraints)
- A site with planning permission is not automatically available for housing
- The assessment was not prepared in conjunction with key stakeholders
- The scope of the study should not be narrowed down by protective policy designations
- All sites should be surveyed as a minimum
- The council has been over optimistic in its consideration of the deliverability and developability of sites

3.4 These comments have been taken into account in this current update of the SHLAA.

3.5 In addition to inviting comments on the methodology and findings of the 2008 SHLAA, a letter and proforma was sent (in February 2009) to the agents / applicants of schemes with extant planning permission for housing. This pro-forma asked for, amongst other things, information with regards to the expected timescale for delivery, and also constraints to delivery. Information about 105 sites was received on pro-formas and in the form of letters following the request for information. This information has informed the assessment as to the deliverability / developability of those individual sites. A copy of the blank pro-forma and letter to stakeholders can be found at Annex 2.

3.6 The SHLAA was carried out internally utilising council officers.

## **Stage 2: determining which sources of sites will be included**

- 3.7 In line with CLG guidance, the findings of the Salford SHLAA include an assessment of the following sources of sites that have potential for housing that are currently in the planning process. The following sources relate to an estimate of the position as at 1<sup>st</sup> April 2010<sup>5</sup>:
- Sites with an outstanding planning permission for residential development (or mixed-use with residential component) that are currently under construction;
  - Sites with an outstanding planning permission for residential development (or mixed-use with residential component) that are not under construction. This includes sites with either full or outline planning permission;
  - Sites that have been allocated for residential development (or mixed use involving an element of residential development) in the City of Salford Unitary Development Plan
- 3.8 In addition to those sites currently within the planning process, additional sites outside of the planning process were also identified from the following sources:
- Vacant and derelict previously developed land and buildings
  - Vacant land not previously developed
  - Underused land and buildings
  - Land in the ownership of the city council
  - Land in non residential use (e.g. car parks, commercial buildings)
  - Opportunities in existing housing areas for redevelopment and redesign
- 3.9 The Core Strategy Issues and Options report of October 2008 set out a number of existing employment areas that could potentially be appropriate for redevelopment to other uses, and possible major greenfield / green belt locations for housing. These sites have been included in the SHLAA and assessed as to whether they are deliverable / developable for housing development.
- 3.10 As well as consulting on the methodology used in the 2008 SHLAA (as explained above), stakeholders were also invited to put forward sites which they considered had potential for housing development. A pro-forma was made available for interested parties wishing to submit potential sites, and this is available at Annex 4.
- 3.11 A total of 33 sites were suggested, 28 of which have been assessed as part of the SHLAA update. 5 sites were excluded on the basis that they fell below the minimum site size threshold for inclusion in the assessment (see

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<sup>5</sup> Due to the base-date of the SHLAA (ie. from 2010 onwards) being in advance of annual monitoring of residential completions for the period 2009-2010, an estimate has been made of the level of completions in 2009/10. A list of those sites estimated to have been completed in 2009/10 is at Annex 3.

Stage 4). A list of suggested sites that were assessed in the SHLAA is set out in Annex 5.

- 3.12 The **scope** of the assessment has not been narrowed down by existing policies designed to constrain development. This therefore means that the local planning authority is in the best possible position when it comes to decide its strategy for delivering its housing objectives.

***Stage 3: desktop review of existing information***

- 3.13 The council already has access to a considerable amount of information relating to potential housing sites through the previous SHLAA. Existing data sources that have been used include:

- National Land Use Database
- Residential Development and Land Supply database and reports
- Sites with lapsed planning permissions
- City of Salford Urban Potential Study 2003
- Sites brought to Development Team meetings (i.e. via pre-application discussions)
- Register of Surplus Public Sector Land
- Demolitions database
- Land identified as potentially being vacant on the 1:10,000 scale plans of the city or aerial photos
- Sites identified through discussions with colleagues as being potentially available for future development
- SHLAA site suggestions

- 3.14 All sites have been mapped on the council's GIS (Geographical Information System), and duplicates between them have been removed. Site plans are available for each individual site, and these are attached at Annexes 9 and 10.

***Stage 4: determining which sites and areas will be surveyed***

- 3.15 The CLG guidance states that as a minimum all sites identified by the desktop review should be visited in order to get an up-to-date view on development progress, particularly where sites have planning permission, and to identify constraints to development. The council has surveyed all the sites included within the SHLAA, either through specific surveys for the SHLAA or other survey work (such as that for residential development and land supply monitoring).

- 3.16 Given the nature of the housing challenge in Salford, in terms of an RSS housing requirement of 28,800 dwellings net of clearance replacement between 2003 and 2021, a comprehensive and intensive approach to the identification of sites was undertaken. Sites were identified citywide with a general site size threshold of above 0.25ha, although a lower threshold of 0.1ha and above was applied in the Regional Centre and town / neighbourhood centres because of the potential for high yields on very small sites. Additionally, all sites with extant planning permission for housing and / or allocated in the UDP were included (along with those sites

where there is an undetermined planning application for housing), irrespective of the thresholds.

