



Local Development Framework – Core Strategy

Issues and Options Discussion Paper

Topic Paper 3 – The Economy and Employment Land

1.00 Background and Introduction

Policy and Guidance Documents:

- Planning Policy Statement 1 – Delivering Sustainable Development
- Planning Policy Statement 3 – Housing
- Planning Policy Statement 4 – Planning for Sustainable Economic Growth
- Draft National Planning Policy Framework
- UK Sustainable Development Strategy – Securing the Future, 2005
- Local Growth: Realising Every Place's Potential
- The Plan for Growth, HM Treasury, 2011
- Planning for Growth, March 2011
- North West of England Plan – Regional Spatial Strategy to 2021, Nov 2008
- Manchester Independent Economic Review
- Prosperity for all: The Greater Manchester Strategy
- Greater Manchester Employment Land Position Statement, NLP, 2009
- Greater Manchester Local Economic Assessment: Tameside, March 2011
- Tameside Annual Monitoring Report 2009/2010
- Tameside Unitary Development Plan 2004
- Tameside Employment Land Supplementary Planning Document, 2009
- Tameside Employment Land Study – Property Market Overview/Sectoral Assessment, CBRE, Jan 2010
- Tameside Sustainable Community Strategy 2009 – 2019
- Tameside Sustainability Appraisal Scoping Report, ENTEC, 2010
- Tameside Economic Strategy Baseline, 2011
- Enterprising Tameside, A New Economic Strategy for Tameside 2026 – October 2011
- Tameside Employment Land Review (Draft)

1.01 The purpose of this topic paper is to provide analysis and summary of the evidence relating to the economy and employment land for Tameside's Core Strategy. It forms a supplementary paper to Tameside's Issues and Options Report and identifies current issues and challenges that will influence the future direction of planning policy on the Borough.

1.02 The paper draws on a range of information sources including economic baseline documents, the draft Tameside Economic Strategy and the CB Richard Ellis Employment Land Study (2010) in order to establish the Council's approach towards policy in the Local Development Framework.

1.03 Further work is programmed that will inform policy development including a Strategic Review of employment sites as part of an overall Employment Land Review.



1.04 The paper itself is split into five sections:

1. Policy Context – An outline of relevant policy at a national, regional and local level which sets out the current planning policy framework;
2. Spatial Economic Context – Tameside in the Manchester City Region;
3. Local Economic Profile – Baseline information on the economy and the employment land supply setting out the economic context for the Borough in addition to describing the local economic profile;
4. Employment Land – The supply and demand for employment land is a critical part of developing the economy of Tameside. This section looks at existing supply and potential issues surrounding the declining supply of employment sites in the Borough; and
5. Identification of the key issues, challenges and potential options for the future shaping of the Core Strategy.

2.00 Policy Context

National Policy

Securing the Future – the UK Sustainable Development Strategy

2.01 The UK Sustainable Development Strategy (2005) identifies five guiding principles for sustainable development, including the achievement of a sustainable economy. Planning is identified as central to delivering sustainable development with a strong emphasis on community engagement.

Planning Policy Statement 1 – Delivering Sustainable Development

2.02 Planning Policy Statement 1 sets out the Government's overarching approach to planning policy relating to the delivery of sustainable development. The document sets out the key policies and principles that should underpin the planning system. These can be summarised under six headings:

- Sustainable development;
- Climate change;
- The spatial planning approach;
- High quality design and buildings for life;
- Accessibility; and
- Community involvement.

2.03 Moving on from the central theme of delivering sustainable development the policy states its commitment to 'promoting a strong, stable, and productive economy' with an overall aim of bringing jobs and prosperity to all. Ten points cover the range of policy areas that planning authorities should cover in relation to promoting sustainable economic growth¹, including:

- Recognising that economic development can deliver environmental and social benefits;

¹ PPS1 – Delivering Sustainable Growth, Paragraph 23



- Making sure that there are suitable locations for economic/employment development;
- Promoting and facilitating good quality and sustainable development; and
- Making sure that infrastructure and services are in place to support existing or future economic development and housing.

2.04 In summary Planning Policy Statement 1 underpins the planning systems approach – that good planning contributes to place shaping and delivering sustainable development.

Planning Policy Statement 3 – Housing

2.05 Planning Policy Statement 3 continues to focus housing development on previously developed sites. As part of this objective it specifies that local planning authorities should consider options for accommodating new housing growth involving:

- The re-use of vacant and derelict sites or commercial and industrial sites as part of town centre mixed-use developments; and
- That consideration should be given as to whether sites currently allocated for industrial or commercial use could be more appropriately re-allocated for housing.

Planning Policy Statement 4 – Planning for Sustainable Economic Growth

2.06 This policy statement sets out the national planning policies for economic development and identifies this category as including development ‘within the B Use Classes, public and community uses and main town centre uses²’. The definition goes on to include other development that fulfils one of the following objectives:

- Provides employment opportunities;
- Generates wealth; or
- Produces or generates an economic output.

2.07 It is important to recognise that Planning Policy Statement 4 (PPS4) specifically excludes housing development as this is covered by Planning Policy Statement 3 – Housing. Planning Policy Statement 4 does have much broader remit than the guidance it supersedes and it gives a revised definition to what is included in economic development, including development within the B Use Classes³, public and community uses and main town centre uses

2.08 The overarching objective of PPS4 is sustainable economic growth and to deliver this the Government identified five objectives:

- Buildings prosperous communities;
- Cutting the economic performance gap between regions;
- Delivering more sustainable patterns of development;
- Promoting town centre viability and vitality; and
- Raising the quality of life in rural areas.

² Use Classes refers to the way different types of development are categorised under the Town and Country Planning (Use Classes) Order 1987 and its subsequent amendments.

³ The B Use Classes constitute the bulk of traditional employment uses: B1 – Business, B2 – General Industry and B8 – Storage or Distribution.



- 2.09 In addition to overall policy context the PPS4 provides guidance on the using evidence base to plan positively. To broadly summarise the approach is one of collaboration and at a local level producing an evidence base that should:
- Assess the detailed need for land or floorspace for economic development, including for all main town centre uses over the plan period; and
 - Assess the existing and future supply of land for economic development – this should, if possible, be conducted alongside or combined with the strategic housing land availability assessment.
- 2.10 In summary this means providing a robust and up to date evidence base.

