

# **Manchester City Council**

## **Strategic Housing Land Availability Assessment – main report**

**Base date 31st March 2022**

**November 2022**

### **1. Introduction**

1.1 The purpose of this Strategic Housing Land Availability Assessment (SHLAA) is to:

- identify sites with potential for development that will result in a change in the supply of housing units
- assess their development potential
- assess their suitability for development and the likelihood of development coming forward (their availability and achievability)
- inform the ongoing preparation of Manchester's Local Plan

1.2 It is not the purpose of this assessment to allocate land for development. We use the SHLAA to demonstrate whether we have sufficient land to meet Manchester's housing need over the next 15 or more years and in particular that we have a 'five year housing land supply'. A Five Year land supply means that we can identify sites, which are expected to come forward within five years from the SHLAA base date, to meet Manchester's local housing need for that period. In the case of the 2022 SHLAA, the data shows that there are sufficient deliverable sites to meet Manchester's local housing need for the period April 2022 to March 2027. You can read our Five Year Housing Land Supply Statement which sets out our current local housing need and a list of sites deliverable within the five years from 1 April 2022.

## **Background**

- 1.3 The Council has maintained a SHLAA for many years to assist with residential monitoring. The SHLAA is updated annually and published on the [Council's website](#). Sites can be viewed on an interactive map or downloaded as a list. The number and type of units and their timescale for development are provided, however we do not produce a full written report every year. Therefore, the detail in Stage 1 of the chart in paragraph 2.1 has been carried out in the past and is not repeated for the whole city each year. The process for including new sites in the SHLAA each year will go through the stages as set out in Stage 2 in the chart, and the annual SHLAA review also considers whether sites included in the database at present (some of which may date from the original Stage 1 work) should still remain in the SHLAA. This report gives consideration to the potential development of sites for housing over the next 17 years to 2039 which is the expected plan period for the emerging Local Plan. The SHLAA itself does identify sites which still have the potential to deliver residential development but because of constraints are unlikely to do this within the expected plan period. These sites are still shown on the interactive map. The baseline for this assessment is 31 March 2022.

It is accompanied by a five year housing land supply statement covering the period between 1 April 2022 and 31 March 2027.

## **Disclaimer**

- 1.4 Although this assessment makes a judgement about the developability of potential housing sites, it is based on a number of assumptions and does not in any way prejudge planning applications that may be received on individual sites. It is a strategic assessment and the identification of potential sites within this assessment does not imply that the city council would necessarily grant planning permission for development nor that permission would necessarily be for the number or type of units given in this assessment.

1.5 The assessment does not prevent:-

- sites from being developed for an alternative number or type of housing
- sites from being developed for uses other than housing
- development being granted on sites that have not been included within the assessment.

**National Planning Policy Context**

1.6 Paragraph 68 of the National Planning Policy Framework (NPPF) states that strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability.

1.7 Paragraph 68a of the NPPF states that planning policies should identify a supply of specific deliverable sites for housing for years one to five of the plan period whilst paragraph 74 requires local planning authorities to identify and update annually a supply of specific deliverable sites to provide a minimum of five years' worth of housing against their housing requirement. Annex 2 of the NPPF defines 'deliverable' as follows:

"To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (e.g. they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) Where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is

identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.”

- 1.8 Paragraph 68b of the NPPF requires that beyond this first 5 years, and specifically in respect of residential development, a supply of specific developable sites or broad locations for growth should be identified for years 6-10 and, where possible, for years 11-15. Annex 2 of the NPPF defines ‘developable’ as follows:

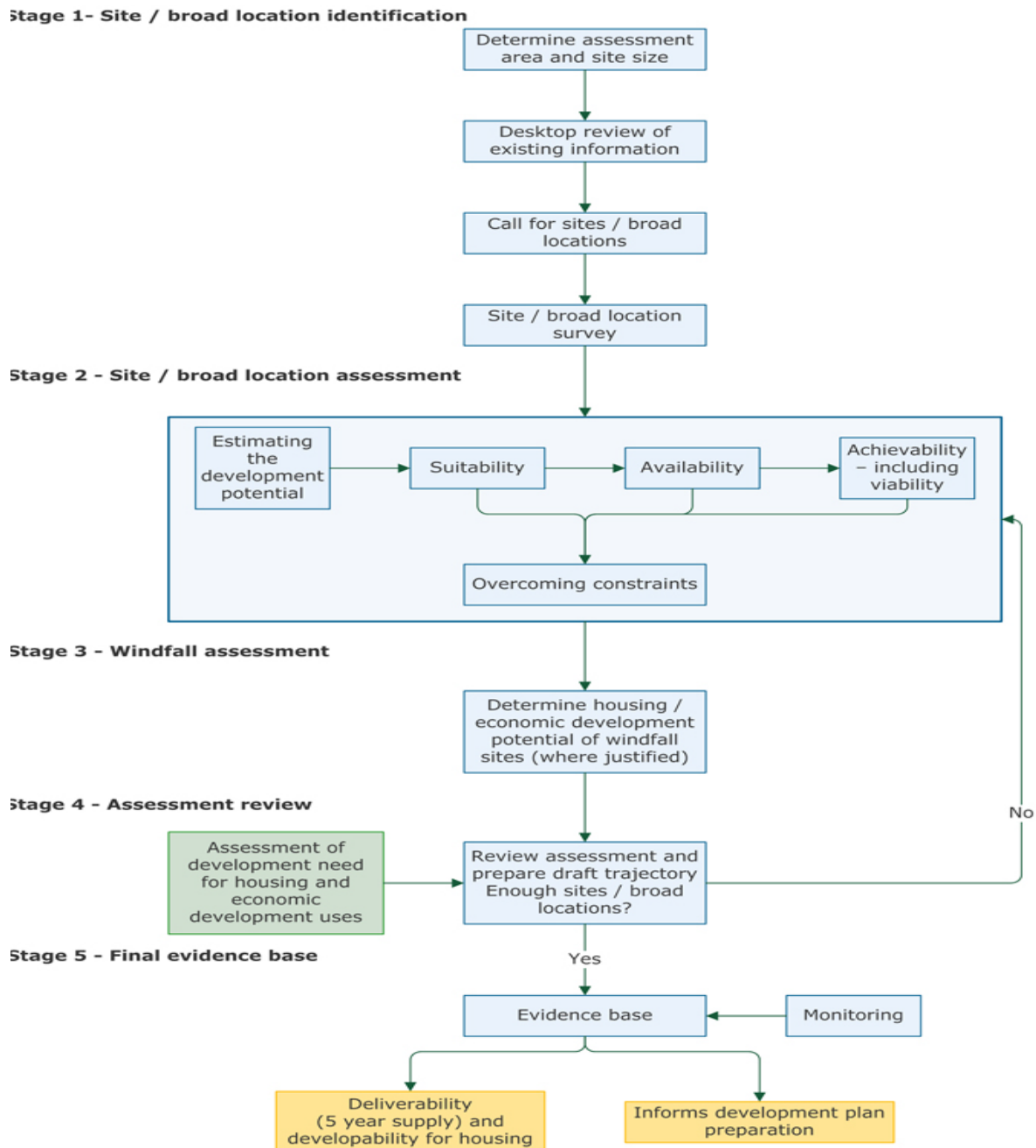
“To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.”

