

---

# South Tame Valley Employment Area

DRAFT - SUPPLEMENTARY PLANNING DOCUMENT

---

MARCH 2017



WORKING DRAFT

Version:	Status:	Prepared by:	Checked By:	Approved By:	Issued To
1	Consultation Draft	MK in cons with: PT,NG,SP .	PT		

# Contents

Contents .....	3
1. INTRODUCTION.....	4
Purpose of the Document .....	4
2. AIMS AND OBJECTIVES.....	5
3. POLICY CONTEXT .....	5
National Policy .....	5
Regional Strategy and Policy .....	5
Tameside Metropolitan Borough Council Policy.....	6
4. TAMESIDE EMPLOYMENT LAND CONTEXT .....	7
5. THE SOUTH TAME VALLEY EMPLOYMENT LAND CONTEXT .....	9
6. LOCAL ECONOMIC CONTEXT .....	12
7. FURTHER GUIDANCE ON DEVELOPMENT FOR THE SOUTH TAME VALLEY AREA. 14	
8. IMPLEMENTATION, MONITORING AND REVIEW.....	15
APPENDIX 1.....	17
The South Tame Valley Employment Area.....	17
APPENDIX 2.....	18
Planning Policy .....	18

WORKING DRAFT

# 1. INTRODUCTION

## Purpose of the Document

- 1.1 The purpose of this Supplementary Planning Document is to define the boundary of the South Tame Valley Employment Area and set out the development activity that Tameside Council will support within this boundary. This is to act in support of the 2004 Tameside Unitary Development Plan, specifically the policy aims of “Capturing Quality Jobs for Tameside People” and “Maintaining Local Access to Employment and Services”, and offer further guidance to Policy E3 and the 2009 Tameside Employment Land SPD.
- 1.2 The Tame Valley Employment Area, based on a zone outlined on the 2004 Adopted Tameside Proposals map, is specifically named as a strategically important employment site in the Draft Greater Manchester Spatial Framework (GMSF).
- 1.3 This document applies to, and defines the boundary of, the South Tame Valley Employment Area (See Map 1 Appendix A), covering approximately one square kilometre of land to the west of Dukinfield and north of Hyde, that sits within the wider Tame Valley Employment Area.
- 1.4 The South Tame Valley Employment Area is predominantly developed out with Use Classes B1c – Light industrial, B2 – General industrial and B8 Storage and Distribution (See Map 1, Appendix A). The business base resident in the South Tame Valley area is predominantly Engineering and Manufacturing, Construction and Warehousing and Logistics / Wholesale and Distribution.
- 1.5 Engineering and Manufacturing and Construction have been identified as two key growth sectors within both the City Region, by the Greater Manchester LEP, and for the Borough, by the Tameside Prosperous Board<sup>1</sup>.
- 1.6 The South Tame Valley is therefore a strategically important sub-area of the Tame Valley Employment Area defined by policy E3 of the 2004 UDP and the draft GMSF. This document provides guidance for the future development of the area to enable it to continue to fulfil this role in the City Region’s economy, and to protect it from the increasing pressure that the market for housing land is exerting on the Borough’s employment land supply.

---

<sup>1</sup> Tameside Prosperous Board is a public and private sector partnership board which exists to facilitate the creation, development and growth of businesses in the area.

## 2. AIMS AND OBJECTIVES

2.1 The key aims of this Supplementary Planning Document are:

- To retain, and enable the growth of, the existing employer base in the South Tame Valley
- To enable employment generating development to take place in the South Tame Valley to meet the economic development objectives of Tameside and the City Region
- To preserve and enhance the South Tame Valley Employment Area as a key location for employment for both Tameside and Greater Manchester

2.2 The objectives of this Supplementary Planning Document are:

- To provide guidance and clarity as to the types of development and uses that Tameside Council wish to see in the South Tame Valley area.
- To encourage the uplifting of existing industrial employment units, and the development of new, high quality units, in the South Tame Valley.