Draft National Planning Policy Framework

- 2.11 The draft National Planning Policy Framework (NPPF) aims to reduce the existing national planning policy statements and guidance down to a streamlined document of approximately 60 pages. The key thrust of the draft NPPF is to promote sustainable economic growth.
- 2.12 The draft NPPF sets out how the planning system will deliver sustainable development by planning for prosperity, people and place. The key to the Framework is pursuing these three components in an integrated way in order to deliver multiple goals.
- 2.13 A core principle of the Framework is the production of local plans which set out a long-term vision for an area. For Tameside this means replacing the Unitary Development Plan with an up-to-date Core Strategy containing flexible policies that don't act as a barrier to growth.
- 2.14 Ten core land-use planning principles underpin plan making and decision taking. In summary these are:
- A genuinely plan-led approach;
 - Proactive drive and support for development;
 - Taking into account local circumstances;
 - Considering existing or potential environmental quality of land;
 - Protecting and enhancing environmental and heritage assets and reducing pollution;
 - Making effective use of land;
 - Encouraging reuse of existing resources;
 - Actively manage patterns of growth to make fullest use of public transport, walking and cycling;
 - Take account and support local strategies to improve health and wellbeing; and
 - Ensure a good standard of amenity for current and future generations.
- 2.15 In terms of plan making the NPPF looks at this in some detail in paragraphs 20 to 52. Local plans should be in conformity with the objectives, principles and policies set out in the NPPF. The strategic priorities that should be delivered in the area are as follows:
- Housing and economic development requirements;
 - The provision of retail, leisure and other commercial development;
 - The provision of infrastructure for transport, minerals, waste, energy, telecoms, water supply and water quality;
 - The provision of health, security, community infrastructure and other local facilities; and



- Climate change mitigation and adaptation, protection and enhancement of the natural and historic environment, including landscape, and where relevant coastal management.

2.16 There are a number of additional considerations that emerge from the draft NPPF and the Localism Act 2011⁴: the requirement for a relevant and proportionate evidence base; ensuring deliverability of development proposed through the local plan; supporting and incentivising new development through the Community Infrastructure Levy⁵; and introducing a duty to cooperate on planning issues that cross administrative boundaries.

2.17 Overall the key message emerging from the draft NPPF is that there should be a presumption in favour of sustainable development and that the default answer to any development proposal should be yes. In simplified terms the draft NPPF suggest that where development is proposed it should be granted permission unless the impact, for example, on an important habitat or historic area, is of such significance that it is deemed to be unacceptable.

Regional Context and Policy

North West Regional Economic Strategy

2.18 The most recent version of the strategy was published in 2006 as part of the North West Regional Development Agency's 20 year rolling strategy to shape the future economic direction of the North West. Sustainable development is the central concept of the Regional Economic Strategy.

2.19 The strategy sets out an economic vision for the Region:

“A dynamic, sustainable international economy, which competes on the basis of knowledge, advanced technology and an excellent quality of life for all where:

- Productivity and enterprise levels are high, driven by innovation, leadership excellence and high skills; and carbon emissions are low;
- Manchester and Liverpool are vibrant European Cities, and, with Preston, key drivers of city regional growth;
- Growth opportunities around Crewe, Chester, Warrington, Lancaster and Carlisle are fully developed;
- Key growth assets are fully utilised, (priority sectors, the high education and science base, port/airports, strategic regional sites, the natural environment especially the Lake District, and the rural economy);
- The economies of East Lancashire, Blackpool, Barrow and West Cumbria are regenerated; and
- Employment rates are high and concentrations of low employment are eliminated.”

Manchester Independent Economic Review

⁴ The Localism Act 2011 – Gained Royal Assent 15 November 2011 and includes key measure relating to planning.

⁵ Community Infrastructure Levy - Allows local authorities to choose to charge a levy on new development in their area in order to raise funds to meet the associated demands placed on the area and to enable growth.



- 2.20 The Manchester Independent Economic Review (MIER) was published as a series of documents in 2009. This provided a radical new look at the Greater Manchester economy to generate debate on the economic future of the Manchester City Region.
- 2.21 In essence the MIER attempted to determine why the Greater Manchester economy 'punched below its weight', especially when compared to the dominant economies of London and the South East.
- 2.22 The following summarises the key findings identified by the MIER and highlights the potential for much greater economic success across the city region:
- There is potential for improving productivity and increasing growth;
 - Manchester firms have significantly higher productivity than other areas of the North;
 - Manchester is punching below its weight;
 - Agglomeration economies exist arising from a large, diverse urban region (clustering shows no benefits but the large and diverse attributes of an urban environment generates the economic benefits of agglomeration);
 - Productivity differences that are largely explained by the extent of agglomeration economies, skills and access to transport;
 - The importance of skills – Manchester does well in comparison to the North but not compared to the Southeast;
 - Inadequate internal transport networks – improvements would bring the largest economic payoff;
 - Housing is a significant cost of increasing agglomeration – put simply there are not enough houses in the places people want to live;
 - No rationale for redistributing economic activity from the south to the north;
 - There are increasingly polarised neighbourhood outcomes; and
 - Deprivation arises at the individual level, not neighbourhoods. This is linked to the determination of life chances at the pre-school and primary schools stage
- 2.23 Building on the key findings the report also identified five main areas in need of attention in order to make the economy more successful:
- Skills – must be improved and is the single most important influence on increasing productivity and competitiveness;
 - Housing – two key issues – improving the housing offer to attract skilled labour and tackling housing issues in deprived areas;
 - Transport – crucial element – most focus required on improving transport within the travel-to-work areas of the city-region;
 - Planning – Identified as potential hindrance to the expansion of high value business;
 - Governance – good governance is needed with a strong sense of collaboration in order to take difficult decisions.
- 2.24 The focus of the recommendations emerging from the MIER was that the productivity needs boosting in order to ensure growth but that all of the city region and its people would enjoy improved opportunities as a result of Greater Manchester having a stronger economy.

Prosperity For All: The Greater Manchester Strategy



- 2.25 The Greater Manchester Strategy (GMS) was written in direct response to the MIER and published in August 2009. The document sets out a vision for the Manchester City Region to be achieved by 2020. The GMS recognises that the city-region has the appropriate scale and density to achieve growth by tackling the main reason for its underperformance – low productivity.
- 2.26 The GMS clearly recognises the scale of the challenge but also the opportunities. Structural changes to the global economy mean that the city-region has to develop the opportunities that are emerging in the likes of Brazil, India and China. The GMS proposes an approach that will ‘create a virtuous circle of long-term sustainable growth’, but that this growth must be based on the principles of sustainable development and social equality. Furthermore, it is crucial that reductions in carbon emissions are achieved, critical infrastructure is in place and that poor health and a lack of skills are addressed.
- 2.27 The GMS is based around a series of eleven priorities aimed at delivering sustainable development, improved quality of life and prosperity for all:
- Early Years
 - Better Life Chances
 - The Highly Skilled
 - Attracting Talent
 - Transport
 - Economic Base
 - International Connectivity
 - A Low Carbon Economy
 - The Housing Market
 - Effective Governance
 - Sense of Place
- 2.28 In summary this means a whole range of strategic objectives including: improving the provision of early years intervention, tackling health and skills inequalities, increasing the number of highly skilled in the city-region, improving transport connectivity, diversifying the economic base and ensuring there is a high quality housing offer.

