

Employment Land Supplementary Planning Document



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1 Introduction

1.1 The purpose of this Supplementary Planning Document (SPD) is to support the Council's planning policies relating to employment land and premises in the Borough. It sets out the circumstances in which the release of employment land / buildings for alternative uses will be considered, and provides detailed guidance relating to design and layout of proposed employment developments. Once adopted, this Supplementary Planning Document should be treated as a consideration in the determination of planning applications.

1.2 The SPD builds upon the Council's economic objectives set out in the Unitary Development Plan (UDP), the Community Strategy, the emerging Economic Development Plan and the draft Tameside Enterprise Strategy. The Council is committed to achieving these objectives and wishes to actively encourage new employment generating development within the Borough.

1.3 It supplements policies of the UDP, particularly policies E3 (Established Employment Areas) and E6 (Detailed Design of Employment Developments).

1.4 It also supplements the national and regional frameworks of planning policy and guidance.

1.5 For the purposes of this SPD, the term 'employment' relates to Business (Use Class B1), General Industry (Use Class B2), Storage & Distribution (Use Class B8) plus 'Sui-Generis' commercial uses that have similar characteristics to industry or storage.

1.6 'Established Employment Areas' are defined under policy E3 of the UDP and in most instances are shown on the proposals map. Proposals for redevelopment of employment sites that are not shown on the UDP proposals map are also covered by policy E3. The scope of this SPD therefore extends to all sites and premises that are currently in, or were last in employment use and sites proposed for employment use, with the exception of sites identified in UDP policy E2 (Development Opportunity Areas) because of the way that land use suggestions are made for each area in the policy text.

1.7 Other uses that provide employment such as crèches, hotels and built leisure developments may have regeneration benefits and could also be appropriate development in Established Employment Areas, dependant on compliance with other policies including Planning Policy Statement 6: Planning for Town Centres.

1.8 This SPD examines the local economy and sets out the challenges that the Council faces in ensuring that the Borough's economy remains sustainable and competitive. It then describes the Council's approach regarding development proposals on employment sites, and sets out standards of design required for employment developments.

2 Aims and Objectives

2 Aims and Objectives

2.1 The key aims of this Supplementary Planning Document are:

1. **To enable employment generating development to take place in the best locations available to meet employment objectives contained in the Regional Spatial Strategy, the Tameside Unitary Development Plan and the emerging Tameside Economic Development Plan.**
2. **To achieve high-quality design in employment developments.**

2.2 From these aims, four key objectives have been established:

1. **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.
2. **Encourage the development of new high quality employment development to meet the needs of local firms and people.**
The availability of high quality employment premises is vital in attracting inward investment into the borough and retaining indigenous firms.
3. **To promote well-considered layouts and external appearance.**
Employment sites that are well designed in terms of layout and design will make a significant contribution to the economy of the Borough and in promoting regeneration.
4. **To encourage efficient use of resources.**
Avoiding low density development and minimising the take up of undeveloped land can help promote development that is accessible by public transport and within easy reach of local facilities. Resource efficient design, materials and construction methods further minimises the use of scarce resources.

3 Planning Policy

Local Planning Policy

3.1 Tameside's Unitary Development Plan (UDP) was adopted November 2004. The 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. Policy E3 serves a dual purpose: to identify areas where employment development will be acceptable in principle, and to set criteria by which proposals for non employment uses on existing employment sites will be determined. Policy E6 gives direction on the detailed design of employment developments. This SPD expands on guidance in both of these policies. Other employment policies in the UDP relate to employment development on allocated land, development outside of existing employment sites and local access to employment.

3.2 Policy E3: Established Employment Areas.

'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.

Proposals for residential or mixed use development in "established employment areas" or at individual or small groups of existing employment premises not shown on the proposals map, will not be permitted unless, after assessment of the following factors, it is considered that the Borough's housing requirements and the regeneration benefits of the development outweigh the potential of the site in its present form for further employment use:

- a. *the quantity and type of employment sites and premises available in the area, and*
- b. *evidence of demand for employment sites and premises in the area, and*
- c. *the suitability of the site for further employment use in terms of size, physical characteristics, access, traffic impact, and sensitivity of surrounding land uses, and*
- d. *the opportunity which may be presented for new forms of employment as part of a mixed use scheme.'*

3.3 Policy E6: Detailed Design of Employment Developments.

'The layout, design, external appearance and operation of proposed employment developments, which are acceptable in relation to other relevant policies in this plan, will be required to be of high quality and to meet the following more detailed criteria:

- a. *suitable arrangements for parking, servicing and access to and from the highway, including access by pedestrians, cyclists and disabled people, and for convenient access by public transport where appropriate, with no unacceptable impact on the surrounding highway network, and*
- b. *building design and use of materials which relate well to local features and complement or enhance the character of the surrounding area, and*
- c. *suitable landscaping and screening, including retention of existing features such as trees and hedges where practical, which enhance the appearance of the development and minimise the visual impact of plant, machinery, storage and service areas, and*
- d. *no unacceptable impact on neighbouring properties through noise, vibration, smell, smoke, dust, fumes, lighting, litter, traffic and other disturbance, and no unacceptable impact on residential amenity including consideration of hours of operation, and*
- e. *minimisation of opportunities for crime and anti-social behaviour.'*

3.4 The SPD has also been prepared in relation to UDP Part 1 Policies:

- 1.1 Capturing Quality Jobs for Tameside People,
- 1.5 Following the Principles of Sustainable Development,

3 Planning Policy

- 1.6 Securing Urban Regeneration,
- 1.9 Maintaining Local Access to Employment and Services, and
- 1.12 Ensuring an Accessible, Safe and Healthy Environment.

3.5 Other UDP policies that may be relevant to employment development include:

- Housing policy H7,
- Town Centres, Retailing and Leisure policy S1,
- Countryside, Open Land, Sport and Recreation policies OL2, OL3, OL4, OL8, OL10, OL15, OL16,
- Highway Improvement and Traffic Management policies T1, T7, T8, T10, T11, T12,
- Conservation and Enhancement of the Built Environment policies C1, C2, C3, C4, C5, C6, C7, C8, C10, C12,
- Nature Conservation, Trees and Woodland policies N1, N2, N3, N4, N5, N6, N7,
- Mineral Working, Waste Management and Pollution Control policies MW7, MW10, MW11, MW12, MW13, MW14, MW15,
- Utilities and Infrastructure policies U3, U4, U5

3.6 In addition, policy and guidance contained in the following adopted SPDs may be relevant to employment development and should be adhered to in conjunction with other policies:

- Sustainable Design and Construction Guide SPD (adopted October 2005)
- A Guide to Developer Contributions SPD (adopted November 2006)
- Trees and Landscaping on Development Sites SPD (adopted March 2007)

National and Regional Planning Policy

3.7 Planning Policy Statement 1 (PPS1) Delivering Sustainable Development (ODPM, 2005)

PPS1 summarises the approaches to be taken in delivering sustainable development, the core principle underpinning planning. It recognises that sustainable economic development is important in delivering environmental and social benefits and requires that Local Authorities make suitable locations available for employment development and to provide for rapidly changing requirements of modern business.

3.8 Planning Policy Statement 3 (PPS3) Housing (DCLG, 2006)

PPS3 advocates that Local Development Documents should set out a strategy for the planned location of new housing which contributes to the achievement of sustainable development. When identifying housing sites for development, Local Planning Authorities should take into account a number of issues including developing options for housing growth. These options could include the re-use of vacant, derelict, industrial and commercial sites for mixed-use town centre development.

3.9 Planning Policy Guidance 4 (PPG4) Industrial, Commercial Development and Small Firms (DOE, 1992)

PPG4 supports a positive approach to the location of new business developments and assisting small firms through the planning system. The key message arising from this document is that economic growth and a high-quality environment are not mutually exclusive and should be pursued together.

3.10 Consultation Paper on a new Planning Policy Statement 4 (PPS4) Planning for Sustainable Economic Development (December, 2007)

This draft guidance has emerged in the light of the *The Review of Land Use Planning* by Kate Barker. Set against delivering sustainable development the guidance aims to raise the UK's economic productivity, increase job opportunities for all, improve the performance of the English regions and build prosperous communities.