- 1.9 The national planning practice guidance sets out the methodology for undertaking a housing land availability assessment. It indicates the inputs and processes that should lead to a robust assessment of land availability, and that plan makers should have regard to the guidance in preparing their assessments. The city council has followed the methodology set out in the national planning practice guidance and further details of this are set out below.

## 2. Methodology

2.1 Manchester's SHLAA has followed the methodology set out in the national planning practice guidance. The guidance sets out the various stages in the methodology using the following flow chart:

Figure 1: SHLAA Methodology



- 2.2 The methodology followed by the city council, and how this relates to the national planning practice guidance, is set out below.

### **Stage 1: Identification of sites and broad locations**

#### **Geographical area**

- 2.3 Manchester City Council (MCC) undertakes their own land availability assessments within the Manchester Local Authority area having regard to the national methodology. District data is collated at a Greater Manchester level and is informing ongoing work on the Places for Everyone Plan (PfE). In line with stage 1 and over many years MCC has built up a comprehensive database of potential housing land which is reviewed annually. Every year timescales and units on each site are reviewed and new sites added based on the factors in stage 2.

#### **Involvement of stakeholders**

- 2.4 Landowners and promoters, land property agents, developers, local communities, LEP, businesses and registered providers have the opportunity to be involved in this assessment. Developers and registered providers have been involved in different ways as part of the 'site survey' stage. In terms of the SHLAA data each year, the number of units to be provided and timescale for site development is informed by discussions with registered providers and developers. Businesses and landowners are also involved in some cases. The annual publication of the SHLAA, provides an ongoing opportunity for stakeholders to influence its content.
- 2.5 A call for sites was carried out to support the earlier version of the PfE Plan development and ran from November 2015 to February 2017. A small number of sites were added to the SHLAA as a result of this. Of the residential sites proposed, a number were already in the SHLAA or were being considered for other uses and therefore were deemed unsuitable for housing. Some weren't

included despite being developable because there was no interest from a developer or the landowner.

- 2.6 Prior to the call for sites the Council carried out its own call for sites in 2008 as part of the evidence base for the Core Strategy. A future Call for Sites may be carried out again as part of the Local Plan preparation. In February 2020 a period of consultation started on the City's Local Plan. This consultation asked people their views on Manchester's development for the next 15 years and what issues should be covered by the Local Plan. Housing, climate change, transport, utilities and creating healthy spaces were highlighted as key themes.

### **Scope of assessment**

- 2.7 The national planning practice guidance states that the SHLAA should "identify all sites and broad locations (regardless of the amount of development needed) in order to provide a clear audit of available land. The process of the assessment will, however, provide the information to enable an identification of sites and locations that are most suitable for the level of development required."

### **Site size thresholds**

- 2.8 All sites with planning permission have been included in the SHLAA regardless of size. Sites without planning permission are included where they are expected to deliver 10 or more units.
- 2.9 In addition to those sites currently with planning permission additional sites were also identified within the scope of the assessment from the following sources:
- Any Unitary Development Plan (UDP) allocations that haven't been developed for housing or for another use have been included in the SHLAA if it has been determined that they have the potential to accommodate residential development.
  - Sites where there is an undetermined planning application have been included where it is likely that the scheme will receive permission.

- Sites which previously had planning permission for at least ten dwellings but where permission has now expired, and still have development potential.  
Sites with under ten units are deleted once the permission expires.
- Masterplans which include land that does not yet have planning permission
- Planning applications that have been refused or withdrawn and where it is likely that issues could be overcome through submission of a revised planning application
- Land in the ownership of the city council and other public bodies that is surplus and likely to become available for development
- Vacant and/or derelict land and buildings (including underused land and buildings) including sites subject to bids and other funding streams.
- Opportunities in existing housing areas for redevelopment and redesign
- Land suggested by others (such as through the Local Plan and PfE 'call for sites').

All sites have been mapped on the city council's Geographical Information System.

### **Site surveys**

- 2.10 The council has surveyed some of the sites included within the SHLAA. Where necessary, this would take place when a site is added as a Capacity site, at a point in time rather than visiting all sites every year. Up to date development on progress is gained principally from Council Tax data and from information from developers, with site visits used in some circumstances.

### **Stage 2: Site/broad location assessment**

#### **Estimating the development potential of each site**

- 2.11 With regards to assessing the development potential of each site for housing, the city council has sought to optimise the use of land in line with policies set out in the NPPF, particularly in respect of the density of development. In addition, account has been taken of:



- Draft Places for Everyone Housing Density policy
- Density proposed in approved masterplans/regeneration frameworks
- The scale of development within schemes that have been granted planning permission, or have been completed recently
- Market conditions in terms of whether the type and scale of development is likely to be delivered in practice

## **Losses**

- 2.12 Losses of dwellings on specific sites as a result of changes of use/ conversions (as part of planning permissions) have been taken into account within the site figures. All other losses are assessed separately. Planned demolitions which are part of the redevelopment of an area are assessed in 5 year bands. An adjustment is applied annually for unplanned smaller scale demolitions based on the average of the previous 5 years.

## **Assessing the suitability of sites for development**

- 2.13 The national planning practice guidance states that a site can be considered suitable “if it would provide an appropriate location for development when considered against relevant constraints and their potential to be mitigated.” In assessing the suitability of a site for housing and economic development, each has been assessed against:
- National and local planning policy
  - Appropriateness and likely market attractiveness for the types of development proposed
  - Contribution to regeneration priority areas
  - Potential impacts including the effect upon landscapes including landscape features, nature and heritage conservation
  - Physical problems or limitations

- Environmental/amenity conditions which would be experienced by occupiers and neighbouring areas

### **Constraints that impact on the suitability, availability and achievability**

- 2.14 This stage of the national planning practice guidance notes that where constraints have been identified, the assessment will need to consider what action would be needed to overcome them. The guidance is clear that examples of constraints include policies in the NPPF and the adopted or emerging development plan, which may affect the suitability of the site, and unresolved multiple ownerships, ransom strips tenancies or operational requirements of landowners, which may affect the availability of the site.
- 2.15 The city council is committed to continuing to work with development partners in various parts of the city and other agencies / organisations to overcome any constraints to development. For example, the council remains in active discussions with developers and registered providers to secure funding for housing. Furthermore, in the determination of planning applications for housing the city council takes a flexible approach to the level of section 106 contributions that will be sought where viability is an issue.
- 2.16 The city council will continue to liaise with the Environment Agency to ensure that developments can proceed (to their satisfaction) where the risk of flooding is mitigated.
- 2.17 Planning policy is being amended through the preparation of the Places for Everyone and the City Council's Local Plan. Once adopted these documents could remove some constraints to the delivery of new housing.