Greater Manchester Employment Land Position Statement, NLP, August 2009

- 2.29 In August 2009, Nathaniel Lichfield and Partners (NLP) completed a Position Statement on behalf of the Association of Greater Manchester Authorities that primarily examined the sub-regional employment land requirements set out in the Regional Spatial Strategy Policy W3. In doing so, NLP examined the derivation of the requirement, assessed current economic trends, such as increases in both development and job densities and analysed the economic aspirations of the GM districts.
- 2.30 The Position Statement recommends the provision of an amount of employment land at the district level up to 2026. For Tameside the suggested figure is within the range of 94-130 hectares and was derived from the existing potential supply and the lower end of the Regional Spatial Strategy identified need.



3.00 Tameside's Spatial Economic Context

- 3.01 Tameside is one of the ten districts that make up the Association of Greater Manchester Authorities (AGMA). AGMA is the voice of the city region and has been a success in collaborative working between authorities since 1986. A further success in demonstrating the collaborative approach was the establishment of the Greater Manchester Combined Authority 1st April 2011.
- 3.02 Tameside is an important part of the Manchester City Region, the strongest economic centre outside of London and the South East.
- 3.03 The City Region suffers from significant disparities because of spatial variations in economic performance and social deprivation. A division exists between the economically more successful southern areas of the city region compared to their northern neighbours.
- 3.04 Situated to the east of the city region Tameside (see Figure 3.1) is challenged by the need to address areas of social and economic deprivation. Part of this problem is rooted in a dependence on declining traditional industries and their legacy coupled with an overreliance on the public sector. This places a great demand on the available resources in order to progress economic transformation, the regeneration of communities and to tackle environmental degradation.

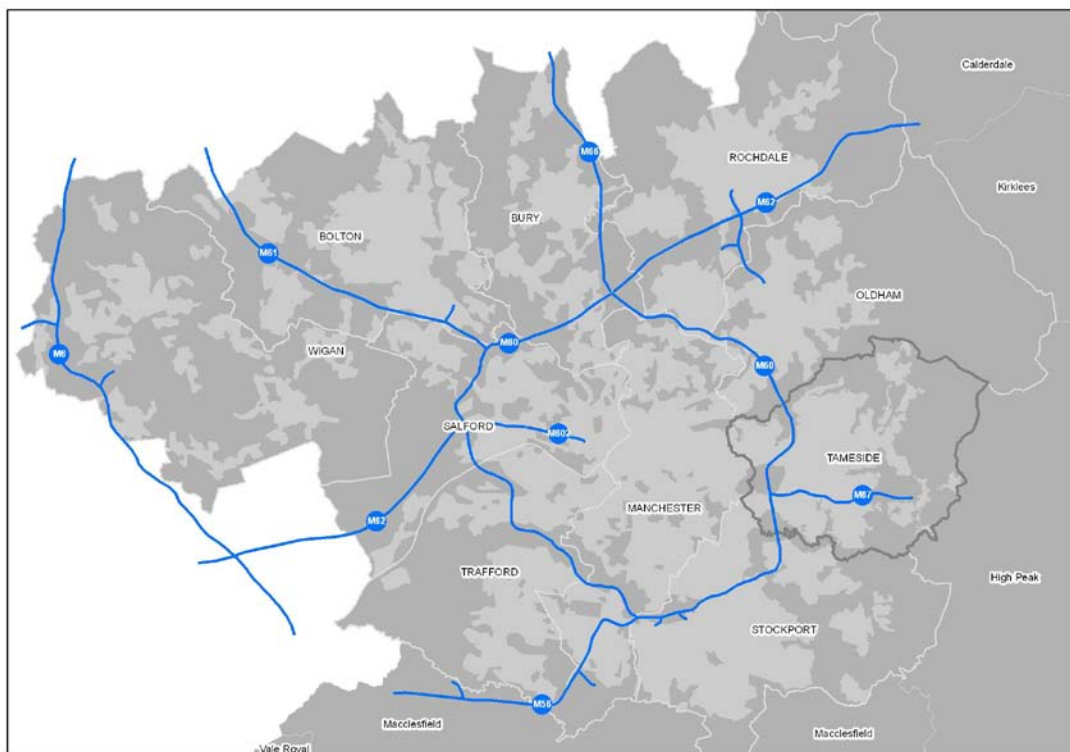


Figure 3.1 – Tameside in the Manchester City Region

- 3.05 Since 2009 the AGMA Executive Board has established six commissions:
- Environment Commission
 - Health Commission
 - Improvement and Efficiency Commission



- Planning and Housing Commission
- Public Protection Commission
- The Commission for the New Economy

Tameside's Economic Links

- 3.06 The borough's future is linked to that of Greater Manchester, which is identified by the MIER as the largest economic hub outside London and the South East.
- 3.07 As previously highlighted, the MIER brings a fresh perspective to the debate around the future of the City Region's economy. The MIER states that the City Region has significant potential for enhancing economic performance, not just in the North West, but across the north of England as a whole. In short, Manchester City Region represents the greatest opportunity for closing the productivity gap between the north and south of England.
- 3.08 The MIER sets out challenging recommendations that include improving early years development, improving skills, transport, housing, planning and governance.
- 3.09 Tameside can support the objectives of the MIER by playing a key role in the economic success of the Manchester City Region. This can be achieved through increasing the quality and choice of housing available; planning and investing in new infrastructure; tackling deprivation; promoting sustainable development and the transition to a low carbon economy; and improving early years support and educational attainment.

4.00 Baseline Economic Information

- 4.01 In addition to the Greater Manchester Local Economic Assessment Tameside Council has recently completed a detailed economic assessment of the current position of the Borough in 2011. This report was the first step towards producing an economic strategy for Tameside and establishes key economic issues and highlights those with a strong positive or negative impact on the local economy.
- 4.02 The baseline report bring together a large amount of information in one place. The report uses the structure suggested by the Department for Communities and Local Government (DCLG) for the preparation of Local Economic Assessments and this is accompanied by an economic examination at the District Assembly Area (DAA) level.
- 4.03 The following section overviews the economic baseline as set out in the emerging Economic Strategy.