### ***Stage 5: carrying out site surveys***

- 3.17 All those that were involved in carrying out site surveys were briefed to ensure that they followed a consistent approach in recording information. Survey work was done using internal resources and was undertaken by members of the Spatial Planning team who have extensive experience in undertaking survey work. Information recorded during site visits included: site size, site boundaries, current use, surrounding land use, character of surrounding area, physical constraints (such as flooding and pylons etc.), and development progress.

### ***Stage 6: estimating the housing potential of each site***

- 3.18 The CLG Practice Guidance states that the estimation of the housing potential of each site should be guided by the existing or emerging plan policy, particularly the approach to housing densities at the local level. However, it also suggests that an alternative approach is to compare the site with a sample scheme. The sample schemes should be exemplars (not necessarily from the study area) and represent the range of site sizes and locations where housing development is anticipated.
- 3.19 As part of the update of the 2008 SHLAA the yields for all sites including those with planning permission have been re-examined having regard to the following, in line with the CLG Practice Guidance:
- a) Density policies in the saved UDP (Policies ST12, MX1 and H1)
  - b) Policies in the city council's approved Housing Planning Guidance (Policy HOU1)
  - c) Densities achieved within a number of sample schemes, adjusted for individual site circumstances
  - d) Market conditions in terms of type of dwellings likely to be delivered
- 3.20 Those sample schemes that were chosen reflect the net density guidance in the UDP and Housing Planning Guidance. Sample schemes include those from recent developments / permissions in the city, including amongst others land at Holyoake Road, New Broughton, Broughton Green, Kersal High, City Lofts Salford Quays, and Chimney Pot Park Langworthy. The density and mix of dwellings in exemplar schemes from outside of Salford were also used, including: Holt Town (Manchester); Iroko (London Borough of Lambeth); Colebrooke Place (Central Islington); Accordia (Cambridge); Elmington Estate (London Borough of Southwark); and Victory Square (Portsmouth). The schemes range in density from around 35 net dwellings per hectare to around 500 net dwellings per hectare. The lower density schemes encompass houses including detached properties, whilst the higher density schemes tend to be in the form of apartments, or a mix between apartments and house types such as townhouses.

- 3.21 Net densities have been applied to all of the sites and so it is not necessary to apply a gross to net ratio. The net densities attributed to each of the SHLAA sites allows for sufficient open space, infrastructure, and high design quality. Where a site is to be developed for a mix of uses or if part of a site is excluded from the developable area (for instance if part of it is a Site of Biological Importance) the density figure relates only to the part of the site to be developed for housing. Where sites have planning permission and there have already been completions, the site density relates to the whole site area and the total number of dwellings granted permission.
- 3.22 On some of the sites within the planning process it has been considered that the current permission may not be implemented in light of recent market conditions and a judgement as to future conditions. As a result some sites that have extant planning permission for housing will have a different yield to that for which it currently has permission. Invariably, where this is the case the city council has assumed that yields are likely to be lower.

#### *Demolition of dwellings*

- 3.23 Given that the city council is not intending to make an allowance for windfall completions (see Stage 10 below), it is not considered appropriate to make an estimate for 'windfall demolitions'<sup>6</sup>. Specific sites where there is known potential for demolition have however been factored into the assessment. Annex 6 shows those sites where there would be demolitions if the site were to be redeveloped. If additional dwellings were to be demolished over and above that specifically identified, then this would be likely to provide extra land for new housing development.

#### ***Stage 7: assessing when and whether sites are likely to be developed***

- 3.24 In assessing whether a site is likely to be deliverable or developable<sup>7</sup> the DCLG Practice Guidance states that a judgement should be made as to the suitability, availability and achievability of a site. This is set out below, although it should be noted that there may be additional constraints on some sites that were not identified at the time of the assessment and that planning applications will continue to be treated on their own merits at the time of the planning application, rather than on the information contained in the SHLAA. Likewise some of the identified constraints may have been removed since the information was compiled.

#### ***Stage 7a: assessing suitability for housing***

- 3.25 In assessing the suitability of a site for housing the council has examined each site against:

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<sup>6</sup> i.e. demolitions on sites that have not been specifically identified

<sup>7</sup> Where a **deliverable** site is available now, offers a suitable location for housing development now and there is a reasonable prospect that housing will be delivered on site within 5 years. A **developable** site should be in a suitable location for housing development, and there should be a reasonable prospect that it will be available for and could be developed at a specific point in time.

- Planning policy restrictions;
  - Physical problems or limitations;
  - Potential impacts; and
  - The environmental conditions which would be experienced by prospective residents.
- 3.26 Information collected at this stage included details relating to ground conditions, hazardous installation zones, potential flood risk, environmental designations (such as wildlife corridors, green belt, Mosslands, recreation areas, sites of biological importance), and site accessibility.
- 3.27 Generally speaking the findings of the SHLAA have followed the DCLG methodology in determining that sites that are allocated or have planning permission for residential use will be suitable for residential development, given that an assessment of sustainability formed part of the decision to grant planning permission or allocate the site. Notwithstanding this, all sites have been assessed individually to determine if they are suitable.
- 3.28 It should be noted that the assessment of sites has been based on suitability under the current planning policy framework. Given this, and where there is no extant planning permission, allocation for housing, or approved regeneration masterplan, the following site types are not considered to be suitable at present:
- Employment areas outside the mixed use areas identified by UDP Policy MX1
  - Greenfield sites of more than 1ha in size, or mixed greenfield / previously developed land where more than 50% of the site area is greenfield (and there is no allocation in the Saved UDP for all / part of the site for housing)
  - Green belt sites
- 3.29 For these sites to become suitable (in particular sites in employment areas and greenfield land) there may need to be a change in the planning policy framework, or for further information to be made available demonstrating that the bringing forward of particular sites could be compliant with current policy.