## 3. POLICY CONTEXT

### National Policy

3.1 The National Planning Policy Framework (NPPF) (paragraph 153) states that “*Supplementary Planning Documents should be used where they can help applicants make successful applications or aid infrastructure delivery*”.

3.2 Paragraph 7 of the NPPF states that the planning system needs to perform an economic role, ‘*contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places... to support growth and innovation*’

3.3 Paragraph 17 of the NPPF states that Local Planning Authorities should ‘*proactively drive and support sustainable economic development to deliver the homes, business and industrial units and infrastructure ... the country needs*’ as a Core Planning Principle.

3.4 Paragraph 18 – 22 of the NPPF lay out the principles by which sustainable development should contribute to building a strong, competitive economy.

### Regional Strategy and Policy

3.5 This document supports the Stronger Together: - Greater Manchester Strategy 2013, specifically “Creating the Conditions for Growth: Creating the spaces and places that will nurture success”

3.6 Further this document supports Policy GM2 part C of the GMSF Consultation Draft which recognises the importance of “*retaining the vital employment function of the Tame Valley*” to ensure ‘*A diverse portfolio of industrial and warehousing sites and premises will be available across Greater Manchester.... This will involve the provision of large amounts of new high quality floorspace, but also the protection and reuse of much of the existing accommodation*’.

### Tameside Metropolitan Borough Council Policy

3.7 Tameside’s Unitary Development Plan (UDP) was adopted November 2004. Part 1 strategic policies include:

- 1.1 Capturing Quality jobs for Local People
- 1.5 Following the Principles of Sustainable Development
- 1.9 Maintaining Local Access to Employment and Services

UDP policies E1 to E7 set out the Council’s policies in relation to employment land and development and the criteria against which schemes will be assessed. The opening paragraph of Policy E3: Existing Employment Areas, states that ‘*In the “established employment areas” shown on the proposals map, the Council will permit development for employment purposes (as defined in the explanation and justification) both on vacant sites and through the redevelopment of sites already in use*’. Policy E6 gives direction on the detailed design of employment developments. These policies are expanded on in the adopted 2009 Employment Land Supplementary Planning Document which sets as one of its key objectives:

*“To provide guidance to clarify situations where the Council will require employment land to be retained for employment uses, and where the Council will consider allowing the release of a site from employment uses. This will ensure that sites that are able to contribute to the local economy remain in employment use whilst allowing regeneration benefits to be realised through redevelopment on other sites that are unsuitable or unviable for continued employment use.”*

3.8 This Supplementary Planning Document provides more specific guidance for the retention and development of employment land in the South Tame Valley area and should be read alongside the 2009 Employment Land SPD in all other respects and in particular:

- Part 6 Policy Approaches to the Retention or Release of Sites
- Part 7 Location
- Part 8 Efficient Use of Resources

3.6 This SPD also supports the following local plans and strategies

- Tameside Corporate Plan 2016 – 21, specifically the Place strand of that document:
  - Strengthen the local business community and our town centres
  - Grow levels of inward investment
- Tameside Economic Strategy 2012, specifically: Place: We need a range of business premises .. at the right price to ensure that we grow resilient, enterprising communities and businesses.

## 4. TAMESIDE EMPLOYMENT LAND CONTEXT

4.1 Tameside has an increasingly constrained supply of employment land. Historically the borough's range of employment locations has provided businesses with a choice of premises of varying quality, size and form. A number of these sites are now coming under increased pressure from developers for change of use to be redeveloped as housing. Areas of land previously used for employment within and on the border of the South Tame Valley Employment Area have recently been granted permission for mixed use schemes, with the majority usage in each of those schemes being residential. Major historic employment sites such as Newton Business Park in Hyde, the ex-Mono Pumps site in Guide Bridge and the Robertson's Jam site In Droylsden have been approved, or are being considered, for change of usage to residential development.