Tameside's Economy

- 4.04 According to the Greater Manchester Forecasting Model Tameside suffered worse than Greater Manchester during the recession and is experiencing a much slower recovery (Figure 2). Forecasts of the economic recovery in Tameside predict that we will continue to have poor recovery compared to GM unless we make a step-change in our approach to the local and wider GM economy.

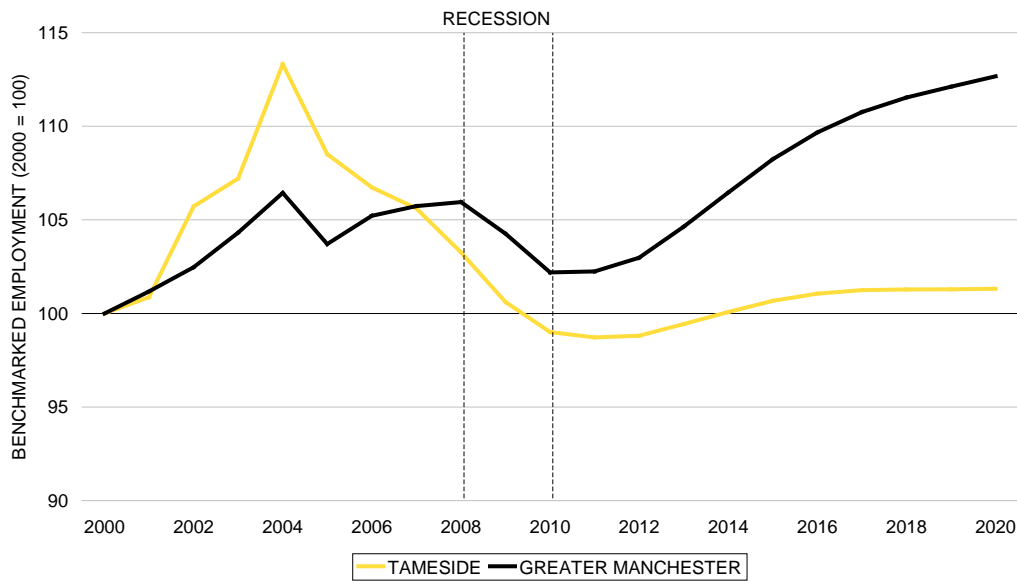


Figure 2. Recession and recovery in Tameside and GM

- 4.05 Government data for 2010⁶ estimated that there were around 216,900 people living in Tameside, and of these around 140,300 were of working age (aged 16-64). Of these, 104,300 were employed, or actively looking for work. This is nearly 73.6% of the working age population, and comparable with the figure for Greater Manchester (73.5%). 95,400 people in Tameside were estimated to be in employment, equivalent to 67.2% of the working age population. This was higher than the equivalent figure of 66.9% for Greater Manchester.
- 4.06 In February 2011 there were 23,200 people in Tameside claiming out of work benefits, made up of 5,990 claiming Job Seekers Allowance, 13,620 claiming Incapacity Benefit / Employment Support Allowance, 2,700 lone parents and 890 claiming other income related benefits. The total figure is equivalent to 16.5% of the local working age population, compared with 15.6% for Greater Manchester. In August 2011 there were 558 job vacancies advertised at Jobcentres in Tameside and 12.1 claimants for every vacancy, compared with 6.9 on average for Greater Manchester.

⁶ Office for National Statistics, mid-year population estimates 2010

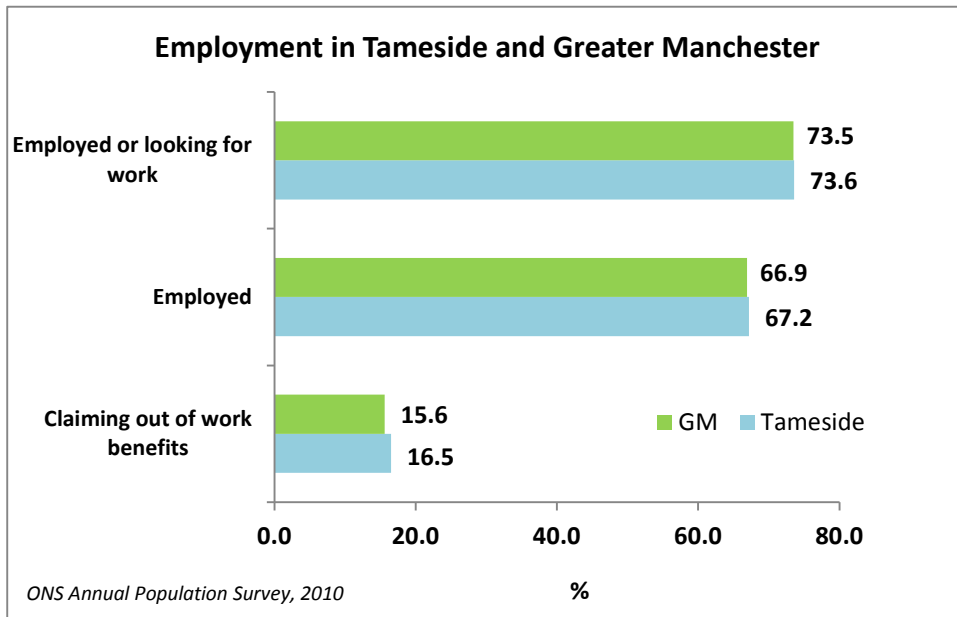


Figure 3: Employment in Tameside and Greater Manchester

Resident wages and skills

- 4.07 Employment rates in Tameside are similar to those for Greater Manchester but our residents and workers earn less than others in Greater Manchester and this has been a long-standing problem. In 2010, full-time workers in Tameside earned an average of £424.70 per week before tax, which was the lowest rate across Greater Manchester and well below the North West average of £471.20 per week. As a result, deprivation and poverty continue to challenge the wellbeing of our residents and economy: around one in four children in Tameside are thought to be living in poverty.
- 4.08 The reason for our lower earnings is our lack of high level skills. 17.6% of the working age population in Tameside were qualified to NVQ Level 4 in 2010, compared with 28.1% across Greater Manchester. 40.8% were qualified to NVQ Level 3 or above, compared with 48.7% in Greater Manchester.