***Stage 7b: assessing availability for housing***

- 3.30 In assessing the availability of sites for housing the council has assessed land ownership constraints that may be associated with bringing forward sites. This has included identifying whether there are any obvious legal or ownership problems, including ransom strips or multiple ownerships. However, it should be noted that the council has not identified the ownership of every site within the SHLAA as this was considered too costly an exercise to do and information could quickly become dated.
- 3.31 Instead, the findings of the SHLAA in relation to availability are based on:

- examining whether a site is in active use and how likely it is for that use to cease and housing to be developed on the site
- known city council owned land and likely disposal date
- ownership information from planning application forms, with an assumption being that if the site was in the ownership of the applicant at the time of the planning application, then there is a reasonable probability that there are no ownership issues to prevent the site being developed
- knowledge of whether a site is owned by a developer, has had known developer interest, or was advertised for sale
- relevant information contained in the pro-formas that were sent to those agents / applicants with extant planning permission for housing, and those returned by stakeholders who suggested additional sites should be included in the SHLAA

### ***Stage 7c: assessing achievability for housing***

- 3.32 The DCLG Practice Guidance advises that a site is considered to be achievable for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time. The practice guidance identifies that market, cost and delivery factors influence the achievability of a site.
- 3.33 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. The council have taken a relatively pessimistic view on the current achievability of sites. A lot of sites are suitable and available for housing development but the availability of capital for developers, mortgage finance for purchasers etc. means that sites that are effectively ready for development are likely to be delayed.
- 3.34 As part of assessing achievability of sites, the pro-formas sent to those agents / applicants with extant planning permission for housing, and those returned by stakeholders who suggested additional sites, included details relevant to whether the site was achievable.
- 3.35 Residual valuations have not been carried out on a site by site basis due to the time and also cost of undertaking such assessments. Moreover by their very nature such assessments would be subjective, and only give a valuation at a particular point in time. However, a sample of 16 typical sites has been considered as part of Salford's Core Strategy process.

### ***Stage 7d: overcoming constraints***

- 3.36 This stage of the Guidance suggests that work should be undertaken to help determine how any identified constraints / areas can be removed. The Practice Guidance is clear that actions might include the need for investment in new infrastructure, dealing with fragmented land ownership, environmental improvement, or a need to amend planning policy which is currently constraining housing development.

3.37 The council is also committed to continuing to work with Development Partners in various parts of the city (such as Countryside Properties in Lower Broughton, and Miller Homes / Inspired Developments in Charlestown and Lower Kersal) to overcome any constraints to development. Furthermore, the council remains in active discussions with the Homes and Communities Agency and developers, to try and secure funding for schemes that may have stalled due to market conditions. This 'Kickstart funding' has allowed the funding of affordable homes such as through HomeBuy Direct. Furthermore, through the Local Development Framework the city council will examine whether it is appropriate to change the planning policy framework to allow sites that are not currently suitable for housing development to come forward.

### ***Assessing when sites are likely to be developed***

3.38 An estimate has been made as to when deliverable / developable sites will come forward, informed by both planning policy and sustainability objectives. The key factors in this consideration included amongst other things:

- Regeneration priorities within the city
- The strength of the local housing market;
- Whether the site is occupied;
- Whether there is known developer interest in, or emerging proposals for, the site;
- Competing demands on the site;
- Any need for site assembly; and
- The need for flood defence improvements or other infrastructure provision before development could take place.

3.39 Each site was placed into one of four categories:

- Likely to be developed within 0-5 years (split on a year by year basis) (ie. 2010-2015);
- Likely to be developed within 5-10 years (i.e. 2015-2020);
- Likely to be developed within 10-15 years (i.e. 2020-2025);
- Likely to be developed between 2025-2027 (ie. the period following the end of the 15 year requirement, and the end of the Core Strategy period)

3.40 The categorisation of sites in terms of when they may come forward is based on officers' views held at the time of the study. Circumstances or assumptions may change which may mean that sites could come forward sooner or later than originally envisaged.

### ***Stage 8: review of the assessment***

3.41 The SHLAA Practice Guidance explains that the assessment is not a one off study and updating it should be an integral part of the Annual Monitoring Report (AMR) process. The AMR will monitor the performance of the SHLAA and identify progress in site delivery. It will be important to

review the assessment to identify which sites have come forward and also to identify new sites which could contribute to the housing land supply.

***Stage 9: identifying and assessing the housing potential of broad locations (where necessary)***

- 3.42 The Practice Guidance suggests that encouragement should be given to broad locations for housing development, where specific sites cannot be identified, and where feasible.
- 3.43 The city council does not consider that at this current time it is appropriate to identify broad locations for new housing development, although this will be kept under review. The Practice Guidance states that any broad locations outside of settlements in the city should usually be signalled by the RSS. No such locations have been identified in the RSS.