4.2 The Tameside Industrial and Commercial Land Supply report March 31<sup>st</sup> 2015<sup>2</sup> shows that, at that date, the total supply of land available for employment development purposes in Tameside, was 63.14 hectares, a decrease of 15.65 hectares from 31<sup>st</sup>

---

<sup>2</sup> Tameside MBC Board Report 22/03/17

March 2014. 3.5 Hectares of that available supply was allocated to office usage, predominantly within the St. Petersfield development area in Ashton.

4.3 The Tameside Industrial and Commercial Land Supply Report 31<sup>st</sup> March 2016<sup>3</sup> shows that, at that date, the total supply of land available for employment development purposes in Tameside was 45.55 hectares, a decrease of 17.59 hectares from 31<sup>st</sup> March 2015. 3.3 Hectares of this land is allocated to office usage, predominantly within the St. Petersfield development area in Ashton. This reduction in available land from the 2015 report is attributable to:

- The completion of 6,246 m<sup>2</sup> of employment floorspace on 1.01 hectares of land.
- 37 sites, totalling 22.06 hectares, being removed from the supply following consideration of their planning status, or their potential role in the future employment land or housing supply.
- The re-assessment of the definition of “Available Land” as outlined in the Tameside Employment Land report March 31<sup>st</sup> 2015.

4.4 Market intelligence gathered from commercial property agents, Tameside Council’s Economic Development Team and discussions with local businesses, has identified shortages in the borough’s supply of suitable industrial premises and development land at certain sizes and price points, with a distinct shortage of smaller units, quality mid-range “grow on” space, and properties of 2,000+ m<sup>2</sup> of any level of quality.

4.5 Tameside Council’s ongoing engagement with agents, landlords and interested parties operating in the borough, has identified a mismatch in the industrial property market. The demand from businesses is to purchase properties or land, whilst landowners and landlords are not willing to sell.

4.6 Neighbouring Stockport MBC are currently developing 13,470 m<sup>2</sup> of light industrial floorspace at Aurora Stockport, located at Gorse Bank, alongside Junction 1 of the M60, demonstrating a recognition of the demand level for this type of property.

4.7 This research has identified a local shortage of specific types of developments and development opportunities. This is in contrast with the Draft GMSF employment land supply analysis that has identified a GM oversupply of proposed land for industrial and warehouse usage.

---

<sup>3</sup> Tameside MBC Board Report 22/03/17



4.8 Given these two conflicting messages regarding the required supply of employment land across the wider borough area, and the market and policy demand for housing development opportunities, it is clear that the release of some employment sites, where stock is deemed undesirable by the market and is not cost effective to improve, is necessary. However, this also means that strategically identified employment areas, such as the broader Tame Valley and the South Tame Valley in particular, need to be carefully managed in order to meet goals around sustainable economic growth, create local employment opportunities, accommodate the growth of the areas existing business base and to provide space for the borough to compete for inward investment enquiries.

## 5. THE SOUTH TAME VALLEY EMPLOYMENT LAND CONTEXT.

5.1 The South Tame Valley Employment Area is approximately one square kilometre in area, sitting to the west of Dukinfield, and north of Hyde. The Area is bordered by housing to the East and North, the new housing development of the ex-Toray site to the South and, except where crossed to include the Shepley North and South Industrial Estates, the Peak Forest Canal to the West.

5.2 Tameside Council have identified this area as a distinct subdivision of the Tame Valley Employment Area, as identified by the draft GMSF and shown on the Tameside UDP Proposals map, owing to its unbroken run of adjoining industrial developments.

5.3 The area is made up of 5 distinct sub-areas; Fifth Avenue, Globe Lane and Square, Shepley North and South, Victoria Street West and Victoria Street South as shown in Figure 1 below.