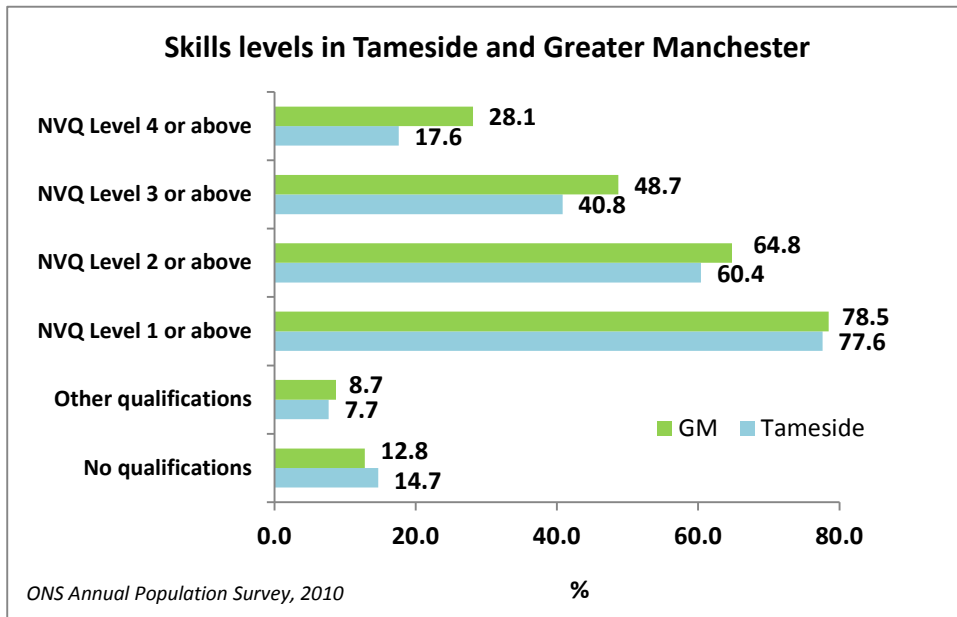


Figure 4: Skills levels in Tameside and Greater Manchester

4.09 The future economy, both nationally and in Greater Manchester, will rely increasingly on jobs that need a high level of professional knowledge, or technical skill, rather than manual labour. It is imperative that Tameside residents have the right levels of skill to compete for jobs in this economy. We also need to develop higher level skills in order to attract new employers to the borough and enable existing companies to innovate and grow.

Resident jobs

4.10 Tameside’s lower skills levels shape the job prospects of our residents: 41.9% of Greater Manchester residents work as managers, professionals or in technical roles, compared with 33.4% of residents in Tameside. By comparison, Tameside residents are more likely to work as plant and machine operatives (25.1% compared with 20.1%) or as administrators, secretaries and skilled trades people (23.9% compared with 20.1%).

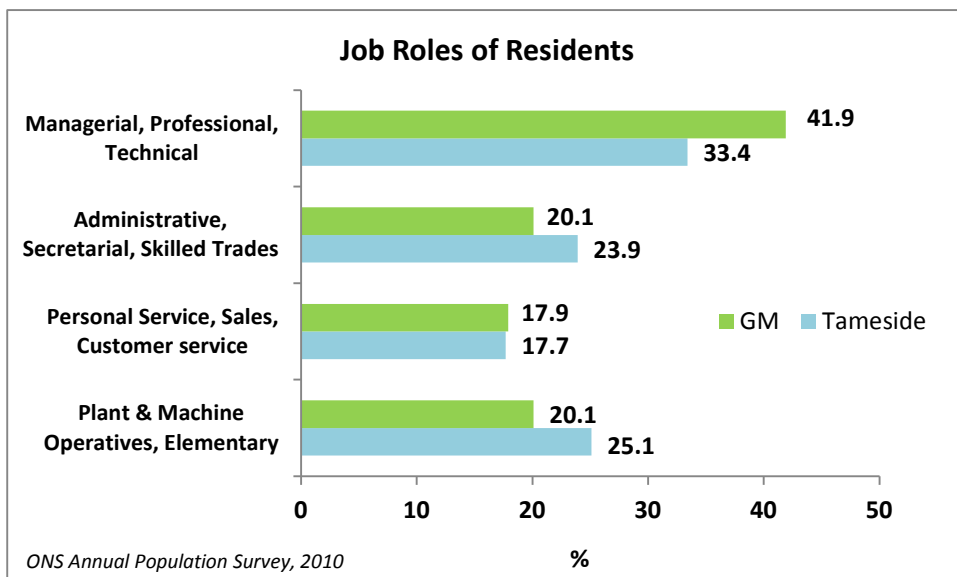


Figure 5: Job roles of Tameside residents



Employee jobs

4.11 Tameside has historically been a manufacturing economy, and today employment in manufacturing still accounts for nearly one-fifth of jobs based here (19.3%). But manufacturing employment has been declining over the last decade, and with the use of new technology in the workplace, job losses look set to continue.