The document emphasises the importance of a robust evidence base and flexibility in the approach to the supply of land in order to plan positively.

Planning Policy 3

3.11 Planning Policy Statement 6 (PPS6) Planning For Town Centres (ODPM, 2005)

PPS6 defines town centre uses, which include office developments. Therefore, where a proposed office development is outside of a town centre, and outside of an Established Employment Area as defined on the Adopted UDP Proposals Map, applicants will be expected to demonstrate:

- a. the need for development
- b. that the development is of an appropriate scale
- c. that there are no more central sites for the development
- d. that there are no unacceptable impacts on existing centres
- e. that locations are accessible.

3.12 Planning Policy Statement 9 (PPS9) Biodiversity and Geological Conservation (ODPM 2005)

This guidance sets out policies that need to be taken into account in relation to biodiversity (as defined in the UK Biodiversity Action Plan) and geodiversity (as defined by the Geological Conservation Review held by the Joint Nature Conservation Committee) when formulating LDF documents and dealing with individual planning applications.

3.13 Planning Policy Statement 25 (PPS25) Development and Flood Risk (DCLG, 2006)

PPS25 sets out the Government's approach to planning and flood risk. The overall aim is to steer new development to areas with the lowest risk of flooding (Flood Zone 1). Developers have the responsibility of ensuring their proposal is consistent with PPS25, providing a Flood Risk Assessment (FRA) for all proposals in flood zones 2 and 3 and for all developments over 1 hectare in flood zone 1, using design that will reduce flood risk and enhancing biodiversity and amenity.

3.14 The North West of England Plan: Regional Spatial Strategy to 2021 (GONW, Sept 2008)

RSS Spatial Principle 'DP4: Make the Best Use of Existing Resources and Infrastructure' suggests that locations should be utilised that build on existing concentrations of activities and existing infrastructure and that development should follow a sequential approach based firstly upon using existing buildings within settlements and previously developed land within settlements. This SPD conforms with these requirements and those of the other spatial principles.

RSS Policy W4 'Release of Allocated Employment Land' requires that there should be a presumption against the release of allocated employment sites for other uses when considering proposals and schemes. Sites should not be released where they provide, or have the potential to provide an important contribution to the economy of the local area. Before releasing sites, Local Authorities should make sure that there:

- Is an appropriate supply of sites available for employment uses, and
- Are replacement sites available, of equal or better quality, or alternative means of incorporating employment land needs have been identified (if required).

3.15 Northwest Regional Economic Strategy (RES) (2006)

The RES identifies three main drivers to attaining the strategy's vision and closing the output gap between the north west and the average for England:

- Improve productivity and grow the market;
- Grow the size and capability of the workforce; and
- Create and maintain the conditions for sustainable growth.

Tameside is identified under a number of the transformational actions:

- Deliver the basic skills required by employers for those without qualifications; and
- Delivering the designated Strategic Regional Sites (Ashton Moss).

3 Planning Policy

National Planning Guidance and Advice

3.16 Better Places to Work (CABE, 2005)

'Better Places to Work' provides advice on improving the quality of new work places. It sets out six principles that contribute to a better place to work that can be influenced through the planning system.

3.17 Barker Review of Land Use Planning

The Barker Review assess the workings and efficiency of the reformed planning system and looks at the relationships between economic and other sustainable development goals in the delivery of sustainable communities.

3.18 Employment Land Reviews: Guidance Note (ODPM, 2004)

Gives advice to Local Planning Authorities on assessing their stock of employment sites and allocations.

3.19 By Design: Urban Design in The Planning System: Towards Better Practice (DETR / CABE, 2001)

'By Design' provides practical advice to help implement the Government's commitment to good design. It demonstrates the fundamental principles that are common to good design and how these might be applied to help raise standards of urban design.

3.20 Urban Design Compendium (English Partnerships and The Housing Corporation, 2000)

The 'Urban Design Compendium' is an accompaniment to national planning policy and 'By Design'. It outlines good practice and acts as a guide to delivering better urban design through the planning system.

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4 Submitting Planning Applications

Planning Permission

4.1 Planning permission is required for the construction of new employment premises. It is also potentially needed for the subdivision of employment premises and changes of use.

4.2 Some changes of use to other employment uses do not need planning permission, and these are set out in the Town and Country Planning (General Permitted Development Order) 1995 (as amended). The Use Classes Order as of 2007 is shown in D 'Use Classes Order'. Generally, permission is not required for changes of use:

- from B1 to B8 where the floorspace involved is not greater than 235 sq.m.;
- from B2 to B8 where the floorspace involved is not greater than 235 sq.m.;
- from B2 to B1 (no restriction on floorspace); and
- from B8 to B1 where the floorspace involved is not greater than 235 sq.m.
- within class B1, between B1(a) Offices, B1(b) Research and Development and B1(c) Light Industry

4.3 Other developments that may not require planning permission include minor extensions and alterations to industrial buildings and warehouses, subject to limits on the size, impact of parking and servicing, closeness to property boundary and height and appearance. Other operations such as installation of plant and laying out of hard surfaces may also not require planning permission, subject to limitations. In all cases, applicants are advised to seek advice on the need to obtain planning permission from the relevant Development Control Planning Officer (contacts list in Appendix B).

4.4 The Statement of Community Involvement details how the Council will consult stakeholders when determining planning applications.

4.5 For further advice see the planning advice pages on the Council's website at [\[L contact your local Development Control Officer\]](#).

4.6 The submission of on-line applications through the planning portal at www.planningportal.gov.uk is encouraged.

4.7 Tameside Council welcomes pre-application discussions. If the proposal is large or complex the Development Control Officer can arrange a meeting where all relevant officers are present. If you require a discussion please refer to the contacts list in Appendix B to find the relevant Development Control contact for your area.

Developer Contributions

4.8 Information provided in this section is intended to give a brief overview of developer contributions in Tameside and the Developer Contributions SPD remains the definitive document. New developments in the Borough are now subject to a system of local tariffs and / or Section 106 Agreements. Where a scheme is covered by the system of local tariffs, applicants for employment developments will be required to undertake to pay the Integrated Transport Tariff for their development following the implementation of planning permission. In addition, applicants may also be required to undertake to pay the Greenspace Tariff and the Community Education Tariff where a mixed-use scheme is proposed that also includes residential uses.

4.9 These tariffs have been designed to mitigate against the cumulative impact of new development on local infrastructure, facilities and services. Certain types of development are excluded from these tariffs including:

- Applications to create less than 250 square metres (gross external area);

4 Submitting Planning Applications

- All outline applications (although subsequent reserved matters and full applications will on the same site will be liable);
- Applications where a S106 agreement has already been signed and implemented and there is no change to the extent and form of the proposal that would significantly increase its impact;
- Applications for 'enabling development' to ensure the restoration / repair of Listed Buildings on the Council's Buildings at Risk Register;
- Applications submitted by the Council for Council development schemes;
- Applications submitted by non-Council agencies on land to be bought / leased from the Council;
- Applications submitted by the Council for the purposes of planned Compulsory Purchase Orders;
- Adverts, signs, masts, infrastructure and other proposals that do not have community service or traffic generating impacts.

4.10 In most circumstances Section 106 legal agreements will be used only for large scale and complex developments, or where an applicant refuses to undertake to pay the tariffs required.

4.12 This tariff calculator will take you through the process and will produce a Deed of Unilateral Undertaking which should be printed off, signed by the landowner and witnessed. The calculator will also print the details used to calculate the level of tariff. Both this information and the Deed must be submitted with the planning application.

4.13 Further information and guidance can be found in the Guide to Developer Contributions Supplementary Planning Document at www.tameside.gov.uk/planning/ldf/spd/developercontributions or by contacting the relevant Development Control officer listed in Appendix B.

Checklist

4.14 You are required to provide certain information to help the Council to fully consider your planning application. The checklist shown in Appendix C sets out the information you need to provide.

Design and Access Statements

4.15 Design and access statements are important requirements of the checklist in helping promote well-designed layouts and external appearance. You must provide a short written statement setting out the design and access principles of the development if your application is for built development (including alterations, extensions and landscaping). It provides an opportunity for you to demonstrate that the proposed development will have a positive impact on its surroundings.