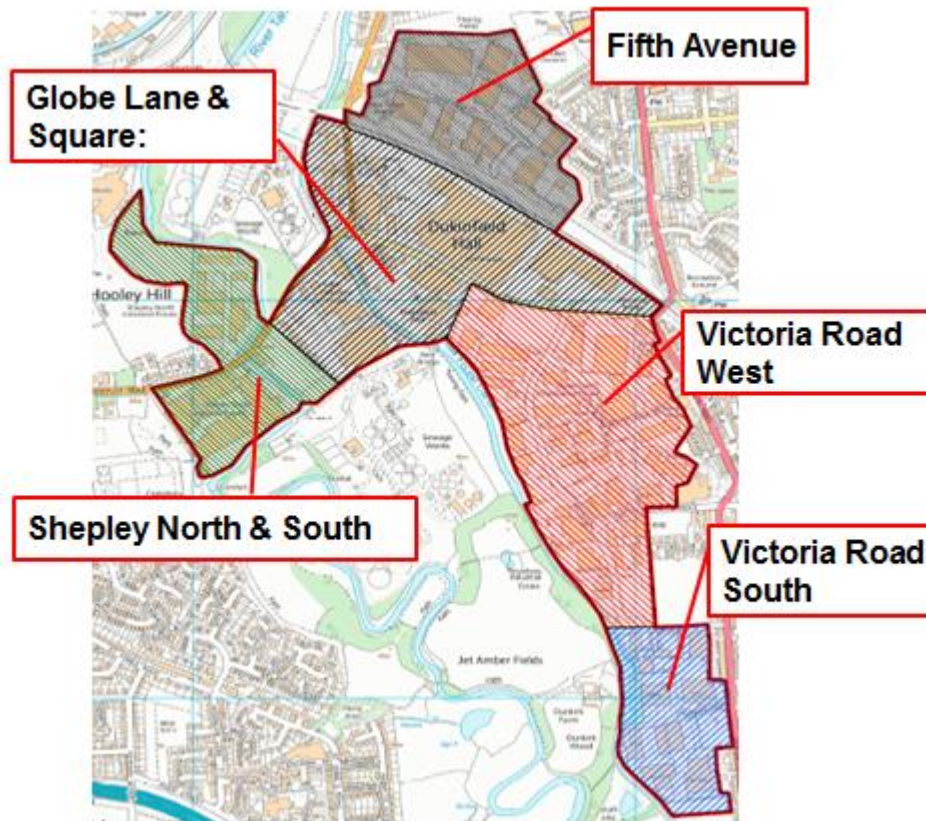


Figure 1

5.4 There are approximately 230 separate units available for business occupancy in the South Tame Valley area, with an occupancy rate above 80%<sup>4</sup>. The vast majority of these units are Use Class B1c and B2<sup>5</sup>.

5.5 Within the South Tame Valley Area, there are also four identified plots of potential development land (see Figure 2 below):

- Shepley North Expansion Land;
- Gate Street Site;
- Land adjacent to Ryder Trucks on Globe Lane; and
- Broadway 67;