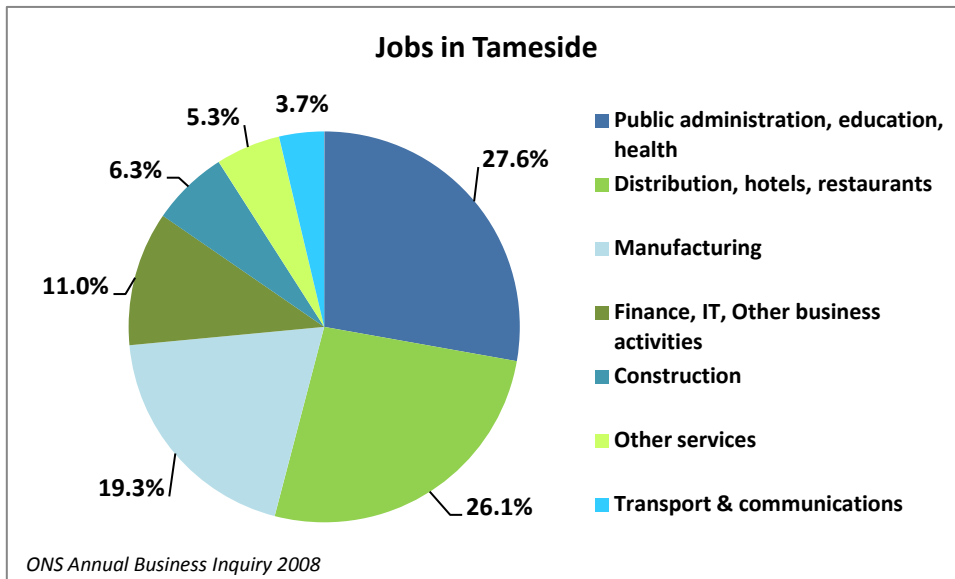


Figure 6: Jobs in Tameside

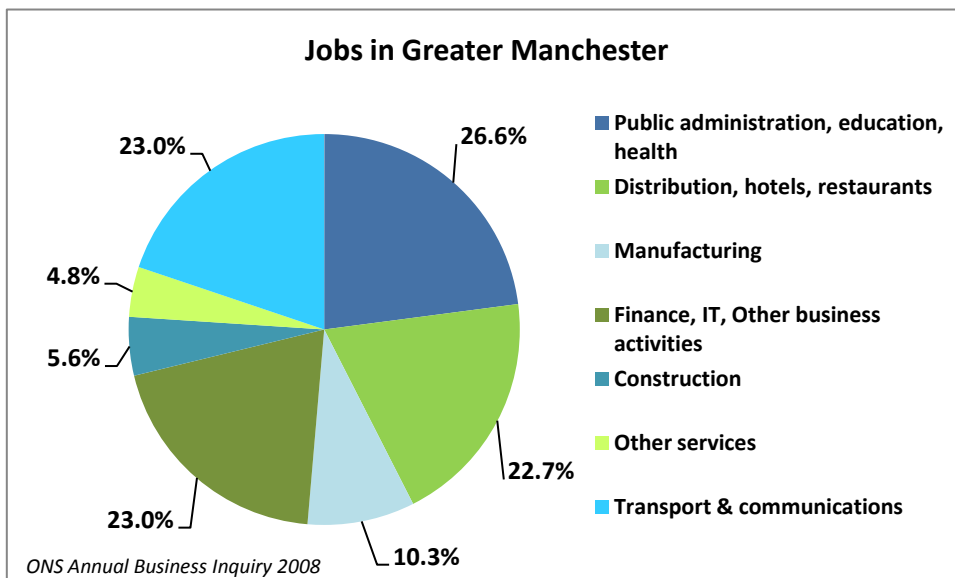


Figure 7: Jobs in Greater Manchester

4.12 The decline of Tameside’s traditional major employment sectors is reflected in the number of VAT registered businesses active within the area (i.e. those with an annual turnover of at least £73k). Since the recession the number of VAT registered businesses in Tameside



has declined, reversing the growth of previous years. In 2009 the number of new businesses to be registered for VAT was outnumbered by the number of de-registrations.

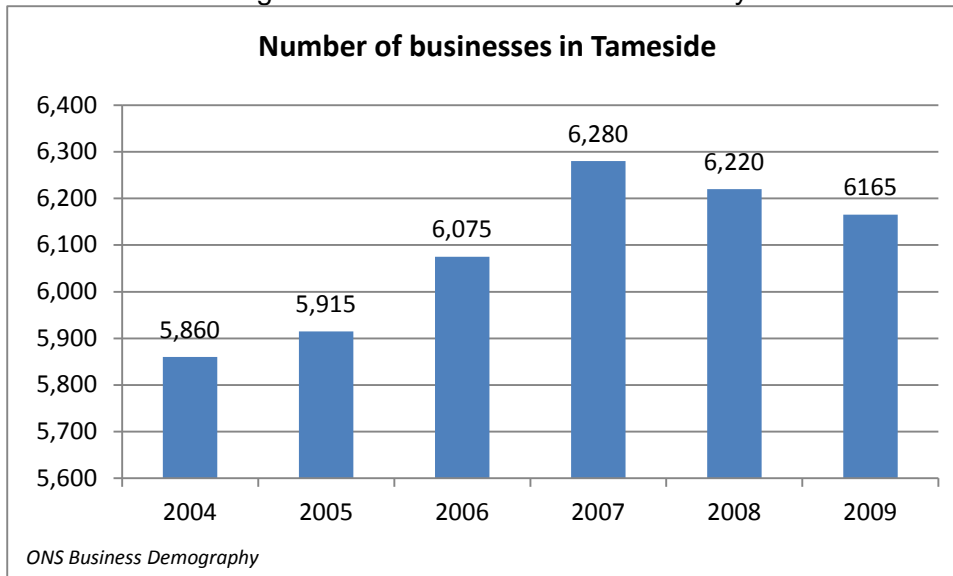


Figure 7: Number of businesses in Tameside

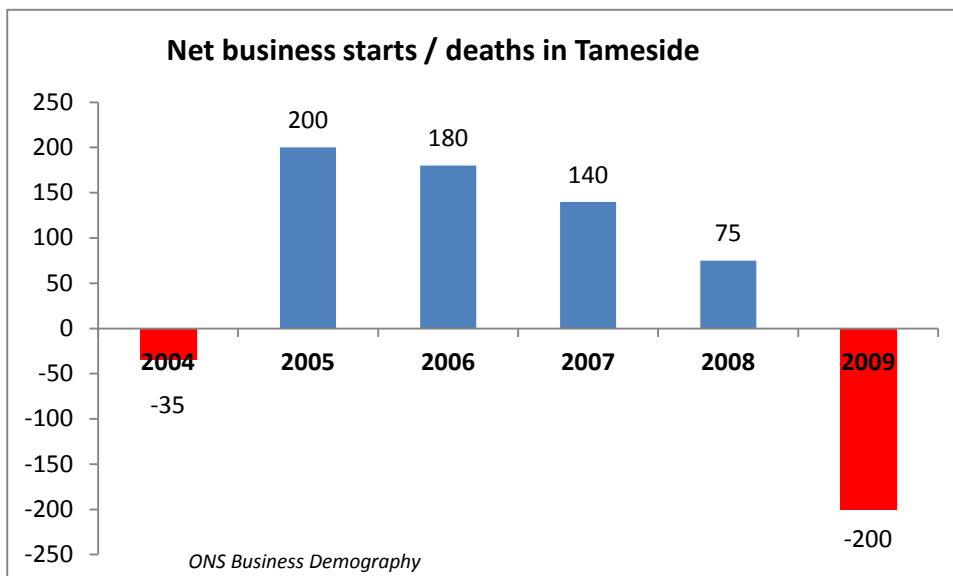


Figure 8: Business demography

Tameside as a business location

- 4.13 As a business location, Tameside has an advantage in terms of its strong and developing transport links to the rest of Greater Manchester, the city centre, the airport, the national motorway and rail networks, and to Merseyside, Leeds and South Yorkshire. The Metrolink extension to Droylsden will open in 2012 and the route to Ashton in 2013/14.
- 4.14 In 2008 Tameside had 2,626,000 square metres of commercial space. Its use reflected current employment trends within the borough: 55% of our commercial premises were factory space, which is the highest proportion in Greater Manchester, although Wigan and Oldham both had more factory space than Tameside in terms of area in 2008. Warehousing in Tameside increased to 21% of commercial space in 2008, but this was still



the lowest proportion in Greater Manchester. Just 7% of our commercial premises were offices (180 square meters), which was the second lowest in Greater Manchester.