***Stage 10: determining the housing potential of windfall (where justified)***

- 3.44 PPS3 sets a clear expectation that the supply of land for housing should be based upon specific sites (and where necessary broad locations). However it recognises that there may be genuine local circumstances where a windfall allowance is justified. It is not considered that there are local circumstances in Salford that mean an allowance should be made for windfall completions. A comprehensive and intensive approach to the identification of sites has been taken in the SHLAA and this negates the need to include a windfall allowance, especially in light of the advice in PPS3 and the SHLAA Practice Guidance.

## 4. Assessment Results

### Sites that are considered to be deliverable or developable

- 4.1 The SHLAA database contains 326 sites that are considered to be either deliverable within the next 5 years, or developable at a particular point in time for new housing (ie. beyond the next 5 years). These sites are all consistent with the city’s current statutory Development Plan and national planning policy, and have been assessed as to whether they are suitable, available and achievable for housing development. A list of all deliverable or developable sites can be found at Annex 7. The information contained in the SHLAA database for each site can be found at Annex 8. Individual site assessments and site plans can be made available on request.
- 4.2 As table 1 below shows, the 326 deliverable / developable sites potentially yield a total of 25,146 gross dwellings between 2010 and 2027, with net additions of 23,663 dwellings, taking into account reductions of 1,483 dwellings. From those sites identified in the SHLAA It is estimated that there will be a concentration of completions in the period between 2010 and 2020, with only an estimated 2,815 dwellings being identified on specific sites as developable between 2020 and 2027. Specific sites with demolitions / reductions have only been identified for the first five years (ie. 2010-2015).

**Table 1 – Net deliverable and developable dwellings between 2010 and 2027**

	Time period				
	2010-2015	2015-2020	2020-2025	2024-2027	2010-2027 Totals
Gross additions	11,451	10,880	2,763	52	<b>25,146</b>
Demolitions / reductions	1,483	0	0	0	<b>1,483</b>
<b>Net total additions</b>	<b>9,968</b>	<b>10,880</b>	<b>2,763</b>	<b>52</b>	<b>23,663</b>

- 4.3 The split between gross additions on previously developed land and greenfield land is shown in table 2 below. The table shows that between 2010 and 2027 97.4% of those dwellings considered to be deliverable / developable are on previously developed land. This is above the target set out in the RSS of at least 90% of dwellings in Salford being on previously developed land.

**Table 2 – Gross additions on previously developed land and greenfield land, between 2010 and 2027**

Time period	Total gross dwellings	Previously developed land		Greenfield land	
		Total gross dwellings	% of total	Total gross dwellings	% of total
<b>2010-15</b>	11,451	11,098	96.9%	353	3.1%
<b>2015-20</b>	10,880	10,641	97.8%	239	2.2%
<b>2020-25</b>	2,763	2,708	98%	55	2%

<b>2025-27</b>	52	52	100%	0	0%
<b>TOTAL 2010-2027</b>	<b>25,146</b>	<b>24,499</b>	<b>97.4%</b>	<b>647</b>	<b>2.6%</b>

4.4 Table 3 shows that of the 23,663 net additional dwellings that are expected to be completed from 2010 onwards, 13,013 dwellings (ie. 55%) are already within the planning process. This means that they are on sites which already have extant planning permission for housing, or are allocated for residential development, or mixed use development incorporating an element of residential development.

**Table 3 – Net deliverable and developable dwellings between 2010 and 2027, split by ‘within’ and ‘outside’ of the planning process**

	<b>2010-15 net</b>	<b>2015-20 net</b>	<b>2020-25 net</b>	<b>2025-27</b>	<b>Total 2010-27</b>
Within the planning process	6,946	5,043	1,024	0	13,013
Outside the planning process	3,022	5,837	1,739	52	10,650
<b>Totals</b>	<b>9,968</b>	<b>10,880</b>	<b>2,763</b>	<b>52</b>	<b>23,663</b>

4.5 Table 4 below shows that a significant proportion of the dwellings from 2010 onwards are anticipated to come forward in the ward of Ordsall (around 58% of the total). This reflects its location within the heart of the regional centre, the availability of land for development, and also the anticipated high density of development within that area, mainly in the form of apartments. The table also shows that the potential across the city is dominated by dwellings in the form of apartments (77.5%), as opposed to houses (22.5%).

**Table 4 – Net deliverable and developable dwellings between 2010 and 2027, by ward and property type**

<b>Ward</b>	<b>Total net dwellings</b>	<b>Total net houses</b>	<b>Total net apartments</b>	<b>% of total yield</b>	<b>Houses as a % of total</b>	<b>Apartments as a % of total</b>
Barton	133	42	91	0.6	0.2	0.4
Boothstown & Ellenbrook	89	65	24	0.4	0.3	0.1
Broughton	1,980	683	1,297	8.4	2.9	5.5
Cadishead	521	308	213	2.2	1.3	0.9
Claremont	297	262	35	1.3	1.1	0.1
Eccles	249	55	194	1.1	0.2	0.8
Irlam	1	1	0	0.0	0.0	0.0
Irwell Riverside	3,426	1191	2,235	14.5	5.0	9.4
Kersal	259	86	173	1.1	0.4	0.7
Langworthy	498	680	-182	2.1	2.9	-0.8
Little Hulton	542	524	18	2.3	2.2	0.1
Ordsall	14,382	688	13,694	60.8	2.9	57.9
Pendlebury	192	126	66	0.8	0.5	0.3
Swinton North	70	21	49	0.3	0.1	0.2