<sup>4</sup> Tameside MBC data as of September 2016

<sup>5</sup> Tameside MBC data as of September 2016

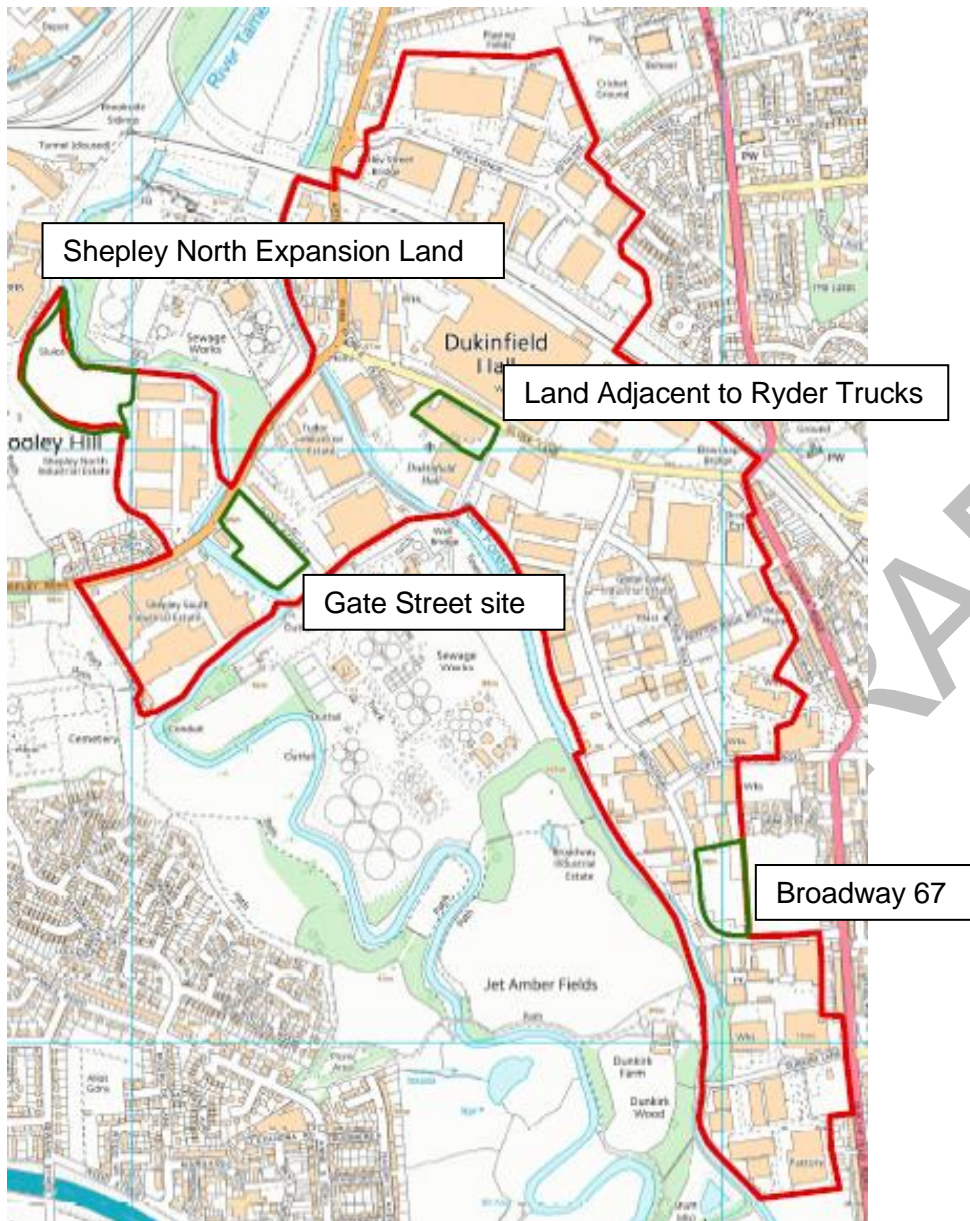


Figure 2

- 5.6 There are also areas of underdeveloped or underused land e.g. the derelict red brick buildings to the rear of the Village Hotel off Captain Clarke road.
- 5.7 Several sites have insufficient parking provision, leading to a propensity of on street parking. This has begun to hamper access and egress for several resident businesses.
- 5.8 Tameside MBC's ongoing market engagement has shown that there is demand for the type and size of units available in the South Tame Valley and, conversely, a shortage of

such units to meet that demand. This is demonstrated by an occupancy rate of over 80% that appears to be high for comparable areas in Greater Manchester<sup>6</sup>.

5.9 Of the remainder, there is general churn considered necessary for a functional marketplace, and a small number of units which are currently unfit for occupation. Nathaniel Lichfield and Partners' 2009 Greater Manchester Employment Land Position Statement suggest that *"10% is widely acknowledged to represent a standard vacancy rate in a healthy property market"*

## 6. LOCAL ECONOMIC CONTEXT

6.1 The three key growth sectors for Tameside, as identified by Tameside Prosperous Board are Manufacturing and Engineering, Creative and Digital, and Property and Construction.

6.2 The 2016 Greater Manchester Forecasting Model has shown that, in Tameside, 11,500 people are employed in the Manufacturing and Engineering Sector, and 5,900 are employed in the Property and Construction sector.