4.16 You must clearly show how your proposed development relates to its site and the surrounding area:

- How the scale, massing, orientation and materials relate to the site and context;
- How the development relates to neighbouring public space, established building lines, highways and landscape features;
- How the development impacts on the character of the area, views and vistas in the area and street patterns;
- How the amenity of users and of neighbouring developments has been protected; and
- How the development meets modern access expectationsⁱ.

ⁱ Modern access expectations can be summarised as including two aspects: vehicular and transport links - why and how layout and routes have been chosen; and inclusive access - how everyone can get to and move through a place on equal terms (see CABE guidance *Design and Access Statements - How to write, read and use them* (2007).

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4.17 Information regarding the proposed operations should also be provided including hours of operation, predicted levels of traffic generation and likely noise levels.

4.18 Further information regarding the detailed design of employment developments can be found in Chapters 8 to 10.

Supporting Visual Material

4.19 You are required to provide a number of drawings to identify the development site and illustrate your proposals. Additional material should also be provided to support the design statement. Suitable illustrative material will be dependent on the nature and scale of your proposal. However, as a minimum, you will be required to show the proposed development in context with the surrounding area.

4.20 Suitable illustrative formats can include:

- Sketches / perspectives;
- Photo-montages;
- Models;
- 3-D visualisations; and
- Manufacturers brochures of particular infrastructure and materials proposed.

4.21 Supporting visual materials are not required for change of use applications where there is negligible change to the external appearance of the development, unless advertising changes are proposed which may require a separate planning application.

Departures From The Development Plan

4.22 If your proposed development involves a potential departure from the development plan, for example if it proposes the redevelopment of an employment site for alternative uses, you will be expected to provide an additional statement that sets out the special circumstances that justify the departure. This statement should have reference to appropriate policies in the development plan and information provided in this Supplementary Planning Document. Further details on issues that may be addressed in this statement are given in Chapter 6.

5 Local Economic Context

5 Local Economic Context

5.1 The local economy in Tameside is changing, but the underlying economic position is uncertain. There has been success in recent years in attracting inward investment to new purpose-built employment sites such as Ashton Moss, Eastern Approach, Parkway, Tameside Park and St. Petersfield, particularly following the opening of the M60. However, there is limited opportunity to designate new sites for employment, and existing sites are coming under increasing pressure from competing land uses.

5.2 Manufacturing in Tameside has declined, with the proportion of manufacturing jobs in the borough decreasing every year since 1999. The borough still retains 20.8% of its jobs in manufacturing and this is greater than any other borough in Greater Manchester where the average is only 11.2%⁽ⁱⁱ⁾. However, this means that there is a reliance on industries that are likely to decline further in the coming years and the local industries on which Tameside has traditionally depended makes it vulnerable. Recently, Tameside has seen large firms closing and is now predominantly characterised by the remaining small and medium-sized businesses. In 2005, 82.9% of businesses employed 10 people or less⁽ⁱⁱⁱ⁾.

5.3 Unfortunately, in key growth areas, Tameside has proportionately fewer businesses than other Greater Manchester Districts and the lowest proportion of jobs in knowledge-based industries.

5.4 The jobs density (ratio of total jobs to working-age population) in the borough is low (0.64)^(iv), which results in people having to commute to find work. Tameside has around 6.4% (75,000) of all employee jobs (excluding the self-employed) in Greater Manchester, despite having 8.6% of the working age population. This situation may improve if the increase of almost 6,500 jobs in the borough in the five years to December 2005 continues. This was the highest percentage increase (9.5%) in Greater Manchester where the average increase was only 3.7%. During these five years, nearly 5,000 jobs were lost in manufacturing, but almost 3,500 were gained in wholesale and retail, over 3,000 gained in 'other business activities' (including call centres etc) and over 2,800 gained in health and social work^(v). This is clear evidence of the changing nature of the local economy.

5.5 Tameside has a relatively high rate of economic activity and unemployment is reasonably low. The number of people claiming Jobseekers Allowance compares favourably with the Greater Manchester average, and the Government's preferred definition, the Office of National Statistics' model-based estimate of unemployment rate ranks Tameside as around average amongst the ten districts of Greater Manchester^(vi). These overall rates for the borough do mask pockets of substantially higher unemployment in certain areas, most notably in Ashton St. Peters ward.

5.6 The Borough does suffer disproportionately from low wages. The average workplace-based gross weekly earnings in Tameside during 2006 was £370.60 which is the lowest in Greater Manchester^(vii). Other Greater Manchester Districts ranged from £381.50 (Bolton) to £474.30 (Trafford). The Tameside figure is also significantly lower than the regional and national averages.

Existing Employment Land and Premises

5.7 Many manufacturing and commercial sites have been lost to residential and retailing uses and the much higher land values associated with these uses are putting pressure on remaining sites. The Council wants to encourage employment development in sustainable locations to enable more enterprise and job opportunities. To assist in this process please refer to the GMPTE guidance in Chapter 9.

ii Annual Business Enquiry 2005

iii Annual Business Enquiry 2005

iv ONS Jobs Density 2005

v Annual Business Enquiry 2005

vi ONS model-based estimate of unemployment rate October 2005 - September 2006

vii Annual Survey of Hours and Earnings 2006 - Workplace Analysis

Local Economic Context 5

5.8 Government promotes development on previously developed land (PDL) and the value of residential land has escalated recently. This has placed pressure on employment sites as in some cases developers offer large sums for sites with redevelopment value

5.9 As a result, there have been cases where viable companies have received attractive offers to sell their premises to developers seeking residential consents, and where site owners have refused to part with sites unless they secure full residential land value. This is causing pressure on employment sites, creating blight and placing planning policy under increasing pressure.

5.10 This SPD assists in clarifying the reasoning necessary to determine whether or not a site can be released for an alternative form of development or if there is some middle way open to retain employment and enable other forms of development.

5.11 The borough has a significant number of older traditional employment premises, often in secondary locations and residential areas. Some of these may not be best suited to modern requirements but often fulfil an important role of providing affordable premises and land.

5.12 In some cases, there may be no demand for a particular site for employment and its retention or redevelopment for employment uses may not be viable. However, employment land is finite and once released is effectively lost to employment uses.

5.13 Studies by Adroit (Greater Manchester) and SQW (Tameside) confirm that the lack of availability of appropriate premises in Tameside is a real barrier to enterprise.

5.14 During 2007, the Council completed a review of employment sites. As part of this, an assessment of quality was made on every employment site in the borough over 0.25 ha. The findings of this study revealed that the majority of high quality employment sites are concentrated in four key areas:

1. Area around the River Tame through north Hyde and Dukinfield, extending from the M67 in the south to Tameside Park in the north, including Broadway Industrial Estate, Globe Lane Industrial Estate, Tudor Industrial Estate and Shepley Industrial Estate.
2. The Tame Valley west of Stalybridge town centre extending westwards to Clarence Street.
3. Area adjacent to M60 / M67 interchange around Windmill Lane and Oldham Street in Denton.
4. Ashton town centre periphery, including Ashton Moss, Kayley Industrial Estate, Charlestown Industrial Estate, St. Petersfield and Langham Street Industrial Estate.

5.15 Full details of the results of this study have been reproduced in Appendix A.

Employment Land Supply

5.16 The nine towns of Tameside are constrained by Green Belt. This means that the Council is not in a position to bring forwards large new greenfield sites for employment. The focus must therefore be on recycling employment land within the urban areas.

5.17 The supply of employment land in the borough has now decreased from around 190 ha in 1995/6 to only 75 ha in 2007. This supply consists of:

- i. vacant sites that are allocated for employment use, or have permission for employment generating development; and
- ii. non-vacant sites that have permission for redevelopment for employment purposes

5.18 Although there are some high quality sites available within this, the supply as a whole is considered to be limited and unlikely to meet demands for the limited employment growth expected in the future. Take-up rates in the five years to 2006/7 averaged 9.85 ha per year.

5 Local Economic Context

5.19 However, in addition to the limited size of the current supply, a large proportion of it is of poor quality or constrained in some way. Only around 37.5 ha of the supply is considered to be genuinely available in a reasonable time frame, of reasonable quality and free from excessive constraints.