## **Sites with Planning Permission and Identified as Capacity Sites**

- 2.18 All sites that have extant planning permission or are allocated (in the saved UDP) for housing are suitable, given that an assessment of sustainability formed part of the decision to grant planning permission or allocate the site.
- 2.19 The assessment of the suitability of sites without planning permission for housing, has been made having regard to the current planning policy framework provided by National Planning Policy Framework and Practice Guidance, the Core Strategy, saved policies of the UDP, relevant Supplementary Planning Guidance, relevant masterplans and regeneration frameworks. Account has also been had to Places for Everyone.
- 2.20 Land within established employment areas has generally been considered as unsuitable for housing development, unless there is known housing developer interest in a site and it is considered likely that a justification for the loss of employment land could be provided in accordance with Core Strategy policy EC2.

## **Assessing Suitability of Sites in Manchester**

- 2.21 National policy seeks to achieve sustainable development, which promotes and supports economic growth, social wellbeing - including providing a sufficient number and range of homes and protects and enhances the environment. There is a considerable amount of data collected on SHLAA sites, much of it shared with the GMCA who have set out a Schema in consultation with the nine local authorities preparing the Places for Everyone Plan, which is completed each year. The Manchester SHLAA and GMCA Schema covers the following to ensure it is meeting national and local policy:
- Local Plan Status – policies site is affected by
  - Whether the site is brownfield, greenfield or mixed

- On Brownfield Register
- Developable area – actual ground floor area of built development
- Planning status
- Construction – not started, under construction, completed, capacity
- Density
- Contamination risk – confidential data that is not published
- Figures net or gross
- Houses by year
- Apartments by Year
- Affordable Units by years
- Expected completion for housing, first year and last year
- Expected completion for apartments, first year and last year
- Transport Modelling data – current active main use – future main use class

2.22 The following provides an overview of how the SHLAA sites meet national and local policy:

### **Brownfield / Greenfield**

2.23 Table 1 below identifies how much of SHLAA 2022 are on brownfield, greenfield or mixed sites. The concentration of development on brownfield reflects the urban nature of a former industrial City such as Manchester. Nearly 82% of total supply is proposed on brownfield and if mixed is added to this it rises to 87%.

Table 1: SHLAA 2022 Brownfield/Greenfield breakdown site supply (March 2022)

Number of brownfield sites	501
Number of greenfield sites	81
Number of mixed sites	32
Area of brownfield sites (Ha)	262.84
Area of greenfield sites (Ha)	72.55
Area of mixed sites (Ha)	149.19
Total no. of units on brownfield land 2022/23-2038/39	50,256
Total no. of units on greenfield land 2022/23-2038/39	2,930
Total no. of units on mixed land 2022/23-2038/39	10,960

### House type

2.24 Table 2 below splits the identified supply by houses and apartments, with sites split by those with planning permission and those without, where there will be more uncertainty regarding house types to be provided. For sites without full planning permission the house types are indicative based on local knowledge and what is most likely to come forward on the sites. The table excludes windfalls and allowances for losses. Apartments are expected to make up 85% of delivery to 2038/39 and this is consistent with recent completions in the City.

Table 2: Identified housing land supply by house type –

Number of houses	9,647
Percentage houses	15%
Number of apartments	54,499
Percentage apartments	85%
Total number of houses and apartments	64,146

## Accessibility

- 2.25 Greater Manchester Accessibility Levels (GMAL) are a detailed and accurate measure of the accessibility of a point to both the conventional public transport network (i.e. bus, metrolink and rail) and Greater Manchester's Local Link (flexible transport service), taking into account walk access time and service availability. The method is essentially a way of measuring the density of the public transport provision at any location within the Greater Manchester region.
- 2.26 The GMAL methodology is derived from the Public Transport Accessibility Level (PTAL) approach developed by the London Borough of Hammersmith and Fulham, but modified to consider flexible transport service provision (Local Link) and to reflect local service provision levels (different accessibility levels) within Greater Manchester.
- 2.27 Figure 2 shows that Manchester is highly accessible. The levels range from 1 to 8 with 8 being the most accessible and most of Manchester is level 4/5 or above. The areas shown as least accessible are mainly large open spaces, such as The Mersey Valley, Heaton Park or areas inaccessible to the general public such as Manchester Airport. The most accessible locations are the City Centre, Regional Centre, inner urban areas close to principal radial routes and neighbourhoods near district centres.

2.28 MCC also submits SHLAA data to TfGM to inform strategic modelling work. The outputs of the strategic modelling work have been published in two documents that accompany the Places for Everyone plan:

- Existing Land Supply and Transport Technical Note; and
- Transport Strategic Modelling Technical Note