6.3 Whilst Tameside Council is keen to build upon the strength of its existing Engineering and Manufacturing base, and to attract new businesses within the sector, it is mindful of trends towards modernisation that require higher specifications of property, able to accommodate higher levels of technology and skills, but requiring fewer employees per square metre.

6.4 As a result of the above 2016 Greater Manchester Forecasting Model predicts that, by the end of the GMSF timeframe of 2035, the number of people employed in the Manufacturing Sector in Tameside will have fallen to 8,500, from 11,500 noted in paragraph 6.2.

6.5 Tameside Council is also aware of the Construction sector's vulnerability to economic fluctuations, as well as moves within the industry towards greater volumes of offsite fabrication, reducing the number of on-site employees, but increasing the demand for flexible manufacturing facilities.

---

<sup>6</sup> Data supplied to TMBC by other AGMA Boroughs October 2016.



- 6.6 The 2016 Greater Manchester Forecasting Model predicts that, by the end of the GMSF timeframe of 2035 however, the number of people employed in the Property and Construction Sector in Tameside will have risen to 6,600, from 5,900 a referenced in paragraph 6.2. This can be seen as a result of major infrastructure projects such as HS2 and other long term schemes.
- 6.7 In the South Tame Valley Employment Area, 82 units are occupied by 54 separate Engineering & Manufacturing businesses employing approximately 1500 people, around 12.5% of the borough's total employment in the sector. In addition a further 29 units are occupied by 23 separate Property and Construction companies, employing approx. 500 people, approximately 8% of the borough's total employment in the sector.<sup>7</sup>
- 6.8 Engagement with businesses based in the South Tame Valley Employment area and across the borough, from the Engineering and Manufacturing and Property and Construction sectors, has identified multiple examples of strong recent growth and / or ongoing growth plans. Attempts to help identify suitable locations to accommodate this growth have shown shortages of available space for both newer businesses wishing to take small starter units, and for midsize SME manufacturers looking to expand into more suitable and/or modern facilities.
- 6.9 Tameside Prosperous Board's Manufacturing and Engineering Sector Collaboration Network<sup>8</sup> has identified a lack of modern units, across a range of sizes, and shortage of available development space as one of its three key challenges for the sector in the Borough.

---

<sup>7</sup> Tameside MBC Data as of September 2016

<sup>8</sup> A group of Manufacturing and Engineering businesses in the borough brought together to give sector specific feedback and guidance to Tameside Prosperous Board.

## 7. FURTHER GUIDANCE ON DEVELOPMENT FOR THE SOUTH TAME VALLEY AREA

**7.1 PROPOSALS FOR THE REDEVELOPMENT OF SITES WITHIN THE SOUTH TAME VALLEY EMPLOYMENT AREA BOUNDARY FOR NON-B USE CLASS UNITS WILL NOT BE PERMITTED. PREFERENCE FOR REDEVELOPMENT FOR EMPLOYMENT USES WILL BE GIVEN TO UNITS SUITABLE FOR KEY ELEMENTS WITHIN B1C AND B2 USES.**

7.2 In accordance with the policy positions stated in section 3 above, the key employment area of the South Tame Valley will be safeguarded for employment use. Development or redevelopment of sites for non-B class uses will not be permitted. Development of B1c and B2 Class uses will be actively encouraged as they will address the existing and forecast Industrial floorspace demand within the borough and specifically in the South Tame Valley area, meeting the needs of one of its identified key sectors. Given the borough's employment land constraints and the pressure for house building land, it is essential that identified key employment areas such as the South Tame Valley are not further eroded.

**7.3 IN ACCORDANCE WITH UDP POLICY E6 AND THE EMPLOYMENT LAND SPD, SECTIONS 9 AND 10, PROPOSALS FOR THE REFURBISHMENT, MATERIAL IMPROVEMENT OR UPLIFTING OF EXISTING UNITS, SITES AND PUBLIC REALM, PARTICULARLY FOR THOSE UNITS WITH A B1C OR B2 CLASS USAGE WILL BE PROMOTED, ENCOURAGED AND SUPPORTED.**

7.4 With the Engineering and Manufacturing sector being identified as a key sector for employment in the borough, the Council is looking to encourage and support its installed business base and inward investors. It is aware of ongoing trends in these sectors, such as automation, the factory as showroom and the desire to manage energy consumption, which are moving space requirements towards more modern and flexible building stock. The council will therefore look to encourage and support activity that improves or uplifts the quality, appearance and flexibility of the existing stock in the South Tame Valley area, for B1 and B2 usages, to "future proof" the Borough's space offering.