5.20 Further detail and future updates to the employment land supply figures will be published on the Council's website at www.tameside.gov.uk/planning/ldf/employment

5.21 Using the approach set out in the adopted Regional Spatial Strategy employment land in Greater Manchester is not sufficient to meet needs over the lifespan of the Regional Spatial Strategy from 2005 until 2021. A similar calculation for Tameside indicates a requirement for 167.1 ha of employment land over the period from 2007 until 2021, but there was only 75.5 ha of land in supply on 31st March 2007. This means an additional 91.6 ha of employment land is needed to meet demand (see Table 5.1). This shortfall will be considered in the Core Strategy and Site Allocations Development Plan Documents but given the size of the deficit and the constraints on the release of greenfield sites, the protection of existing employment sizes of reasonable quality is essential.

	Tameside (based on 5 year average take-up rate)	Greater Manchester (from adopted RSS, Sept 2008)
2005 supply		1,368
2007 supply	75.5	
Current take-up p.a.	9.85	112
Projected increase in take-up	6%	6%
Projected take-up p.a.	10.44	119
Flexibility factor	20%	20%
Supply required (years)	16 (from 2007)	18 (from 2005)
2021 need	167.1	2,285
Extra allocation required	91.6	917

Table 5.1 Employment land supply requirements to 2021

5.22 To attract inward investment and promote the growth and sustainability of local businesses, it is vital to offer a wide range of land and premises in terms of quality, size and location. The limited supply of employment land in the Borough, combined with the identified lack of suitable premises means that it is increasingly difficult to encourage inward investment and expansion of local businesses. There is also concern that a reduction in local employment opportunities would exacerbate the unsustainably high levels of out-commuting, especially considering that most employment sites that are lost are redeveloped for housing.

Policy Approaches to the Retention or Release of Sites 6

6 Policy Approaches to the Retention or Release of Sites

6.1 For the reasons detailed in the previous chapter, there is a need to safeguard and improve both existing employment sites, and the employment land supply within the Borough.

6.2 Figure 6.1 below indicates the Council's approach towards proposals that involve the loss of employment land and premises to other uses and shows how the tests of policy E3 will be applied. It provides a diagrammatical summary of the text in the remainder of this chapter and should not be viewed in isolation, but read in conjunction with the text of chapter 6.

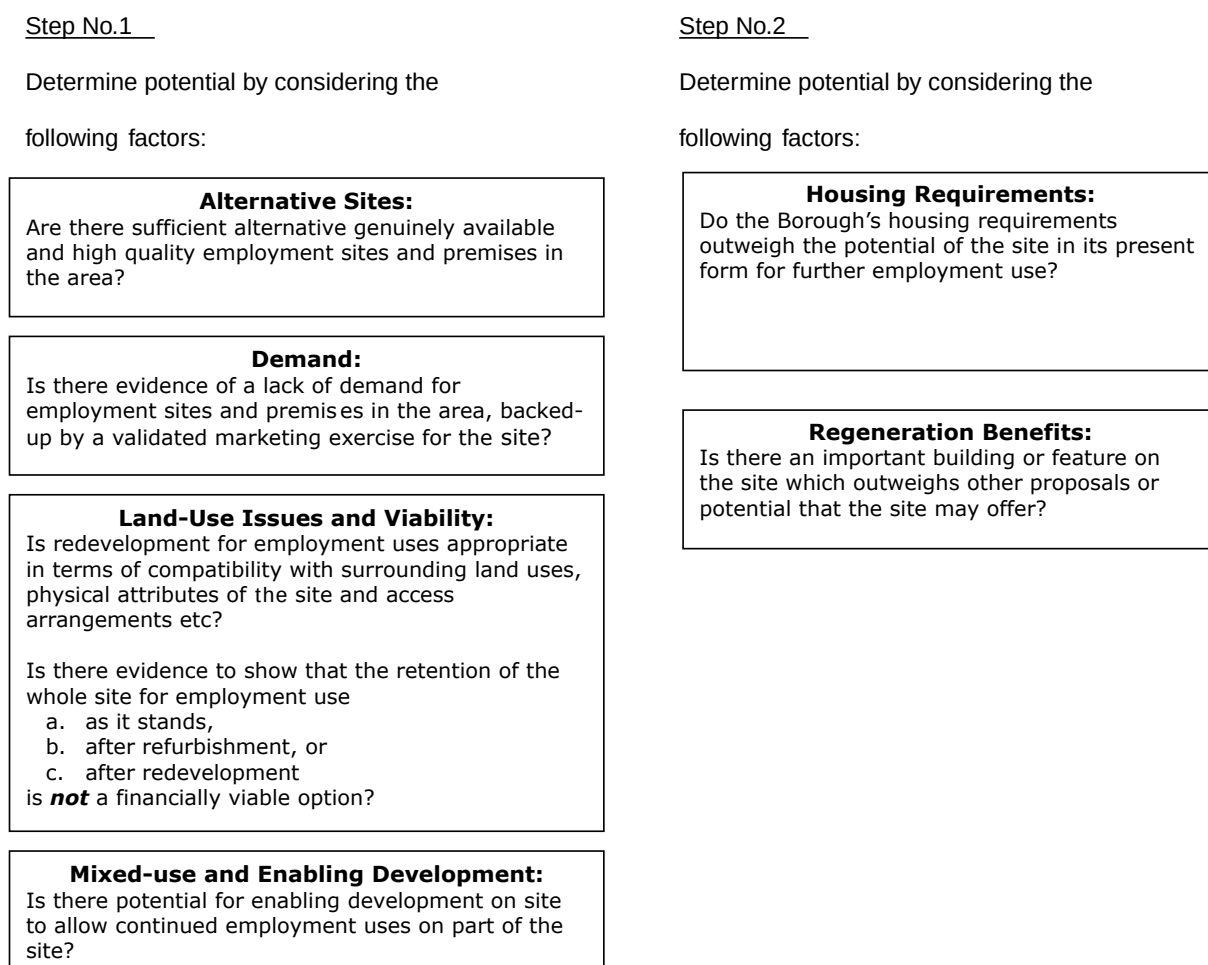


Figure 6.1 The Council's approach towards proposals that involve the loss of employment land and premises

6.3 Below is detailed guidance on the proposals involving the loss of employment sites which expands on both policy E3 and the diagram above. Each application will be treated on its own merits, but the Council considers that the results of its Employment Land Study can give a rough indication of the likelihood of applicant being able to justify the release of a site. For example, regeneration benefits may be particularly applicable to lower quality (red) sites, and to some extent middle ranking (blue) sites. The Council would need to see substantial evidence of very exceptional circumstances before considering even a partial release of a high quality (green) site.

6 Policy Approaches to the Retention or Release of Sites

6.5 A principal objective of both policy E3 and this SPD is to ensure a rational and consistent approach is taken to the redevelopment of employment sites, but this needs to be undertaken in an open and transparent way to maintain a balance in favour of protection.

6.6 However, the burden of proof will be on the applicant to say why a site is no longer required or suitable for continued employment use. A properly argued justification will be required which details the reasons why the site could be released.

6.7 Approval of alternative development will normally only be considered where an applicant is able to clearly demonstrate there is no demand for the site, it is unviable to retain the site and that the character of the area and other policies and proposals in the development plan suggest that the site should be released.

6.8 Redevelopment for other uses can be allowed on poor quality sites that have become unsuitable or unviable for employment use, in order to realise their potential regeneration benefits.

Land-Use Issues

6.9 Any suggestion that a site is not suitable in land use terms for continued employment use must be justified by a detailed statement that demonstrates why. This statement could say how the land use has changed to such an extent that the employment use is no longer appropriate.

6.10 When considering sensitivity of surrounding uses, consideration must be given to all types of employment development. Simply because the existing occupier may be a 'bad neighbour' now does not by itself justify releasing the site since it may be possible to redevelop the site for other employment uses that are better neighbours.