## Greater Manchester Accessibility levels Manchester Nov 2020

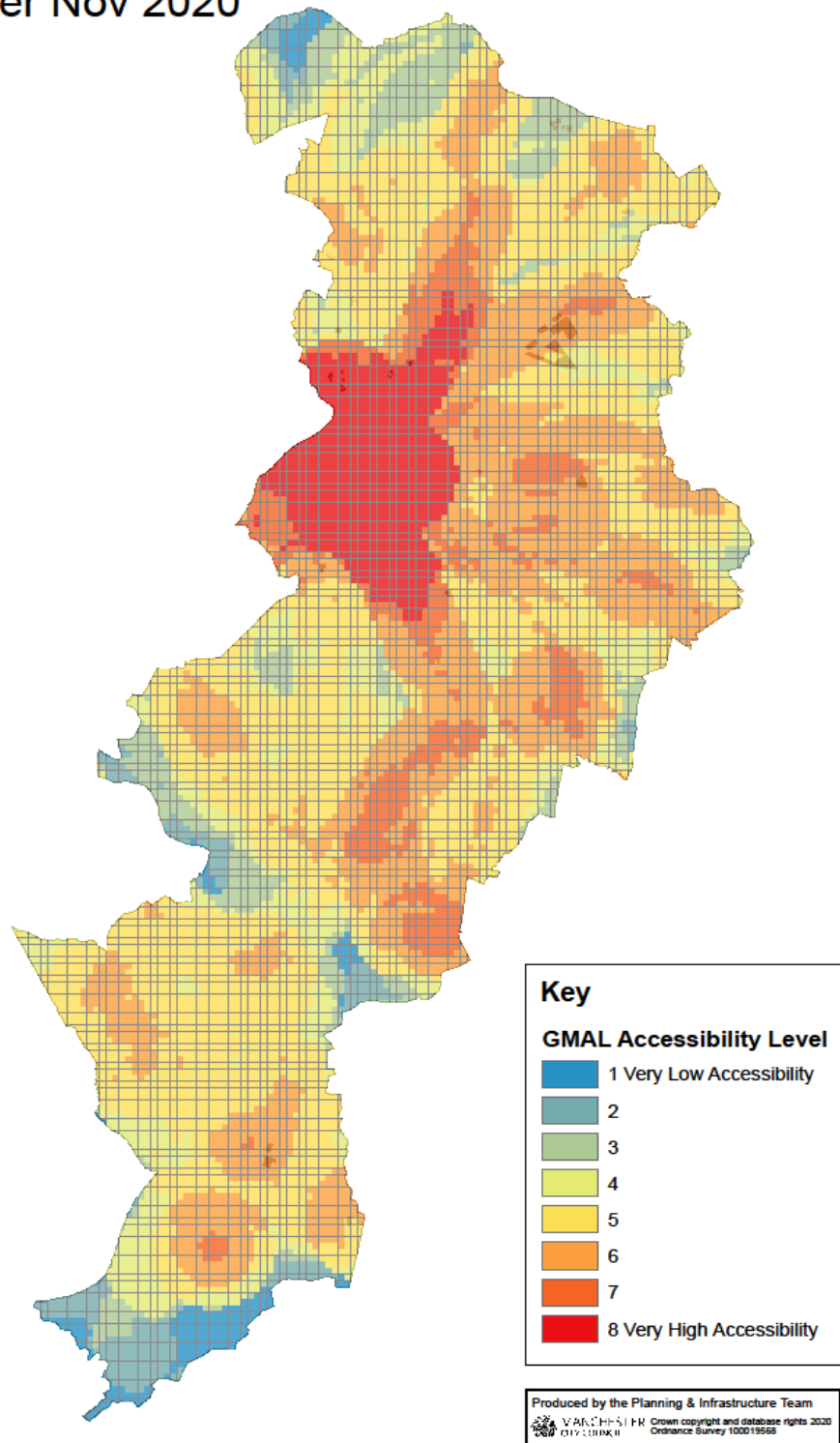


Figure 2: Greater Manchester Accessibility Levels (Manchester), November 2020



## **District Centres**

- 2.29 In Figure 3 below, buffers have been inserted around district centres and the extended city centre illustrating that 84% of supply to 2039 is within 500m of the edge of a centre, 96% is within 1km, 98% is within 1.5km, and 99% is within 2km. As the map demonstrates, once you get to the 2km buffers the only gaps are the far north of the city and the area south of the airport (there are no housing sites in the latter).
- 2.30 Although there are some gaps when looking at the 500m or 1km buffer, these areas are served by local shopping facilities in many cases. For example there are quite a few SHLAA sites within the 'gap' between Chorlton, Withington and Didsbury as these sites are more than 1km from the edge of any of these centres - however these sites are close to Burton Road in West Didsbury so they are very well-served. To the north of the City, local centres along Victoria Avenue and Blackley Village provide local retail provision.

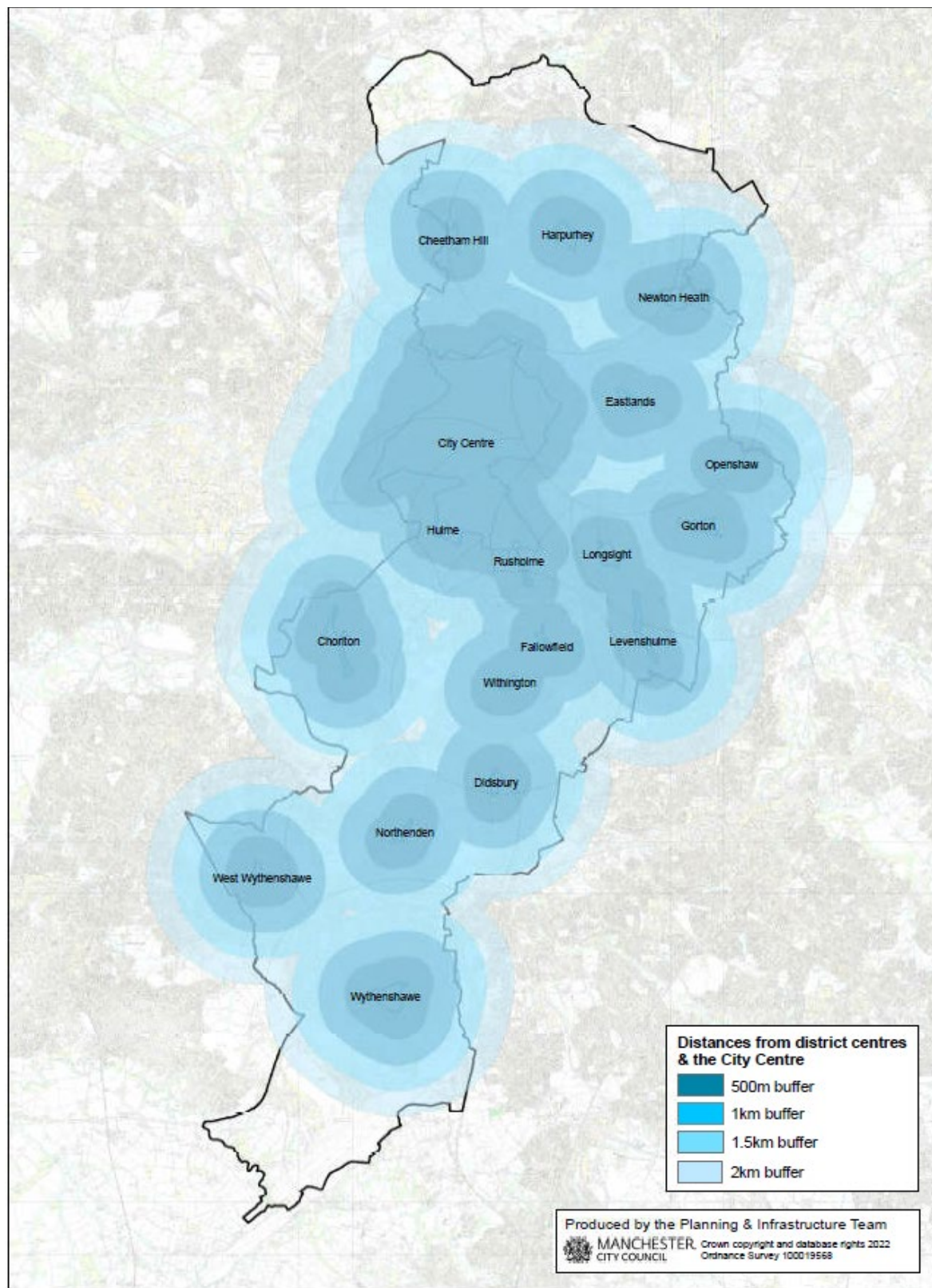


Figure 3: SHLAA 2022: distance from housing sites (supply to 2039) to district centres / the City Centre

## **Constraints**

- 2.31 The decision over whether to include a site in the SHLAA considers a range of factors with regards to potential constraints to development such as flood risk and environmental designations. Boundaries are amended on a case by case basis and refined in light of any constraints.