Ward	Total net dwellings	Total net houses	Total net apartments	% of total yield	Houses as a % of total	Apartments as a % of total
Swinton South	57	48	9	0.2	0.2	0.0
Walkden North	165	98	67	0.7	0.4	0.3
Walkden South	186	93	93	0.8	0.4	0.4
Weaste & Seedley	516	289	227	2.2	1.2	1.0
Winton	19	13	6	0.1	0.1	0.0
Worsley	81	60	21	0.3	0.3	0.1
<b>TOTALS</b>	<b>23,663</b>	<b>5,333</b>	<b>18,330</b>	<b>100.0</b>	<b>22.5</b>	<b>77.5</b>

4.6 Figure 8.1 of the Draft Core Strategy identifies housing provision between 2010 and 2027 for 19 different areas of the city. Table 5 below shows the provision identified in the SHLAA as being deliverable / developable for these areas<sup>8</sup>:

**Table 5 – Net deliverable and developable dwellings between 2010 and 2027, by Draft Core Strategy Housing area and property type**

Ward	Total net dwellings	Total net houses	Total net apartments	% of total yield	Houses as a % of total	Apartments as a % of total
Broughton Park & Higher Broughton	383	115	268	1.6	0.5	1.1
Charlestown & Lower Kersal	1,398	1,077	321	5.9	4.6	1.4
Claremont & Weaste	550	458	92	2.3	1.9	0.4
Crescent	659	136	523	2.8	0.6	2.2
Eccles	383	105	278	1.6	0.4	1.2
Eccles New Road	323	93	230	1.4	0.4	1.0
Greengate	3489	0	3,489	14.7	0.0	14.7
Greengate North & Trinity	464	61	403	2.0	0.3	1.7
Irlam & Cadishead	540	314	226	2.3	1.3	1.0
Liverpool Street	418	61	357	1.8	0.3	1.5
Lower Broughton	1,862	571	1,291	7.9	2.4	5.5
Ordsall	573	139	434	2.4	0.6	1.8
Ordsall Riverside	1586	405	1,181	6.7	1.7	5.0
Pendleton	498	680	-182	2.1	2.9	-0.8
Salford Central	2,808	83	2,725	11.9	0.4	11.5
Salford Quays	6,347	0	6,347	26.8	0.0	26.8
Swinton & Pendlebury	320	196	124	1.4	0.8	0.5
Walkden & Little Hulton	893	715	178	3.8	3.0	0.8
Worsley & Boothstown	169	124	45	0.7	0.5	0.2
<b>TOTALS</b>	<b>23,663</b>	<b>5,333</b>	<b>18,330</b>	<b>100.0</b>	<b>22.5</b>	<b>77.5</b>

4.7 A more detailed breakdown of deliverable / developable dwellings by Core Strategy housing area / ward, time period and also property type can be found at Annex 9.

### **Sites that are not considered to be deliverable or developable**

<sup>8</sup> Paragraphs 6.9-6.10 of this report explain the links between the housing provision identified in table 4, and that set out in Policy H1 of the Draft Core Strategy.

- 4.8 A total of 338 sites were assessed as not being deliverable or developable for housing development. These sites were excluded primarily for two reasons: site specific constraints, and / or policy constraints. A list of all sites not considered deliverable or developable, can be found at Annex 10. The data held for each site is set out in Annex 8. Individual site assessments and site plans can be made available on request.
- 4.9 The 338 sites not currently deliverable or developable could potentially yield 30,534 net additional dwellings between 2010 and 2027, should the obstacles to their delivery be overcome. Table 6 below shows that around 42% of the 30,534 additional dwellings would be on employment sites, as identified in the Employment Land Review, whilst 42% are greenfield or in the Green Belt.

**Table 6 – Potential net additional dwellings on sites not currently considered to be deliverable or developable**

Source of supply	Total net dwellings	% of total potential
Employment sites	12,926	42%
Employment sites that are greenfield or in Green Belt	327	1%
Greenfield sites	9,342	31%
Sites in the Green Belt	3,437	11%
Excluded for other reasons	4502	15%
<b>Total</b>	<b>30,534</b>	<b>100%</b>

- 4.10 Table 7 below shows the ward with the highest proportion of dwellings that are not considered to be deliverable or developable is Pendlebury (9.4% of the city-wide total identified), whilst Claremont has the lowest (0.4%). Nearly 77% of the total dwellings are estimated to be in the form of houses, as opposed to apartments.