6.11 It should also be noted that an employment site will not be considered to be unsuitable in land use terms purely on the grounds of proximity to housing. Planning Policy Guidance Note 4: 'Industrial and Commercial Development and Small Firms' recognises that the characteristics of industry and commerce are evolving continuously, and many businesses can be carried on in rural and residential areas without causing unacceptable disturbance through increased traffic, noise, pollution or other adverse affects (PPG4, Para 14). It is now recognised that it may not be appropriate to separate industry and commerce (especially small-scale developments) from the communities for whom they are a source of employment and services. There are a number of employment uses that are, by definition, acceptable in residential areas.

Alternative Sites

6.12 In order to justify the release of an employment site on the grounds that there are sufficient alternative sites available in the area, applicants must demonstrate evidence of the availability of alternative employment sites having regard to the type of employment development that may be suitable on those sites. Attention should be paid to the availability of alternative sites, both at the Borough-wide, and local levels.

6.13 When compiling a list of alternative sites, applicants should ensure that these are:

- genuinely available for development within a reasonable time frame;
- free from constraints that would impact on the site's development prospects;
- at least of an equal quality to the application site; and
- accessible by public transport (see also paragraph 9.7).

6.14 Many of the sites in the Tameside employment land supply are known to be either heavily constrained, of poor quality, or by virtue of ownership are not genuinely available for development in the near future.

Policy Approaches to the Retention or Release of Sites 6

6.15 Facts, figures and contextual detail surrounding the Tameside Employment Land Supply including a list of sites in the supply can be found on the Council's website at www.tameside.gov.uk/planning/ldf/employment

Demand

6.16 As the weight of policy E3 is tipped towards retention for employment uses, it is the responsibility of the applicant to provide evidence of a lack of demand for any site or premises to justify release.

6.17 There are older buildings that may be no longer suited to modern use but Tameside's economy is characterised by small and medium sized enterprises, and these types of premises provide affordable business accommodation known to be in demand.

6.18 Applicants will therefore be expected to demonstrate that a marketing exercise has been carried out and that it has been validated by the Council to allow proper scrutiny. The site should be marketed at a realistic price reflecting the employment status of the site, for a period of not less than 12 months, and evidence relating to this should be included in any planning application. A record of all offers received and expressions of interest should be supplied. Exercises should also consider the potential for refurbishment of existing buildings or redevelopment of part or all of the site for alternative employment uses.

6.19 The validation process of the exercise will assess a number of factors, including:

- the length of time marketed,
- the fairness of the asking price considering the type of premises and the employment land status,
- the extent of advertising, and
- reasons for rejection of any offers received.

6.20 Applicants are strongly advised to contact the Economic Development Unit before commencement of a marketing campaign to ensure that it is fairly marketed; contact details are listed in Appendix B. The Economic Development Unit also offers a free marketing service for employment land and premises. Whilst it is expected that applicants instruct their own agents to undertake their marketing campaign, uptake of this additional free service must also form part of the marketing exercise from the outset.

6.21 Where the Council considers that the marketing exercise has not been adequate, this will be taken into account when formulating a recommendation for approval or refusal of the application.

6.22 Given the severe shortage of good employment sites and the consequent need to protect these sites to meet future demand, an evidence of lack of interest in the site, in current market conditions, will not necessarily be regarded as a conclusive argument for the release of the site for non-employment purposes.

Housing Requirements and Regeneration Benefits

6.23 When considering alternative development on employment land, policy E3 requires consideration of the benefits of the proposed development against the potential of the site in its present form for further employment use. As described in the policy, the benefits of alternative development can include both the regeneration benefits and its contribution to meeting housing requirements in the Borough.

6.24 The adopted Regional Spatial Strategy sets out a rate of housing provision of 750 net additional dwellings per annum in Tameside. At the time of writing, the Council can demonstrate that there are sufficient housing sites available in order to achieve this target over the period to 2014/15 as shown in the 2006/7 Annual Monitoring Report Housing Trajectory. Therefore at present, the Council does not consider that the release of employment sites for residential uses can be justified on the grounds of the need for a contribution to meeting housing requirements in the Borough. This situation will be reviewed

6 Policy Approaches to the Retention or Release of Sites

annually as part of the 'plan – monitor – manage' principle, and an updated housing trajectory with accompanying explanation will be published each year in the Annual Monitoring Report. Applicants are therefore advised to consult the most recent Annual Monitoring Report to review housing need in Tameside.

6.25 The regeneration benefits of a scheme however may be wide-ranging, and it is the responsibility of the applicant to set out these benefits to support their proposal. Regeneration benefits can include the preservation of the Borough's built heritage or the re-use of an unsuitable but attractive building. Schemes that preserve or restore buildings that contribute to the Borough's heritage which may otherwise deteriorate or be lost completely are likely to have regeneration benefits.

6.26 High quality residential conversions are a good example of this approach but an opinion should be sought from the Council before submitting an application for residential conversion (see Appendix B for contact details).

Viability

6.27 In certain cases, the applicant may be able to demonstrate that there is no demand for a site or that the site's buildings are unsuitable for continued employment use due to factors such as their physical configuration, or current state of repair. In these cases, consideration must be given to other options that would enable the site to remain in employment use. Before considering release, the Council will need to be satisfied that either refurbishment of the buildings for employment uses, or redevelopment of the site for employment use are not viable. A statement appraising the extent and nature of options for the site must be submitted with the planning application, including a development appraisal or residual valuation for each option, prepared by a chartered surveyor. Options could range from limited refurbishment to partial or full demolition and rebuild depending on the nature of the site.

6.28 In determining viability, the prevailing market rates for the type of employment land / accommodation concerned should be taken into account. These prevailing rates should be based on evidence from recent comparable transactions in the area. For clarity, the release of an employment site for alternative uses cannot be justified on the grounds that the alternative use offers a higher financial return on the site.

6.29 If, after proper assessment, it is determined that the site or premises are not commercially viable for continued employment use, consideration should be given to whether there are other approaches that could influence development viability. For example, developers could consider linking sites together and take into account any grant aid that may be available for regeneration work.

6.30 The Council will take evidence offered by applicants into account, and exercise its judgement on an individual site basis to determine whether a particular site could be viable for employment development.

6.31 Evidence that employment development is not viable in current market conditions will not necessarily be accepted as justifying release of the site for non-employment uses. Employment land supply is overall quite inadequate to meet demand and market conditions will undoubtedly change in the future.

Mixed Use and Enabling Development

6.32 Where it can be demonstrated that there is a case for alternative development, a mixed-use scheme could provide a solution. Alternative uses should be limited to enabling development on part of the site to permit the remainder to be improved or redeveloped for continued employment use (subject to other policy considerations). Furthermore, the amount of enabling development must be proportionate to the investment required to allow the continued employment use of the other part of the site. The extent of the enabling development needed to facilitate investment in employment provision should be

Policy Approaches to the Retention or Release of Sites 6

demonstrated through a development appraisal / residual evaluation. It is important to note that this SPD does not consider the acceptability or otherwise of any proposed alternative development, and proposals should be drawn up with regard to other relevant policies and guidance.

6.33 Where mixed-use developments are proposed, the layout of the site should be designed to minimise the possibility of conflicts of use arising. For example, where the proposal lies adjacent to another industrial site and involves an element of residential development, it may be appropriate to separate the residential and existing industrial uses with a light industrial, office, or other employment use that is acceptable in residential areas. This will not only protect the residential amenity of the proposed development, but also help to prevent the possibility of redevelopment on the adjacent industrial site for alternative uses on the grounds that it is no longer acceptable in land-use terms.

6.34 Alternative development will not be permitted if it would detract from or conflict with the employment use of other nearby employment sites. This is to avoid the 'domino-effect' of a site that has been redeveloped or reused for non-employment uses giving rise to circumstances under which it is appropriate to 'release' the next door site, when previously it would not have been justified under the terms of the policy.