## **Flood Risk**

- 2.32 Greater Manchester Combined Authority (GMCA) commissioned JBA Consulting (JBA) in June 2017 to undertake a Level 1 Strategic Flood Risk Assessment (SFRA) and develop a Strategic Flood Risk Management Framework (SFRMF) to cover the ten Greater Manchester local authorities. This was followed a Level 2 SFRA looking at future assessments of need to show that exception tests can be applied appropriately and to justify the quantum of development. Both existing land supply from 2018 SHLAA and proposed allocations have been assessed. Any new 2022 SHLAA capacity sites have also been assessed as part of this work.
- 2.33 The Strategic Flood Risk Assessment (SFRA) Level 1, identifies the existing and future strategic flood risk: rivers, surface water, sewer, Groundwater and Environment Agency Source Protection Zones, canals and reservoirs. It also identified future risk including from Climate Change and examined the proposed development sites and flood risk.
- 2.34 The Level 2 SFRA covered Exception Test Reports, Flood Risk Reviews, Flow Models, Opportunity Areas for Safeguarding Land for Flood Risk Management, and a methodology to update locally defined Critical Drainage Areas. The Environment Agency have been involved throughout the preparation of this work alongside GM districts and the GMCA.

An exception test, informed by a site-specific flood risk assessment, must be applied before development can take in place in an area at risk from flooding. For the exception test to be passed it should be demonstrated that:

- (a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and
- (b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall

- 2.35 Only four of Manchester's SHLAA sites have been screened into the Level 2 work and assessed for Exception Test site reports (See Appendix A – Exception Test Site Assessment Summaries of the Places for Everyone Flood Risk Sequential Test and Exception Test)

#### Evidence Paper

- Brad\_Cap\_141-Lower Medlock - likely site will pass Exception Test but need to avoid FZ3
  - CC\_Cap\_007-Mayfield Development Area - likely site will pass Exception Test but need to avoid FZ3
  - CC\_Cap\_904 Blackfriars St/ Deansgate – Exception Test not required
  - High\_Cap\_700- Blackley New Road, River Irk site - likely site will pass Exception Test but need to avoid FZ3
- 2.36 Further assessment of 2022 SHLAA sites (to 2038/39) within Flood Zone 3 has been undertaken as part preparation of this report and in addition to the sites identified above from the Places for Everyone Flood Risk Sequential Test and Exception Test Evidence Paper, the following sites have some flood risk exposure:
- Harp\_Cap\_1000 – Vauxhall Gardens (Victoria North) likely site will pass Exception Test and avoid FZ3

- Chee2002 – Great Ducie Street area - flood zone 3 covers a small proportion of the site and any development will need to consider flood issues as part of the layout of the site
- BradCap800 – Holt Town - flood zone 3 covers a small proportion of the site and any development will need to consider flood issues as part of the layout of the site
- Chee\_Cap\_003 – Lower Irk Valley - flood zone 3 covers a small proportion of the site and any development will need to consider flood issues as part of the layout of the site
- Old\_Cap\_001 – Wilmslow Road - flood zone 3 covers a small proportion of the site and any development will need to consider flood issues as part of the layout of the site
- Park2101 – Rileys snooker hall – off Barlow Moor Road - flood zone 3 covers a small proportion of the site and any development will need to consider flood issues as part of the layout of the site
- CC\_Cap\_506 – Alpha Place - flood zone 3 covers a small proportion of the site and any development will need to consider flood issues as part of the layout of the site

## **Historic Environment**

- 2.37 To support the preparation of the Places for Everyone Plan an Archaeological and Built Heritage Assessment and Screening Exercise was undertaken to identify whether any proposed allocations had any known or potential archaeological built heritage. Any that had been identified were then subject to a Site Level Assessment.
- 2.38 In determining applications, applicants are required to describe the significance of any heritage assets and the contribution of their setting. If any are found developers are required to submit an appropriate desk based assessment and where necessary a field evaluation.

### **Contamination**

- 2.39 If a site is in a area at risk contamination, further consideration is given in terms of suitability for housing, number of units and timescale.

### **Topography**

- 2.40 A desk top study has taken place regarding steep slopes and no significant constraints were identified. Topography is not deemed a barrier to development.

### **Sites of Special Scientific Interest (SSSI), Sites of Biological Importance (SBI) and Local Nature Reserves (LNR)**

- 2.41 All Sites have been checked to allow consideration as to their impacts on LNR, SBI and SSSI.
- 2.42 Only High\_Cap\_010 (Riverdale Road) has been identified as having a limited impact as it is a SHLAA capacity site which only 0.5% of the area falls within a Local Nature Reserve designation.

## **Assessing the Availability and Achievability of sites for development**

### **Availability**

- 2.43 The national planning practice guidance states that “a site can be considered available for development, when, on the best information available (confirmed by the call for sites and information from land owners and legal searches where appropriate) there is confidence that there are no legal or ownership impediments to development. For example, land controlled by a developer or landowner who has expressed an intention to develop may be considered available.” The guidance goes on to state that the existence of planning permission can be a good indication of availability. Sites meeting the definition of deliverable should be considered available unless evidence indicates otherwise, whilst sites without planning permission can in some circumstances be considered available in the first five years.
- 2.44 The following are examples of the type of information which the Council takes into account in assessing the availability of sites for development:
- The principle set out in the NPPF that those sites that meet the definition of deliverable should be considered available unless evidence indicates otherwise
  - Pending planning permission at 31<sup>st</sup> March
  - A scheme is in pre-application discussions
  - Planning Committee is minded to approve subject to S106
  - Whether the principle of housing is acceptable on schemes where permission has been refused
  - Examining whether a site is in active use and how likely it is for that use to cease and the site to be redeveloped
  - Knowledge of whether a site is owned by a developer, has had known developer interest, or was advertised for sale
  - Information provided to the city council by landowners on specific sites

- Developer / registered provider has a track record of delivery and intends to develop in that timeframe / there is funding for affordable provision that needs to be spent within this period
- Whether the planning background of a site shows a history of unimplemented permissions
- Information from masterplans and regeneration frameworks

### **Achievability**

- 2.45 The national planning practice guidance advises that “a site is considered to be achievable for development where there is a reasonable prospect that the particular type of development will be developed on that site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete, and let or sell the development, over a certain period.”
- 2.46 The whole of Manchester is considered developable for residential for a variety of house types evidenced by completions over the past ten years. 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
  - Whether a site is actively under construction
  - Masterplanning work
  - Whether a site is in a regeneration area where there are financial arrangements in place to enable development to be completed (for example Homes England funding or funding through the Greater Manchester Housing Investment Fund)
  - The known intentions of a developer/landowner relating to bringing a site forward
  - Additional costs that could impact on a scheme’s viability (for example a site that had previously been used for landfill will need to be remediated)



## Market Demand

2.47 Figure 4 below shows the City experiences long term low voids, indicating high demand for occupancy of existing residential units across the City. This provides evidence of the achievability of development for residential across the City.