**7.5 PROPOSALS FOR THE EXPANSION OF EXISTING UNITS, ESPECIALLY THOSE WITH A B1C OR B2 CLASS USE WILL BE PROMOTED AND ENCOURAGED, SUBJECT TO EVIDENCE THAT CONSIDERATION HAS BEEN GIVEN TO THE IMPACT ON CAR PARKING, AS SET OUT IN UDP POLICY T10 AND THE EMPLOYMENT LAND SPD.**

7.6 Tameside Council is keen to support and retain its existing business base in the Manufacturing and Engineering sector. During engagement meetings with businesses based in the South Tame Valley area, several incumbents identified a need for more floorspace, and the opportunity to meet this need by expanding their existing facilities. The Council therefore would like to ensure that current residents of the area are able to explore meeting their future needs within their existing boundaries, especially as alternative sites across the borough are becoming increasingly difficult to secure for employment purposes.

**7.7 WORKS AND MODIFICATIONS TO PROVIDE HIGH SPEED DIGITAL CONNECTIVITY, REDUCE ENERGY USAGE AND INSTALL RENEWABLE ENERGY GENERATION WILL BE ENCOURAGED AND PROMOTED WHERE CONSIDERATION HAS BEEN GIVEN TO UDP POLICIES U2, U5 AND U6 RELATING TO UTILITIES AND ENERGY**

7.8 The NPPF promotes sustainable development and the existing UDP policies U2, U5 and U6 are considered to reflect NPPF Section 5: Supporting high quality communications and infrastructure, and Section 10: Meeting the challenge of climate change, flooding and coastal change. Furthermore Tameside Council is committed to a policy of carbon reduction, and recognises that the burden of energy prices will become increasingly severe for businesses in the future. The council also recognises that the digitalisation of industry will mean that the demand for high speed digital connectivity will be a major factor for businesses in all sectors. Therefore, to future proof the South Tame Valley as an employment area suitable for “Industry 4.0” works to install the infrastructure for high speed connectivity and measures to reduce energy consumption and enable localised micro-generation of energy will be supported.

## 8. IMPLEMENTATION, MONITORING AND REVIEW

8.1 The provisions of this SPD will be implemented primarily through the development control process, in terms of determining planning applications for development.

8.2 Pre-application discussions are something which the Council encourages as set out within its Statement of Community Involvement, allowing the Council to work positively with prospective applicants at the earliest stage of them preparing a planning application. Typically this approach can help to identify relevant policies, challenges and design solutions which lead to better quality outcomes and quicker decisions.