6.35 Structural changes in the local economy are currently suited to the split / mixed-use approach being taken where development of the whole site for employment uses is not economically viable. The general move away from manufacturing industry towards office and service industries means that mixed use schemes may be well placed to:

- Enable high quality employment development on part of the site
- Remove or reduce the impact of bad neighbour uses adjacent to residential or other sensitive land uses;
- Enable a larger number of skilled jobs to be accommodated on a smaller site;
- Enable physical regeneration / environmental improvements

6.36 Enabling development which allows employment development that contributes to the economic development aspirations of the Council may help to justify the partial release of the site from employment uses under test (d) of policy E3. Currently (2008), there is high demand for small to medium scale B1(a), B1(b) and B1(c) units and small B2 industrial starter units and workshops. The supply of these types of premises is particularly limited. The Economic Development Unit can supply up to date details of demand for particular types of employment premises.

6.37 Even for marginal sites, the Council wants to improve employment outputs as detailed in the Tameside Community Strategy and forthcoming Economic Development Strategy with jobs that:

- Are better paid,
- Are more highly skilled,
- Are in the identified growth sectors, or
- Meet local demand.

6.38 High quality, modern and flexible premises are required to meet the needs of the borough and contribute to the aspirations of the Regional Economic Strategy, the City Region Development Plan, the emerging Tameside Economic Development Plan and the draft Tameside Enterprise Strategy.

6.39 The Council will require robust evidence that the additional value created by a smaller amount of space given over to high quality jobs involving significant economic outputs outweighs the prospects for the site and its buildings in their current state. It would usually be expected that the number of jobs supported by the new employment development / use would be at least the number previously supported on the larger whole site. However, given the number of under-used industrial premises in the borough, there may be a requirement to provide employment development which would support a larger number of jobs than the site had previously supported.

6 Policy Approaches to the Retention or Release of Sites

6.40 When considering new types of employment that could be provided on a site, applicants should also remember that B1(a) office development is considered to be a town centre use and proposals outside of town centres may be subject to a sequential test as required by PPS6.

6.41 Where a mixed use / enabling development approach is followed, any permission granted by the Council will be conditioned so that development is phased and the delivery of the employment element is guaranteed before the delivery of the non employment use is complete.

6.42 New employment developments proposed as part of a mixed-use scheme should be designed to be flexible and adaptable where possible so that the development does not become obsolete quickly. When considering any future proposals to further rationalise these sites, the Council will also carefully scrutinise the efforts made by the original developer in ensuring that the development is adaptable to future needs. These efforts to ensure adaptability will be considered in reaching a decision on any future applications.

Alternative Uses

6.43 The total loss of an employment site can only be justified where it can be robustly demonstrated that the provision of an employment element cannot be made viable. Evidence must be provided to show that all possibilities to provide an employment element have been exhausted and demonstrated to be unviable.

6.44 Proposals for alternative uses must be drawn up with regard to other appropriate national, regional and local planning policies and guidance.

7 Location

Location

7.1 Employment developments are in principle welcomed in Established Employment Areas as shown on the adopted Unitary Development Plan Proposals Map. They may also be welcomed in Development Opportunity Areas, although each of these areas is unique and the range of uses acceptable in each is set out in UDP Policy E2.

7.2 There is one remaining Strategic Employment Development Site remaining in the Borough at Plot 3000, Ashton Moss. Employment development within use classes B1(c), B2 and B8 is welcomed on this site, in accordance with the Ashton Moss Masterplan.

7.3 Research and Development (B1b), Light Industry (B1c) and Storage and Distribution (B8) developments are also acceptable in principle in or adjacent to residential areas. However, consideration must be given to the impact of the development on the amenity and safety of nearby residents. Office (B1a) developments are also acceptable in principle, subject to compliance with PPS6 and the sequential test (see paragraph 7.5).

7.4 General Industry (B2) developments are usually unacceptable in residential areas, although consideration will be given to proposals where it can be clearly demonstrated that there would be no unacceptable impacts on local residents.

7.5 B1 developments are also generally appropriate within town centres. Under the terms of PPS6: Planning for Town Centres, B1(a) office development is classed as a main town centre use. As a result, proposals for B1(a) office schemes outside of town centres may be required to demonstrate that there are no other suitable more centrally located sites available for the development through a sequential test.

7.6 Except for conversion of existing buildings, employment developments will not be acceptable in the Green Belt or on Protected Green Space.

7.8 Other uses that provide employment such as crèches, hotels and built leisure developments may have regeneration benefits and could also be appropriate development in Established Employment Areas dependant on compliance with other policies including Planning Policy Statement 6: Planning for Town Centres.

Flood Risk

7.9 Under the requirements of PPS25, developers and Local Planning Authorities should apply a risk-based sequential test when considering development sites which may be liable to flooding. The Greater Manchester Strategic Flood Risk Assessment (GM SFRA) will, when adopted, be used for the sequential testing of sites. It is worth noting that sites that are considered to be unacceptable for residential development may be considered acceptable for other uses including employment.

7.10 Flood Risk Assessments are required for sites located in flood zones 2 and 3 and for sites of one hectare or more located in flood zone 1 (Environment Agency Flood Maps).

7.11 Under PPS25 employment uses are classed as 'less vulnerable' but are not permitted in areas of functional floodplain (zone 3b).

7 Location

7.12 The layout and form of commercial developments are often suited to the introduction of Sustainable Urban Drainage Systems (SUDS) infrastructure and technology. The Council will require developments to incorporate SUDS where appropriate.

8 Efficient Use of Resources

8.2 Good practice in initiatives based on environmental performance is welcomed, and the Council would encourage developers to design their buildings to achieve at BREEAM rating of 'Good' as a minimum standard. www.breeam.org

8.3 Developments should incorporate Sustainable Urban Drainage Systems where appropriate

8.4 Methods of on-site generation of renewable energy should be considered.

8.5 Developments should make efficient use of land, and avoid low levels of density.

9 Public Transport, Parking, Servicing and Access

9 Public Transport, Parking, Servicing and Access

Traffic Impacts

9.1 The traffic likely to be generated by the development should not cause problems on the adjoining highway network. Any substantial increase in traffic, especially of heavy goods vehicles, along residential roads is unlikely to be acceptable. The Council may require you to prepare a Transport Assessment before the application is determined. If your proposal is likely to house 50 or more jobs you should contact Engineering Development through your Development Control Officer to determine whether a Transport Assessment is required.

9.2 Suitable arrangements should be made for access to and from the highway, including access by pedestrians, cyclists and disabled people, and for convenient access by public transport. Large schemes should be in locations that are highly accessible by public transport. Where development is proposed in locations that are not well served by public transport, a Travel Plan should be produced to encourage employees to use methods of transport other than cars to travel to work.

9.3 For large schemes where the access will be adopted as a public highway, the Council's Engineering Department has standards that must be achieved which are being formalised in the forthcoming 'Roads for Adoption' guide. Contact your DC officer for more details.

9.4 You may also be required to provide off site works to highways in order to facilitate the development of your site.

9.5 Applicants should also refer to the Local Transport Plan when addressing transport issues. Further details can be found at [\[Link Removed\]](#)

Public Transport

9.6 The location, layout and design of new employment developments has a direct influence on how people choose to travel and therefore it is important that public transport is considered from the outset of new development proposals.

9.7 New employment development should be located within reasonable walking distance of a bus stop, or railway station. This will ensure equality of opportunity for those people who do not have access to a car, and will also encourage people to use their cars less.

9.8 For sites where new development is not considered to meet the accessibility standards then a contribution should be requested, via a Section 106 agreement, to provide additional public transport to the site.

Car Parking Standards

9.10 Car, disabled, cycle and motorcycle parking standards are set out in the Unitary Development Plan and are shown in Table 9.1 'Parking standards' below. These car parking standards represent the maximum number of parking spaces permitted for new developments. The Council will discourage developments that result in higher levels of parking, particularly in urban areas where public transport is available. Standards for disabled, cycle and motorcycle parking represent the minimum number of parking spaces required, and do not preclude provision at a higher rate if appropriate. Each space should be a minimum of 4.8 metres by 2.4 metres with 6.1 metres of manoeuvring space for those spaces that are entered at right angles. Disabled spaces should have an additional hatched strip between spaces that is a minimum of 1.2 metres in width.