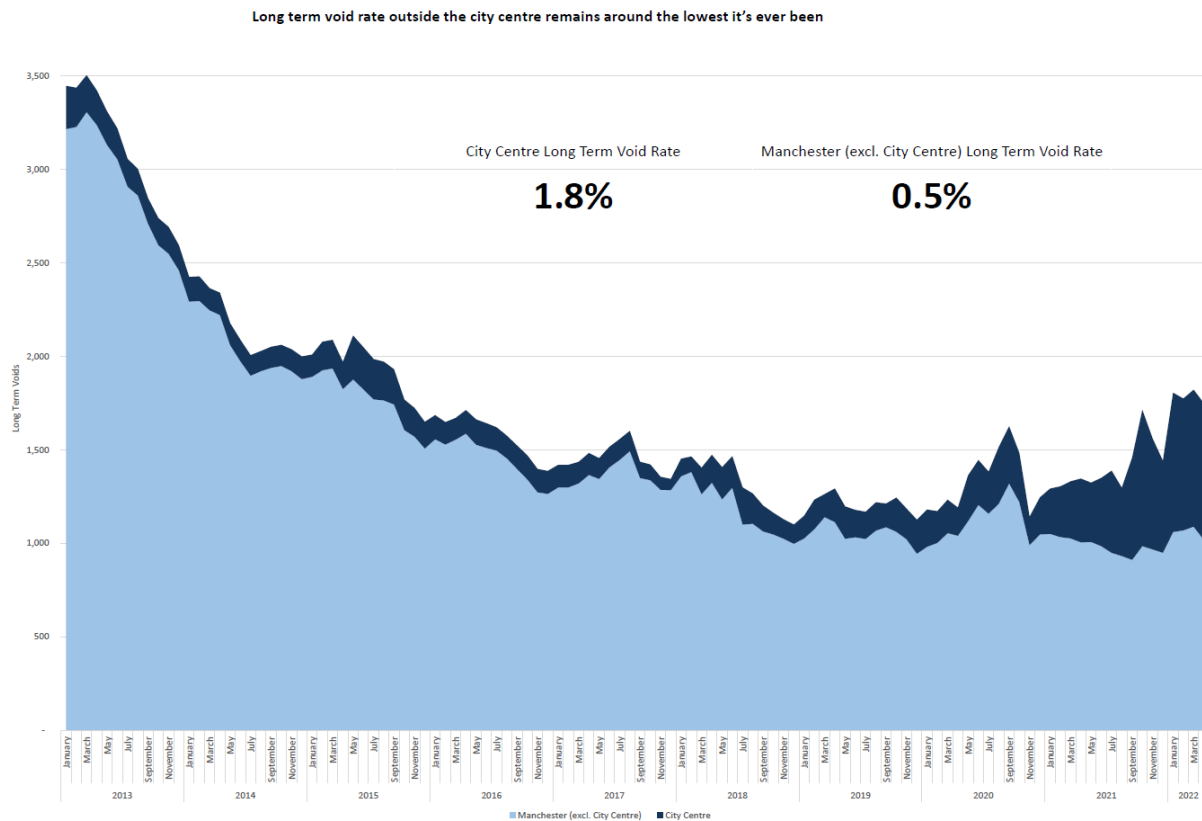


Figure 4: Long Term Void Rates (Source - monthly economy dashboard for May 2022, providing an update on headline datasets across the economy, welfare and work.)

## Regeneration Frameworks and Masterplans

2.48 Within Manchester regeneration frameworks and masterplans are prepared in partnership with developers/ landowners and the Council, with extensive consultation with the community. This approach has demonstrated a good track record of delivery.

## **Timescale and rate of development**

- 2.49 Having regard to the definition of 'deliverable' in Annex 2 of the NPPF (in particular point 'a'), the starting point has been to assume that sites which do not involve major development and have planning permission, and all sites with detailed residential planning permission are deliverable within the next five years. Such sites are described in the national planning practice guidance as being 'deliverable in principle'.
- 2.50 Point 'a' of the NPPF definition of 'deliverable' requires that consideration is given as to whether there is clear evidence that homes on sites that are 'deliverable in principle' will not come forward within five years. Examples of where this may be the case include where they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans. Taking this into account this assessment identifies that some sites are subject to long-term phasing which means that the totality of the development permitted will not be completed within five years. Where the city council is aware of developments that homes are 'deliverable in principle' but that will not come forward in the short term, these schemes have not been included in the first five years.
- 2.51 The NPPF definition of 'deliverable' (in point b) goes on to state that where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is a clear evidence that housing completions will begin on site in five years. The national planning practice guidance sets out what evidence may include to demonstrate deliverability for these types of site. In relation to this, the city council has included some sites from the first five years that fall under the definition in point 'b' of the NPPF definition of 'deliverable'. However, these sites

are not currently required to meet the City's five year land supply. Further information is available in the five year housing supply statement.

- 2.52 Alongside sites with planning permission, some sites without extant planning permission as at 1 April 2022 have been included in the five year supply. These sites are generally those where planning permission has been granted post base date or there is an undetermined planning application for development, and where it is understood that there will be some development on a specific site within the next five years for example because pre-application discussions are under way with a developer who has a track record of delivering, or because a development is being delivered with the assistance of grant funding which has to be spent within a specific time period. This approach is consistent with advice in the national planning practice guidance.
- 2.53 For sites which do not meet the definition of deliverable, and have not therefore been assumed as being delivered in the first 5 years of the assessment period, regard has been had to the definition of 'developable' in Annex 2 of the NPPF. The national planning practice guidance on housing supply and delivery sets example of the types of evidence that plan makers can use to demonstrate that there is a 'reasonable' prospect that a site is developable.
- 2.54 Taking all of the above into account, an estimate has been made as to when sites will come forward for development, informed by both planning policy and sustainability objectives. The key factors in this consideration included amongst other things:
- The definitions of 'deliverable' and 'developable' in the NPPF and associated national planning practice guidance, and the planning status of a site
  - Regeneration and funding priorities within the city
  - Whether the site is occupied

- Any information which confirms the developer's delivery intentions and anticipated start date (this includes in the form of press releases, property and regeneration websites such as Place North West,)
- Whether there is known developer interest in, or emerging proposals for the site, including masterplanning
- Competing demands on the site
- Secured grant funding
- Whether the development of a site is likely to be financially viable
- Any need for site assembly
- The need for infrastructure provision before development could take place
- Market conditions
- The need to overcome specific site constraints

2.55 The expected start dates for each site is predicted on a scheme by scheme basis having regard to factors such as:

- The form of development,
- Whether there is one or more developer
- The strength of the market in different locations
- Any information which confirms the developer's delivery intentions
- Current planning policy status (with outline consents taking longer to be completed compared to sites with full or reserved matters approval)

2.56 Build out rates for major schemes (10+units) are also considered on a scheme by scheme basis. Once a start date is established for major schemes, the expected year of completion is allocated based on the timescales received directly from developers (where available) or the average annual build rate across similar schemes in that locality or within the developers existing portfolio of sites.