- 4.15 In 2009 the mean house price in Tameside was £124,629, which was less than the average house price in the North West region (£154,436). Since 2005 there has been an increase in Tameside's average house price of 8% which is less than the increase in the North West (12%). The number of property sales in 2009 was 1,978 which was a decrease of 42% since 2005. The decline for Tameside was less than that seen across the North West (49%) but greater than that for England (40%).
- 4.16 Levels of productivity in Tameside are relatively low: GVA (Gross Value Added) figures illustrate that Tameside's employees do not create as much wealth as others in Greater Manchester. Tameside's GVA is the third lowest in Greater Manchester.
- 4.17 Potential employment sites in Tameside are generally smaller than other offers available across Greater Manchester, and because of its manufacturing tradition, some sites need remediation before they are ready for redevelopment. Nevertheless, Tameside currently has around 71 hectares of land available to be developed for employment sites, 28 hectares of which is classed as immediately available. For housing there are approximately 120 hectares of land, which includes sites under construction, awaiting planning permission and other allocations.

Strengths and Weaknesses

- 4.18 The economic baseline report carried out a traditional SWOT analysis, the following is a brief summary of some of the findings:

| |
|--|
| Strengths |
| <ul style="list-style-type: none"> • Proximity to Manchester and linkages to the economy • Transport linkages • Resilient economy • Relatively strong manufacturing sector • An 'affordable' Borough especially in relation to housing |
| Weaknesses |
| <ul style="list-style-type: none"> • Poor skill levels of resident population • Low grade labour market occupation • Residents wages lowest in GM • Small economy relative to resident population • Reliance on public sector employment |
| Opportunities |
| <ul style="list-style-type: none"> • Less quickly ageing population relative to England • Good skills in remaining manufacturing sector • Economic growth of Manchester provides an opportunity • Cost competitiveness • Energy related engineering sector growth requirements match some sector strengths • Ashton is the centre for the area |
| Threats |
| <ul style="list-style-type: none"> • Continued decline in manufacturing • Further reduction in job opportunities due to contraction of the public sector and manufacturing employment |



- Risk of low skills base in an economy driven by KBIs
- Negative impact of quality of built environment
- Increased impact of deprived communities in a time of contracting Council budgets

4.19 In addition the Local Economic Assessment carried out by the Commission for the New Economy emphasised a number of key challenges and opportunities faced by the Tameside economy:

- Tameside's key challenge is its relatively low skills base with low attainment levels at GCSE reinforcing low skills within the adult population;
- A reliance on public sector job growth and declining employment in the private sector leaves the Tameside economy particularly vulnerable to cuts in public funding and not in a good position for the private sector to make up for this decline;
- Forecasts indicate that Tameside will experience further decreases in private sector employment and will see a much slower recovery than the Greater Manchester average;
- Low skill levels of the resident population are mirrored in the low average salaries of Tameside residents;
- Housing choice is limited with the market itself dominated by a mixture of terraced and semi-detached properties. This is seen as a barrier to attracting and retaining significant numbers of skilled residents;
- There are opportunities for growth around Ashton Moss and in addition Ashton town centre and the office market are opportunities that could drive growth with the appropriate investment and development;
- Good transport connectivity is a significant asset and set to improve further with the expansion of Metrolink; and
- The location on the edge of the Peak District is a significant asset in terms of quality of environment and offering an attractive residential location.

4.20 The key strengths, weaknesses, opportunities and threats, identified in the above table and in the points from the Local Economic Assessment need consideration as Tameside progresses with developing its Core Strategy. These key attributes of the Borough have been used extensively to help shape the new economic vision for Tameside.

5.00 Employment Land

5.01 The adopted Regional Spatial Strategy did not set out a district level for how much employment land would be required over the plan period (up to 2021). Policy W3 set out the overall requirement for additional land in Greater Manchester over the period 2005 to 2021. The extra allocation of employment land required for Greater Manchester by the Regional Spatial Strategy was set at 536 hectares increasing up to a higher level of 917 hectares if a 20% flexibility factor was incorporated to cater for 'exceptional circumstances' such as the expansion requirements of a particular business.

5.02 A study into the distribution of employment land around Greater Manchester was carried out in 2009 by Nathaniel Lichfield and Partners (NLP) and is covered in paragraphs 2.29 – 2.30. This helped to form an overall picture of employment land availability and requirements over the RSS plan period for Greater Manchester.



- 5.03 The conclusion for Tameside was that 94 to 134 hectares of employment land would be required 2005-2021. The NLP study also recognised a number of key issues:
- The continuing challenges for the economy and employment in the Borough from the Greater Manchester Forecasting Model;
 - The limited supply of employment land available due to various constraints;
 - The need for good quality modern employment accommodation;
 - The pressure on existing and former employment sites for non-employment redevelopment (Christy Towels, Findel Education, Toray Textiles, Roberstons Jam, Burmah Castrol); and
 - A weak office sector.
- 5.04 A basic analysis using the figures contained in the NLP study and the latest employment land supply (31st March 2010) would indicate a shortfall of between 23.5 and 63.6 hectares. However, as the 2009/10 Annual Monitoring Report points out - the inclusion of land in the available supply figure does not indicate any intentions of the owner(s) to offer the site for development and therefore some of the sites will not be available on the open market and others will be intended for development by owners and occupiers for their own use”.
- 5.05 A market and sector assessment was carried out by CB Richard Ellis in 2009. This highlighted a number of further issues including the problem with availability of sites for development:
- The need to re-weight the traditional employment base away from manufacturing industries;
 - Adoption of new employment strategies to develop better quality accommodation to attract inward investment and employment into Tameside;
 - The need to grow business size in the Borough as the current focus is on employers of 10 or less;
 - The need to provide the right size and type of employment premises for smaller employers as they expand to avoid their moving to neighbouring locations; and
 - The amount of land that is immediately available will always be below the level defined in the employment land supply and this significantly reduces the ability of the Borough to accommodate economic growth.
- 5.06 More detail will be available following the completion of the Tameside Employment Land Review. This document will set out a picture of the future requirements for employment land over the Core Strategy plan period through analysis of the following:
- Historic Trends Analysis of past take up rates;
 - DCLG/VOA Commercial and Industrial Floorspace and Rateable Value Statistics; and
 - Interpretation of the Greater Manchester Forecasting Model (GMFM).
- 5.07 Although it is generally acknowledged that there should not be an over-reliance on the outcomes of this type of forecasting they will give a useful indication of the future requirement for employment land in the Tameside.
- 5.08 Following on from this a detailed review of existing employment sites in the borough will be conducted. The aim of this part of the review will be a spatial analysis to compare the available stock with the particular requirements of the area. In addition, the appraisal will also include an assessment of a number of Development Opportunity Area sites allocated



by the Council in the Unitary Development Plan and sites identified through a 'Site Suggestion' consultation exercise. Figure 5.1 summarises the process for determining the employment land requirement for the Tameside during the plan period 2013 -2028.