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Type of development	Maximum standard for car parking provision (excluding disabled parking)	Minimum standard for car parking provision for disabled people	Minimum standard for cycle parking provision	Minimum standard for motorcycle parking provision
B1 Business: stand alone developments	1 space per 35m ²	Up to 200 spaces: individual space for each disabled employee plus 2 spaces or 5% of the total capacity, whichever is greater Over 200 spaces: 6 spaces plus 2% of total capacity	1 space per 400m ² , minimum of 2 spaces	1 space per 1,400m ² , minimum of 2 spaces
B1 Business: business parks	1 space per 40m ²			
B2 General Industry	1 space per 60m ²		1 space per 700m ² , minimum of 2 spaces	1 space per 2,800m ² , minimum of 2 spaces
B8 Storage and Distribution	1 space per 100m ²			

Table 9.1 Parking standards

9.12 In addition to these standards, the Council will require that opportunities for the shared use of car parks to be examined when considering major development proposals and proposals in town centres.

9.13 The impact of cars or other vehicles should not compromise the safety of pedestrians and traffic flows around the site through lack of parking provision. Sufficient manoeuvring space should be provided to enable all vehicles entering or leaving the site to do so in forward gear

9.14 For security reasons, parking areas should be well lit and located in areas where they benefit from good natural surveillance.

9.15 Parking provision should not dominate the street-scene or impede pedestrian movement. Trees, lamp-posts or bollards should be used to ensure that cars do not encroach onto the footway.

9.16 Parking should be designed as part of the public realm and incorporate landscaping features to minimise its impact on the street-scene. Landscaping should be designed so that it does not prevent spaces from being easily overlooked.

10 Design and Layout

10 Design and Layout

10.1 Well designed, accessible and pleasant working environments are one of the main requirements of creating sustainable communities, as set out in the Sustainable Communities Plan 'Building for the Future'

10.2 PPS1 makes it clear that good design should contribute positively to making places better for people, and design that is inappropriate in its context, or fails to take the opportunities available for improving the character and quality of an area and the way it functions should not be accepted.

10.3 Pre-application discussions are welcomed and encouraged with regard to the design and layout of industrial sites.

10.4 Building design and use of materials should relate well to local features and complement or enhance the character of the surrounding area and existing adjoining buildings. In Conservation Areas and in the Tame Valley between Dukinfield, Ashton-under-Lyne, Stalybridge and Mossley, particular attention will need to be paid to design and materials, and the use of bright colours and shiny metallic or plastic finishes for walls and roofs should be avoided.

10.5 Design of new buildings should consider the adaptability of the proposals so that units do not become obsolete quickly.

10.6 Noise, vibration, smoke, dust and fumes created by the development should not lead to a significant reduction in the standards of amenity in adjoining areas. This is particularly important if there are residents nearby. In considering applications, the Council may ask for technical information and surveys. Conditions may be imposed in order to prevent noise nuisance and these may include a limitation on hours of working, soundproofing of buildings and machinery and limitations on noise levels. Simple measures such as positioning of doors and other openings on the side away from dwellings can often be effective. Conditions requiring the installation of filter plant, or the prohibition of burning can help prevent nuisance from smoke, dust and fumes, and will be imposed on any permission in accordance with advice from Environmental Health Officers.

10.7 Developments involving quantities of hazardous substances and developments within the consultation zones around major hazard sites will need to be considered in light of the views of the Health and Safety Executive.

10.8 Signage may require a separate permission and advice on this should be sought from the planning officer. If signage is integrated into building design it can add interest to the building.

10.9 In line with PPS9 the Council see development proposals as an opportunity to build in biodiversity benefits as part of good design. The Council would like to see these opportunities maximised.

10.10 For development located near to a main river the Environment Agency expect a clear, undeveloped buffer between the development and the top of bank. Any work within 8 metres requires formal consent from the Environment Agency (under land drainage byelaws (Water Resources Act 1991)).

Landscaping

10.11 Landscaping greatly enhances new buildings and should be used to help screen or soften the appearance of the new development when viewed from the highway and from any adjoining area of open space or dwelling. Before designing a scheme, existing landscape and nature conservation features should be surveyed and important features preserved. Sensitive landscape design and fencing is particularly important adjoining major road routes, the Trans-pennine railway route, canals and rivers. Planting should be used to break up large areas of car park or open yard, especially where this is visible

Design and Layout 10

from adjoining areas, such as in a valley. The use of robust low maintenance planting is advised. Details of landscaping and fencing should be submitted as part of any full or reserved matters planning application, as well as a landscaping management strategy.

10.12 Plant or machinery should be enclosed by buildings, sited unobtrusively behind buildings, or screened by fencing or landscaping. Where this is not possible for operational reasons, care should be taken through siting, design and the use of unobtrusive materials, to minimise the visual impact.

10.13 Suitable landscaping and screening should be incorporated into proposals, including retention of existing features such as trees and hedges where practical, which enhances the appearance of the development and minimises the visual impact of plant, machinery, storage, service and waste areas. Open storage areas should be screened from view from public areas, such as roads, railways, footpaths and open space, and from nearby dwellings by use of landscaping and / or screen fencing. Materials should not be stored higher than the height of the screen.

10.14 Opportunities exist where there are culverted watercourses to 'open up' the culvert to improve biodiversity and reduce overall flood risk. The Environment Agency has a policy stance opposed to the culverting of any watercourses and will object to any proposal which shows this as part of the scheme. This contributes to the overall design of the development.

Minimising Opportunities for Crime and Anti-Social Behaviour

10.15 The design and layout of employment developments has a major role to play in reducing crime, the fear of crime and anti-social behaviour. For major schemes (1,000m² or more of floorspace) you should discuss your proposals with Greater Manchester Police Architectural Liaison Unit prior to making a planning application.

10.16 Buildings should be laid out to provide casual supervision of surrounding open areas and doors and ground floor windows should be of a robust design. In addition to the design of buildings, boundary treatments, parking facilities, lighting and landscaping should all be designed to minimise opportunities for crime, both from the opportunist and the dedicated criminal. Proposals should incorporate advice given in 'Designing Out Crime: Industrial Premises' and 'Designing Out Crime: Commercial Premises and Business Parks' published by Greater Manchester Police Architectural Liaison Unit.

10.17 Achievement of the Police 'Secured by Design' standard is encouraged, but there is a need to avoid fortress type appearances by balancing security with aesthetics. Where fencing is required to provide security, it should be attractive to enhance the development's appearance. High fences adjoining the highway are discouraged, and will not be allowed where they interfere with vehicle sight lines. Chain link fences are not generally considered to be acceptable along road frontages, and white concrete post and panel fencing appears stark and is prone to graffiti. Preference will be given to the use of close boarded timber, darker exposed aggregate panel fences, brick or masonry walls, or colour coated palisade railings. The use of barbed wire, razor wire or walls topped with broken glass will not be acceptable.

Respecting Privacy and Natural Light

10.19 It is essential to safeguard the amenity of nearby residents. It is important that habitable rooms (living rooms, dining rooms, kitchens, bedrooms and conservatories) and private gardens have a reasonable degree of daylight and freedom from overlooking. The height of any new building or extension should generally be in scale with adjoining or nearby buildings. Where the new building is close to dwellings, it shall be no closer than 14 metres to the nearest habitable room window, where there are no windows in the new building. Where the new building is higher than 6 metres, the building shall be set back a further 7 metres for every 3 metres of height or part thereof. In cases where there are windows

10 Design and Layout

in the facing wall of the new building, it shall be set back at least 21 metres. Where there is a steep slope between the buildings and the new building is higher, there should be one metre extra distance for every one metre difference in height between the buildings. Where the buildings do not directly face one another, there may be a 1 metre reduction in distance for every 10 degree reduction in angle from 90 degrees between facing buildings.

10.20 In providing privacy distances between buildings you also need to take account of local character. For unconventional situations an additional allowance may be required at the discretion of the Council.

10.21 Relaxed standards will be judged on a case-by-case basis. You must explain how an innovative design solution has been developed in the supporting design statement and pre-application discussions organised through the relevant Development Control Officer

Appendices

Appendices

A Employment Land Review

A Employment Land Review

Background

A.1 Increases in residential land values recently have made employment sites attractive for housing development, whilst changes in the local economy mean that older industrial properties may not be suited to modern business needs. There is however a limited supply of employment land and sites within the Borough which, due to these factors, is increasingly under threat from developers.