2.57 It has been assumed that sites with planning permission for minor schemes (under ten units) at 1 April 2022 will be completed in 2023/24 year. However, delivery has been assumed to be 2022/23 if the Council has reason to believe

schemes will be completed sooner (i.e. they are under construction by 1 April 2022). These assumptions would not be applied if the Council has been given specific information (e.g. delivery has been agreed with a registered provider). Minor schemes are assumed to be completed within one year of starting on site.

2.58 Having regard to the above considerations, an estimated timescale for delivery is given for each developable site with numbers of units to be delivered allocated annually. The number of units expected to be delivered is then assessed the following timebands:-

- Development estimated within 0 to 5 years (i.e. 1 April 2022 to 31 March 2027)
- Development estimated within 6 to 10 years (i.e. 1 April 2027 to 31 March 2032)
- Development estimated within 11 to 15 years (i.e. 1 April 2032 to 31 March 2037)
- Development estimated within 16 to 17 years (i.e. 1 April 2038 to 31 March 2039)
- Development estimated post 2039

2.59 Note that the estimated development period for some sites will extend over more than one period. The programme for each site in terms of when they may come forward is based on officer's views held at the time of the study, having regard to the available evidence. In some cases, circumstances may change resulting in sites coming forward at a different rate than currently envisaged. The expected development period for each site is reviewed annually.

### **Stage 3 Windfall and demolitions assessment**

2.60 Windfall sites are defined in the NPPF as "Sites not specifically identified in the development plan." For the purpose of this report, windfall sites are considered to be sites that are not specifically identified as part of the SHLAA. Although the

baseline SHLAA includes all sites with planning permission it does not predict future sites that are expected to deliver less than 10 units. A small sites allowance is therefore applied based on past trends. The methodology agreed by all GM Districts is to take the average of the last five years and use this as an annual allowance applied from year 6 onwards.

Table 4: Completions on sites delivery under 10 units

Year	Completions on small sites
2017/18	158
2018/19	210
2019/20	157
2020/21	87
2021/22	195
Average over past five years	161

- 2.61 Applying an average of 161 units on small sites to the 13 years from 2026 to 2039 adds 2093 units to the SHLAA 2022 total.
- 2.62 As described in Stage 2: Site/broad location assessment – losses - an adjustment is also made each year for future demolitions. Each year the number of demolitions is recorded and these are divided between demolitions that were expected as part of known redevelopment schemes and small scale demolitions that were not predicted. The average over the last five years of unpredicted demolitions is used to predict future demolitions from year 6 onwards.

Table 5: Demolitions from 2017/18 – 2021/22

Year	All demolitions	Demolitions from redevelopment schemes	Non clearance small scale demolitions
2017/18	46	0	46
2018/19	233	213	20
2019/20	55	0	55
2020/21	114	65	49
2021/22	13	0	13
Average	92	56	37

2.63 An assessment is then made of demolitions that are expected in the future as part of planned redevelopment schemes. These are added to the average to predict the total number of demolitions in blocks as below.

Table 6: Expected future demolitions

Type of demolition	Years 1 to 5	Years 6 to 10	Years 11 to 15	Years 16 to 17	Total 1 to 17
Redevelopment schemes	36	301	200	0	537
Annual figures:					
Average per year 37 x 17 (2021/22 to 2038/39)	185	185	185	74	629
<b>Total</b>	221	486	385	74	1166

2.64 The adjustment made to the total SHLAA 2022 figure to take into account small sites and demolitions is therefore  $2093 - 1166 = 927$ .

## Stage 4 Assessment Review

2.65 At 1<sup>st</sup> April 2022, Manchester's Local Housing Need figure calculated using the national standard methodology was 3,702 per annum and a total of 62,934 over the 17 year plan period. With the SHLAA sites and after applying an adjustment for small sites and demolitions we expect a net figure of 63,219 additional homes to be delivered in Manchester by 2039. This review has demonstrated, therefore, that Manchester has the capacity to meet its Local Housing Need.