**Table 7 – Potential net additional dwellings on sites not currently considered to be deliverable or developable, by property type and ward**

Ward	Total net dwellings	Total net houses	Total net apartments	% of total yield	Houses as a % of total	Apartments as a % of total
Barton	1,065	1,041	24	3.5	3.4	0.1
Boothstown & Ellenbrook	937	937	0	3.1	3.1	0.0
Broughton	2,620	341	2279	8.6	1.1	7.5
Cadishead	2,398	2,207	191	7.9	7.2	0.6
Claremont	123	123	0	0.4	0.4	0.0
Eccles	914	836	78	3.0	2.7	0.3
Irlam	2,746	2,746	0	9.0	9.0	0.0
Irwell Riverside	1,585	792	793	5.2	2.6	2.6

Ward	Total net dwellings	Total net houses	Total net apartments	% of total yield	Houses as a % of total	Apartments as a % of total
Kersal	401	323	78	1.3	1.1	0.3
Langworthy	599	297	302	2.0	1.0	1.0
Little Hulton	2,550	2,550	0	8.4	8.4	0.0
Ordsall	2,253	261	1992	7.4	0.9	6.5
Pendlebury	2,876	2,837	39	9.4	9.3	0.1
Swinton North	648	614	34	2.1	2.0	0.1
Swinton South	1,036	1,000	36	3.4	3.3	0.1
Walkden North	2,229	2,124	105	7.3	7.0	0.3
Walkden South	1,216	1,186	30	4.0	3.9	0.1
Weaste & Seedley	1,745	904	841	5.7	3.0	2.8
Winton	919	723	196	3.0	2.4	0.6
Worsley	1,674	1,674	0	5.5	5.5	0.0
<b>TOTALS</b>	<b>30,534</b>	<b>23,516</b>	<b>7018</b>	<b>100.0</b>	<b>77.0</b>	<b>23.0</b>

4.11 Table 8 below shows the total number of dwellings that are not considered to be currently deliverable under the current policy framework, or have site specific constraints, by Draft Core Strategy housing area.

**Table 7 – Potential net additional dwellings on sites not currently considered to be deliverable or developable, by property type and Draft Core Strategy housing area**

Ward	Total net dwellings	Total net houses	Total net apartments	% of total yield	Houses as a % of total	Apartments as a % of total
Broughton Park & Higher Broughton	365	268	97	1.2	0.9	0.3
Charlestown & Lower Kersal	1,281	1,211	70	4.2	4.0	0.2
Claremont & Weaste	520	520	0	1.7	1.7	0.0
Crescent	2505	2,207	298	8.2	7.2	1.0
Eccles	1455	614	841	4.8	2.0	2.8
Eccles New Road	554	0	554	1.8	0.0	1.8
Greengate	754	53	701	2.5	0.2	2.3
Greengate North & Trinity	5,437	5,246	191	17.8	17.2	0.6
Irlam & Cadishead	0	0	0	0.0	0.0	0.0
Liverpool Street	2,355	95	2,260	7.7	0.3	7.4
Lower Broughton	331	231	100	1.1	0.8	0.3
Ordsall	345	0	345	1.1	0.0	1.1
Ordsall Riverside	517	215	302	1.7	0.7	1.0
Pendleton	336	5	331	1.1	0.0	1.1
Salford Central	684	0	684	2.2	0.0	2.2
Salford Quays	4,489	4,380	109	14.7	14.3	0.4
Swinton & Pendlebury	5,968	5,833	135	19.5	19.1	0.4
Walkden & Little Hulton	2,638	2,638	0	8.6	8.6	0.0
<b>TOTALS</b>	<b>30,534</b>	<b>23,516</b>	<b>7,018</b>	<b>100.0</b>	<b>77.0</b>	<b>23.0</b>

## 5. Analysis of findings

- 5.1 In order to place the findings of the SHLAA into context it is necessary to consider the relationship between the identified supply, and also the requirements for new housing.

### ***Regional Spatial Strategy Requirements***

- 5.2 Salford's current housing requirement is set by the Regional Spatial Strategy published in September 2008. Policy L4 of the RSS requires Salford to provide an average of 1,600 dwellings per annum net of clearance over the period 2003 to 2021 (ie. 28,800 dwellings).
- 5.3 Policy L4 of the RSS states that for the purpose of producing Local Development Frameworks, local planning authorities should assume that the average annual requirement of 1,600 dwellings per annum will continue for a 'limited period' beyond 2021. Given the requirement of the SHLAA to identify housing for at least 15 years (ie. up to 2025), a judgement needs to be taken as to what the housing requirement should be for Salford in the period post 2021.
- 5.4 For the purposes of this SHLAA a 'limited period' is considered to apply to the period 2021 to 2023, and so on this basis between 2021 and 2023 the requirement is considered to be 1,600 dwellings per annum. For 2023 to 2025 the requirement has been estimated as 929 net dwellings, on the basis that the Greater Manchester Forecasting Model 2009 Baseline Scenario indicates that for this period this is estimated to be the net increase in households.

### ***Growth Point Status***

- 5.5 Greater Manchester as a whole has been awarded Growth Point Status, and for Salford this specifically means that there is a commitment to an additional 20% over the RSS requirement of 1,600 dwellings per annum between 2008 and 2017.
- 5.6 Paragraph 5 of the DCLG advice note to the Planning Inspectorate on demonstrating a 5 year supply<sup>9</sup> is clear that Local Planning Authorities should where available use housing provision figures in adopted Development Plans. For Salford the figure in the RSS of 1,600 dwellings is Salford's current housing provision in the Development Plan. The DCLG website is also clear that a growth point is not a statutory designation<sup>10</sup>. Given that the growth point is non statutory and does not form part of the Development Plan, at this time, it would not be appropriate to make allowance for it in the SHLAA calculations.