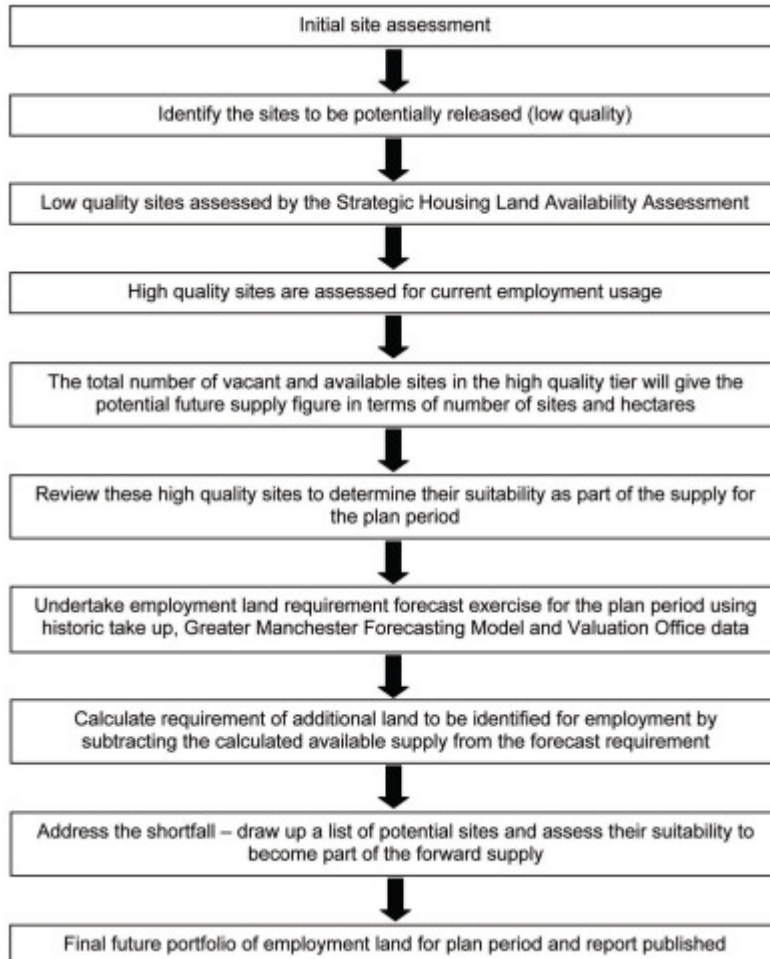


Figure 5.1 The Tameside Employment Land Review Process Overview

- 5.09 By carrying out a full appraisal it is possible to determine the 'gaps' in local employment land provision and set requirements for the identification of new sites. However, as other literature suggests sites such as Ashton Moss do already offer the type of large employment site that is attractive to logistics occupiers looking for highly accessible locations. Building on the success of Ashton Moss should be considered through the Issues and Options phase of developing the Core Strategy. In addition to this other potential strategic locations for employment development should be put forward at an early stage to allow appropriate consideration and debate.
- 5.10 Together with the finding of the economic review of the Borough, the Employment Land Review will help to inform in more detail the Core Strategy and the Site Allocations Development Plan Document which will follow.



6.00 Key Issues, Challenges and Options

- 6.01 There are a number of considerations to address relating to the economy and employment land within an ongoing complex and fluid social and economic situation. A particular issue is the changing policy context at a national level these include the introduction of the Localism Act (November 2011) and the draft National Planning Policy Framework (NPPF) which includes a presumption in favour of 'sustainable development' where local planning policies are out of date. Recent debate surrounding the draft NPPF would suggest that some form of transitional arrangements will be included to give local planning authorities time to adopt an up to date Core Strategy.
- 6.02 Therefore, at a Borough level it is imperative that a Core Strategy is introduced to enable planning decisions to be made in a local context.
- 6.03 At a local level the issues relating to deprivation are detailed and complex. However, in line with the findings of the MIER and the economic assessments the key to improving the economic development potential of the Borough and tackling social deprivation is addressing the existing skills gap of residents.
- 6.04 Housing is a further key issue and one that is clearly defined in the MIER and the Local Economic Assessment. Tameside has a relatively good level of affordability but it lacks in terms of choice and quality. Some areas are dominated by terraced and semi-detached housing which is not suitable if the Borough wants to keep and attract people with higher wages and skills levels. Evidence to support this comes from the ONS Annual Population Survey (2010) and clearly shows that Tameside has the lowest proportion of managers, senior officials and professional staff of any of the Greater Manchester authority areas.
- 6.05 In terms of employment land and premises the key issues are:
- A shortage of suitable good quality sites for future development;
 - Threats to existing employment land from housing and retail development;
 - A lack of grow-on space for indigenous companies; and
 - A small and relatively poor quality office market.
- 6.06 There are many positives, however, that will enable the Borough to address these issues and build economic resilience:
- The excellent transport connectivity by road, rail and in the near future, Metrolink;
 - The location of the borough on the edge of the Peak District;
 - The potential for continued employment growth at Ashton Moss;
 - The opportunity to develop an improved office quarter at St Petersfield; and
 - The opportunity for employment development and economic growth presented by Ashton town centre.
- 6.07 The potential strategic options for employment land can be summarised as follows:
1. Identify the best quality existing employment land and safeguard it for future employment development;
 2. Identify the poor quality employment sites/areas in the borough that are suitable for non-employment or mixed-use redevelopment; and
 3. Identify additional sites/areas that should be allocated to fulfil the employment land requirements over the Core Strategy plan period to 2028 – This could



include existing UDP Development Opportunity Areas that remain unrealised, the remaining land at Ashton Moss and potential new locations at Ashton Moss, land beyond Denton Hall Farm Road and land north of Hyde Road (Mottram-in-Longdendale).

- 6.08 The critical issue to address in the Borough is the constrained nature of the supply. This is a combination of the tightly drawn Green Belt boundary, the small nature of many of the existing sites available, the pressure for non-employment development on existing industrial sites and viability issues relating to the redevelopment of brownfield sites for employment in the short to medium term.
- 6.09 It is important to remember that at this early stage in the Core Strategy process that no final policy options or site allocations have been determined and that the Issues and Options stage represents a key stage in discussing the future direction of economic and employment land policy in Tameside.