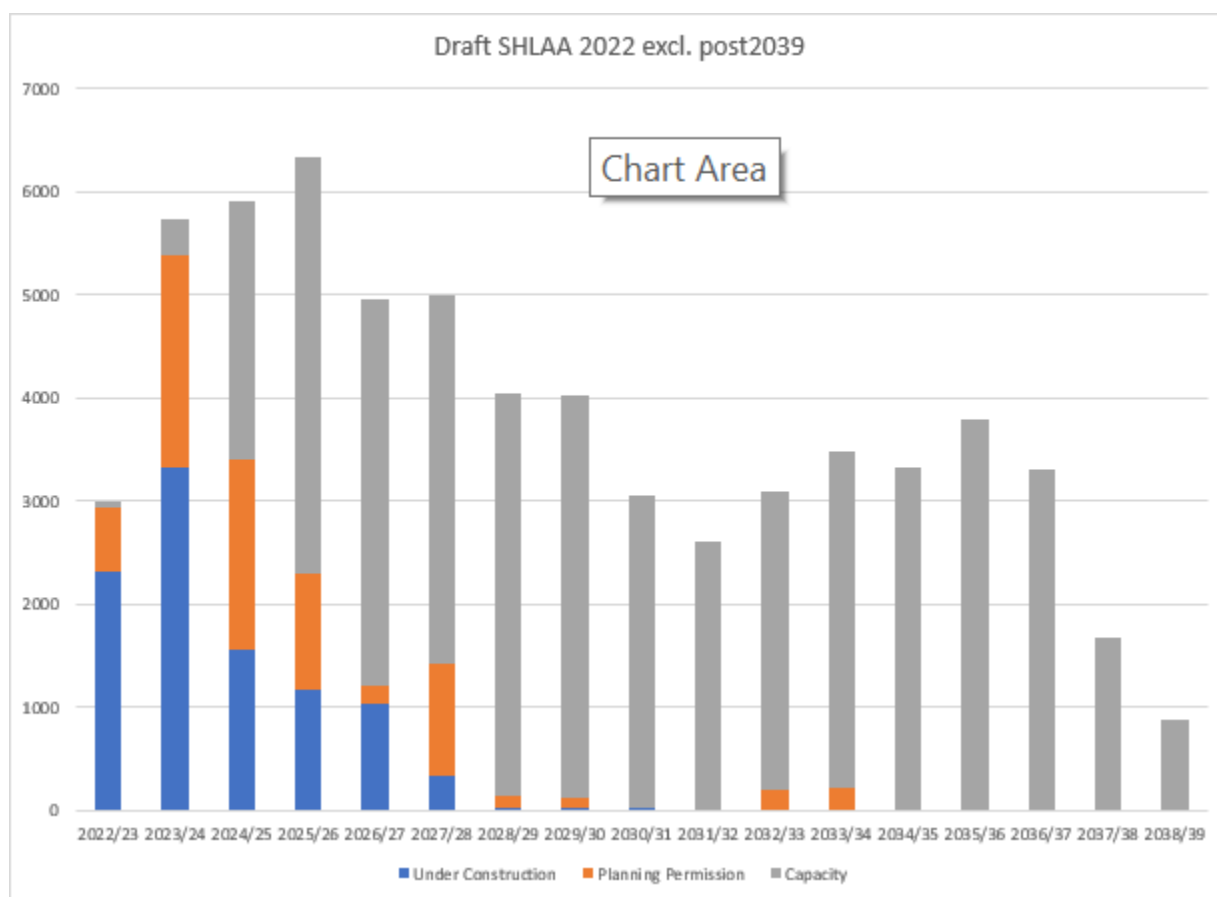


Figure 6: SHLAA 2022 excl post-2039

2.66 The SHLAA is reviewed annually and if supply is found not to meet Local Housing Need further consideration of sites, phasing, densities, role of district centres, employment land and Duty to Co-operate options will be considered.



## **Stage 5 Final Evidence Base**

### **Strategic Housing Land Availability Assessment**

- 2.67 Our 2022 Strategic Housing Land Availability Assessment (SHLAA) shows sites in Manchester that have the potential to accommodate new housing in the future. The SHLAA sites show how many homes each site might be able to accommodate and over what time period.
- 2.68 The sites are in three categories:
- Sites that were under construction on 31 March 2022,
  - Sites that had planning permission on this date but where construction hadn't yet started,
  - Sites that did not have planning permission on this date but do have the potential to be developed for housing, called capacity sites (inclusion of a site in this category does not guarantee that it will receive planning permission).
- 2.69 A full list of the SHLAA 2022 sites can be downloaded from the [Council's website](#).

### **3.     **Headline Statistics****

- 3.1     On 31 March 2022 there were 17,469 homes in the planning pipeline (i.e. these are developments which on this date had planning permission that had not expired). Nearly half of these homes were on sites that were already under construction at that point.
- 3.2     In addition to the dwellings with planning permission, the SHLAA identifies the potential for a further 52,000 homes in Manchester. This makes 69,469 dwellings in total.
- 3.3     It is estimated that 64,416 of these homes will be built by 2039 – within the ‘plan period’ for the Places for Everyone Plan. Applying an adjustment for small sites and demolitions it is expected that a net figure of 63,219 additional homes will be delivered by 2039.
- 3.4     An estimated 25,910 homes will be built within the next five years.
- 3.5     85% of the homes likely to be built by 2039 are flats and 15% will be houses.
- 3.6     Most of the homes likely to be built by 2039 will be in the city centre and city centre fringe area (66%).

#### **Residential completions**

- 3.7     The SHLAA does not report on residential completions so completed sites are not shown on the map, but there were 3,972 dwellings completed in Manchester in 2021/22 across 139 sites. 450 of these were houses (11%) and 3,522 were flats (89%). 3,585 of the completed dwellings were on brownfield land (90%) and 387 were on greenfield land (10%).
- 3.8     There were 13 residential demolitions in 2021/22, giving a net completions figure of 3,959 dwellings once the demolitions are taken off.

## **Glossary**

### **Deliverable (see Annex 2 of the NPPF):**

Annex 2 of the NPPF defines 'deliverable' as follows:

To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

### **Developable (see Annex 2 of the NPPF):**

Annex 2 of the NPPF defines 'developable' as follows:

To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.

The estimation of the development potential of each identified site can be guided by the existing or emerging plan policy including locally determined policies on density.

Development potential is a significant factor that affects the economic viability of a site / broad location and its suitability for a particular use. Therefore, assessing achievability (including viability) and suitability can usefully be carried out in parallel with estimating the development potential.

Plan-makers will need to assess the suitability, availability and achievability of sites, including whether the site is economically viable when assessing whether sites are likely to be developed.

**Suitability (see MHCLG (last updated 22 July 2019) National Planning Guidance – Housing and economic land availability assessment - Paragraph: 018 Reference ID: 3-018-20190722)**

The national planning practice guidance states that a site can be considered suitable “if it would provide an appropriate location for development when considered against relevant constraints and their potential to be mitigated.”

When considering constraints, plan-makers may wish to consider the information collected as part of the initial site survey, as well as other relevant information, such as:

- national policy;
- appropriateness and likely market attractiveness
- contribution to regeneration priority areas;
- potential impacts including the effect upon landscapes

Sites in existing development plans or with planning permission can generally be considered suitable for development.

**Availability - (see MHCLG (last updated 22 July 2019) National Planning Guidance – Housing and economic land availability assessment. Paragraph: 019 Reference ID: 3-019-20190722):**

The national planning practice guidance states that “a site can be considered available for development, when, on the best information available (confirmed by

the call for sites and information from land owners and legal searches where appropriate) there is confidence that there are no legal or ownership impediments to development. For example, land controlled by a developer or landowner who has expressed an intention to develop may be considered available.”

The guidance goes on to state that the existence of planning permission can be a good indication of availability. Sites meeting the definition of deliverable should be considered available unless evidence indicates otherwise, whilst sites without planning permission can in some circumstances be considered available in the first five years.

**Constraints (See (see MHCLG (last updated 22 July 2019) National Planning Guidance – Housing and economic land availability assessment guidance - Paragraph: 021 Reference ID: 3-021-20190722)**

Constraints that impact on the suitability, availability and achievability?

- This stage of the national planning practice guidance notes that where constraints have been identified, the assessment will need to consider what action would be needed to overcome them. The guidance is clear that examples of constraints include policies in the NPPF and the adopted or emerging development plan, which may affect the suitability of the site, and unresolved multiple ownerships
- Information on suitability, availability, achievability and constraints can be used to assess the timescale within which each site is capable of development
- ransom strips tenancies or operational requirements of landowners, which may affect the availability of the site.