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<sup>9</sup> [http://www.planning-inspectorate.gov.uk/pins/advice\\_for\\_insp/advice\\_produced\\_by\\_dclg.htm](http://www.planning-inspectorate.gov.uk/pins/advice_for_insp/advice_produced_by_dclg.htm)

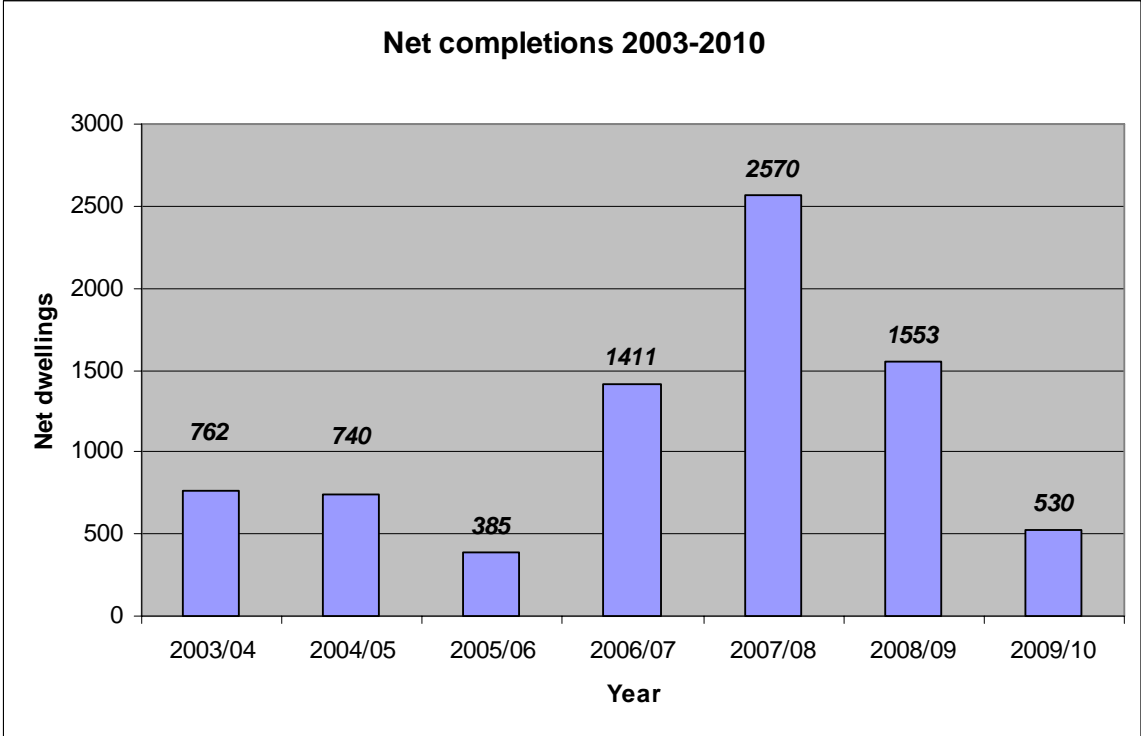
<sup>10</sup>

<http://www.communities.gov.uk/housing/housingsupply/growthareas/newgrowthpoints/newgrowthpointspolicy/>

5.7 The council recognises that it has committed to meeting the requirements of the Growth Point, in terms of uplift in its housing requirement. However this is an issue that will be addressed through the Local Development Framework, particularly the Core Strategy. Once it is adopted the Core Strategy will form part of the Development Plan, and so it is from then that point the growth point will be factored into the requirement calculations in the SHLAA.

**Recent completions**

5.8 Given that the RSS period began in 2003, account needs to taken of housing completions within the city from 2003 to 2010.



5.9 The graph shows that since 2003 there have been 7,951 net completions, which equates to an annual average of 1,136 dwellings<sup>11</sup>.

5.10 The actual net requirement for Salford between 2003 and 2010 was 11,200 dwellings, based on an annual average of 1,600 dwellings. There has therefore been a shortfall of 3,249 dwellings against the RSS requirements of 1,600 dwellings per annum, on the basis that that there have been net completions of 7,951 dwellings.

**Five year supply (2010-2015)**

<sup>11</sup> The figures between 2003 and 2009 are based on actual completions to be reported in the council’s annual Residential Development and Land Supply Report 2008-09. Completions for 2009 to 2010 are estimated, given that work on the SHLAA has taken place in advance of the annual residential development monitoring work for 2009-10.

- 5.11 One of the main outputs of the SHLAA is to help demonstrate a rolling five year supply of deliverable housing land, to meet housing requirements as determined by the RSS. To be considered deliverable sites should:
- Be available – the site is available now
  - Be suitable – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities
  - Be achievable – there is a reasonable prospect that housing will be delivered on the site within 5 years<sup>12</sup>
- 5.12 As set out above in Table 1, it is estimated that between 2010 and 2015, 9,968 net dwellings are considered to be deliverable.
- 5.13 The requirement for 2010-15 is 9,085 dwellings, and this is calculated through the addition of:
- 8,000 dwellings, on the basis of a requirement of 1,600 dwellings per annum over five years, and
  - 1085 dwellings to meet the shortfall against RSS requirements between 2003-2010, on the basis that the overall shortfall of 3,249 dwellings between 2003 and 2010 is reduced over the whole SHLAA 15 year period, at a constant rate of 217 dwellings per annum.
- 5.14 There is therefore an excess of 883 deliverable dwellings to meet the housing requirements for Salford in the 5 year period between 2010 and 2015. This represents a current land supply position of 5.5 years (ie. 9,968 deliverable dwellings, divided by the annual average requirement of 1,817 dwellings per annum, 2010 to 2015).