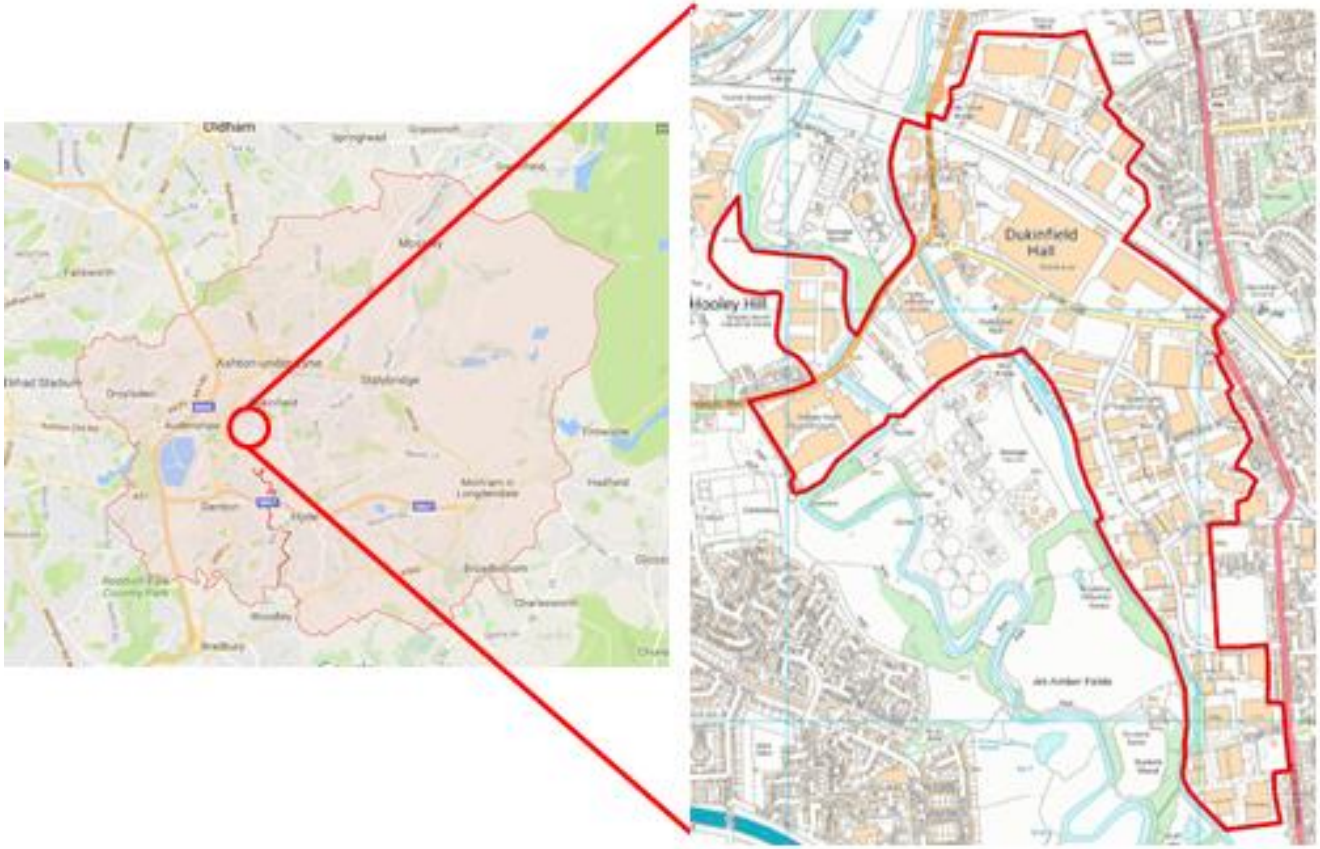
- 8.3 The effectiveness of this SPD will be assessed in the Authority's Monitoring Report through its assessment of local plan policy on which it is based. It should be noted the Council is no longer required to submit its monitoring report to the Secretary of State for Communities and Local Government as the Governments approach to monitoring procedures have become more flexible through the Localism Act 2011.
- 8.4 The above monitoring processes will help to identify if there is a specific need for the SPD to be reviewed. If such a need is identified then the SPD will be updated as resources permit.

WORKING DRAFT



# APPENDIX 1

## THE SOUTH TAME VALLEY EMPLOYMENT AREA



# Appendix 2

## PLANNING POLICY

The following details the planning policies this SPD supports and aligns with, together with details of other guidance documents that provide further information to prospective applicants.

### **Tameside Unitary Development Plan**

The Unitary Development Plan (adopted 2004) policies .....

*Employment and the Local Economy: E3 – E7*  
*Transportation and Access: T1, T6, T7, T8, T10*  
*Utilities and Energy: U2, U5, U6*

### **National Planning Policy Framework**

The National Planning Policy Framework also contains a range of policies under which the Unitary Development Plan for Tameside and any Supplementary Planning Document sit.

### **Core planning principles**

Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking.

.....

WORKING DRAFT