### ***10 year supply (2010-2025)***

- 5.15 PPS3 is clear at paragraph 55 that as well as identifying sufficient specific deliverable sites to deliver housing for a five year period, a further supply of specific, developable sites for years 6-10 should be identified.
- 5.16 The supply of net additional deliverable dwellings for 2010-2015 is 9,968, and for 2015-2020 it is estimated that there are 10,880 developable dwellings (see table 1 above). Therefore there is the potential for 20,848 dwellings to be completed over a 10 year period between 2010 and 2020.
- 5.17 The requirement for the 10 year period running from 2010-2020 is 18,170 dwellings, and this is calculated through the addition of
- 16,000 dwellings on the basis of 1,600 dwellings per annum over 10 years, and
  - 2,170 dwellings to meet the shortfall against RSS requirements between 2003-2010, on the basis that the overall shortfall of 3,249

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<sup>12</sup> PPS3, Paragraph 54.

<http://www.communities.gov.uk/planningandbuilding/planning/planningpolicyguidance/planningpolicystatements/planningpolicystatements/pps3/>

dwellings between 2003 and 2010 is reduced over the whole SHLAA 15 year period at a constant rate of 217 dwellings per annum.

5.18 Therefore when the potential supply of 20,848 is compared to the requirement of 18,170 dwellings for the period between 2010 and 2020, there is an excess of 2,678 dwellings. This represents a current land supply position of 11.5 years (ie. 20,848 deliverable dwellings, divided by the annual average requirement of 1,817 dwellings per annum, 2010 to 2020).

**15 year supply (2010-2025)**

5.19 Paragraphs 54 and 55 of PPS3 state that as well as identifying sufficient specific deliverable sites for a 5 year period, and a further supply of specific, developable sites for years 6-10, local planning authorities should also identify specific sites for years 11-15 “where possible”.

5.20 Having assessed the suitability, availability and achievability of sites it is considered that there is the potential for 23,611 net additional dwellings on specific deliverable and developable sites between 2010 and 2025.

5.20 The net requirement between 2010 and 2025 is 25,567 dwellings, and this is calculated through the addition of:

- 20,800 dwellings between 2010 and 2023 (at 1,600 dwelling per annum, based on RSS),
- 1,858 dwellings between 2023 and 2025, based on the Greater Manchester Forecasting Model 2009 Baseline scenario estimate of an additional 929 households in that period
- 3,249 dwellings as a result of under provision against RSS requirements between 2003 and 2010

5.21 On the basis that the requirement is for 25,907, and that sites to accommodate 23,611 dwellings have been identified, there is a shortfall in terms of there being a 15 year supply of specific sites.

## **6. Implications**

- 6.1 In accordance with guidance in PPS3 Salford has a current five year supply of deliverable dwellings. The SHLAA also demonstrates that there is an excess of specific identifiable sites (when set against the requirement) for the longer ten year period covering 2010 to 2020.
- 6.7 PPS3 requires that where possible Local Planning Authorities should also identify a further supply of specific, developable sites for years 11-15, and that where it is not possible broad locations for growth and / or windfalls should be identified. The above assessment has shown that there is a minimal shortfall in relation to there being a 15 year supply of specific sites.
- 6.8 The shortfall in terms of a 15 year supply is not considered to be significant. Windfalls and broad locations for growth have not been included in the 15 year supply as permitted by PPS3 / DCLG SHLAA Practice Guidance, and if such allowances were made there would be in excess of a 15 year supply. Moreover, the assessment of individual site's suitability has been undertaken having regard to the current policy framework provided by the RSS and Saved UDP policies. Given this a large number of sites have been excluded on the basis that they are not consistent with the current policy framework (such as being in the Green Belt), or that further information and justification would be required to release particular sites, such as greenfield and sites in existing employment areas. If further justification is provided it is likely that some sites in employment areas and some greenfield land could come forward for development.

### ***Relationship to Core Strategy***

- 6.9 Through the Core Strategy process the city council will need to identify sufficient housing land up to 2027. Therefore additional land will need to be identified for housing (over and above that in Table 1), either through a windfall allowance, broad locations for growth, an assumption regarding the amount of employment land for which there will be a demonstrable demand, or by overcoming constraints to the delivery of sites identified in the assessment as not being deliverable or developable. This could potentially require changes in planning policy.
- 6.10 As noted there are an identified 30,534 dwellings where there is insufficient evidence to consider the sites to be deliverable / developable at this time. It is likely that landowners will be able to demonstrate that there is no longer any demand for some though not all of the existing employment sites to remain in that use, at which point they may be considered deliverable / developable for housing. This may be sufficient to ensure the housing requirements are met, including the Growth Point, but it may also be necessary to consider changes to the current policy framework through the Core Strategy.