A.2 There is also evidence of a lack of quality employment sites in certain areas. Many sites in the supply have remained undeveloped for several years and have poor potential.

Introduction

A.3 A review of all employment areas has taken place which places them into three categories: high quality, middle ranking and lower quality sites. This has the purpose of helping to determine what level of proof will be necessary to enable proper determination of a proposal to release an employment site. Proposals for alternative development on employment land will still need to be assessed using policy E3 and the advice contained in this Employment Land Supplementary Planning Document. The quality of the site as determined by this study provides an indication to the potential of the site to meet these factors, particularly when considering them against the regeneration benefits of the proposed scheme. In other words, the Council has made a judgement about each site which will speed the appraisal process

A.4 For the purposes of the review, employment uses are defined as Business (B1), General Industry (B2) and Storage and Distribution (B8) plus Sui Generis commercial uses which have similar characteristics to industry or storage.

A.5 The study looks at all employment areas in the Borough. The majority of the sites are working employment sites, but it also includes sites in the employment land supply.

Methodology

A.6 The review was carried out as a joint exercise between the Strategic Planning Section and the Economic Development Unit, with Town Planners, Economic Development Officers and a Chartered Surveyor. The initial phase of the review was carried out largely in accordance with the ODPM's "Employment Land Reviews: Guidance Note" (published Dec 2004), and the methodology was adapted to suit local circumstances. Information and data collected during this first phase of the review was then used as evidence for qualitative and contextual judgements of the sites based on local knowledge and current need.

A.7 A comprehensive search of site registers and planning application records was undertaken to assemble a list of employment sites in the Borough. This was supplemented by a visual search of the borough using the Council's Geographical Information System (GIS) incorporating Ordnance Survey MasterMap and detailed aerial photography to compile a comprehensive list of sites that were either in, or designated for employment use. In addition, a small number of additional sites were included in the review that are not currently used for or designated as employment sites. These were included so that they could be reviewed alongside employment sites with a view to considering their potential for employment use in the future.

A.8 All of the sites identified were then digitised, and site size threshold of 0.25 ha applied as recommended in the ODPM Guidance Note. This process produced a list of 217 sites for review. It is important to note that although employment sites of less than 0.25 ha in size have not been assessed or had a judgement of quality allocated to them, proposals for alternative development on these sites will also continue to be assessed using policy E3 and this SPD.

Employment Land Review A

A.9 Data was assembled on all sites in the review for size, developable area, ownership, policy status, planning permissions, constraints, sequential test location, environmental quality, and access. This enabled each site to be assessed against a number of criteria. The criteria were divided into two sets; one to determine high quality employment sites, and the other to determine low quality employment sites.

No.	Criteria Ref.	Description
Market Attractiveness Factors		
1	MA1	Has the site been formally identified for employment for at least ten years?
2	MA2	Has there been any recent development activity within the last five years?
3	MA3	Is the site being actively marketed as an employment site?
4	MA5	Is the site owned by a developer or another agency known to undertake employment development?
5	MA6a	Is the site in multiple ownership / occupation?
	MA6b	Is the site owned by an organisation unlikely to bring it forwards for development?
6	MA7	Is there a valid permission for employment development? Or for an alternative use?
7	MA8	Would employment development on this site be viable, without public funding to resolve infrastructure or other on site constraints?
Sustainable Development Factors		
8	SD1	Does the site meet present sustainability criteria judged against recent government guidance and the Regional Spatial Strategy?
9	SD3	Is employment the only acceptable form of built development on this site)?
Strategic Planning Factors		
10	SP1a(i)	Is the site within an area identified as of strategic importance to the delivery of the Regional Spatial Strategy (adopted RPG13)?
	SP1a(ii)	Is the site within an area identified as of strategic importance to the delivery of the Regional Spatial Strategy (draft RSS)?
	SP1a(iii) to SP1a(xi)	Level of likely demand in the locality of the site for employment land in the Greater Manchester growth sectors: (iii) Creative industries (iv) Customer contact and shared service centres (v) Engineering and manufacturing (vi) Environmental technologies (vii) Financial and professional services (viii) Food and drink (ix) Healthcare and biotechnology (x) ICT and digital (xi) Logistics
	SP1b(i)	Is the site within an area identified as of strategic importance to the delivery of the Regional Economic Strategy?
	SP1b(ii)	Is the site located within the Tameside Economic Development Zone?
11	SP2	Is the site identified or likely to be required for a specific user or specialist use?
12	SP3	Is the site part of a comprehensive or long term development or regeneration proposal?
13	SP4	Is there public funding committed (or likely to be provided) sufficient to overcome infrastructure or on site constraints to make employment development viable?
14	SP5	Are there any other policy considerations, such as emerging strategic objectives or spatial vision which indicate that the site should be released?

Table A.1 Criteria to determine low quality sites (14)

A Employment Land Review

No.	Criteria Ref.	Description
Market Attractiveness Factors		
1	MA2	Has there been any recent development activity within the last five years?
2	MA3	Is the site being actively marketed as an employment site?
3	MA4	Has there been any recent market activity (in the past three years)?
4	MA5	Is the site owned by a developer or another agency known to undertake employment development?
5	MA8	Would employment development on this site be viable, without public funding to resolve infrastructure or other on site constraints?
6	MA9	Is the site immediately available for building on?
Sustainable Development Factors		
7	SD1	Does the site meet present sustainability criteria judged against recent government guidance and the Regional Spatial Strategy?
	SD2	Does the site meet expected future sustainability criteria?
Strategic Planning Factors		
8	SP1a(i)	Is the site within an area identified as of strategic importance to the delivery of the Regional Spatial Strategy (adopted RPG13)?
	SP1a(ii)	Is the site within an area identified as of strategic importance to the delivery of the Regional Spatial Strategy (draft RSS)?
	SP1a(iii) to SP1a(xi)	Level of likely demand in the locality of the site for employment land in the Greater Manchester growth sectors: (iii) Creative industries (iv) Customer contact and shared service centres (v) Engineering and manufacturing (vi) Environmental technologies (vii) Financial and professional services (viii) Food and drink (ix) Healthcare and biotechnology (x) ICT and digital (xi) Logistics
	SP1b(i)	Is the site within an area identified as of strategic importance to the delivery of the Regional Economic Strategy?
	SP1b(ii)	Is the site located within the Tameside Economic Development Zone?
9	SP2	Is the site identified or likely to be required for a specific user or specialist use?
10	SP3	Is the site part of a comprehensive or long term development or regeneration proposal?
11	SP6	Is the site important in delivering other economic development objectives or the spatial strategy?

Table A.2 Criteria to determine high quality sites (11)

A.10 Each site in the review was assessed against each of the 14 poor quality site criteria, and each of the 11 high quality site criteria. Information to aid in this assessment was derived from a variety of sources including current and previous Tameside Unitary Development Plans and proposals maps, the Tameside Industrial and Commercial Land Availability Database, the MIDAS (Manchester Investment Agency) database, the sites attributes table developed for this review, planning application records, officers' local knowledge (Planning Officers, Economic Development Officers, Chartered Surveyor), the Tameside Business Database, the adopted and draft Regional Spatial Strategies, Demand for Employment Land in Greater Manchester report by Arup (April 2006), and the Regional Economic Strategy.

Employment Land Review A

A.11 In accordance with the Employment Land Review Guidance Note, no attempt was made to weight any of the criteria or to introduce additional scoring categories. For each criterion on the lists, each site scored one point if it was judged to have met that criterion or zero if it had not. These points were totalled to give each site two scores based on the number of poor quality criteria met (maximum 14) and the number of high quality criteria met (maximum 11).

A.12 Following this stage, staff from Strategic Planning and the Economic Development Unit used the results obtained from the ODPM Methodology with the site attributes collected early on in the process and a detailed knowledge of the Borough to place the sites into one of three categories:

- a. High quality (green) sites
- b. Middle ranking (blue) sites
- c. Lower quality (red) sites

Findings

A.13 Using the GIS, the site classification of each site was mapped onto the original digitised boundary file to show the spatial distribution of results (see Map A.1).

A.14 The majority of the high quality employment sites are concentrated in four areas:

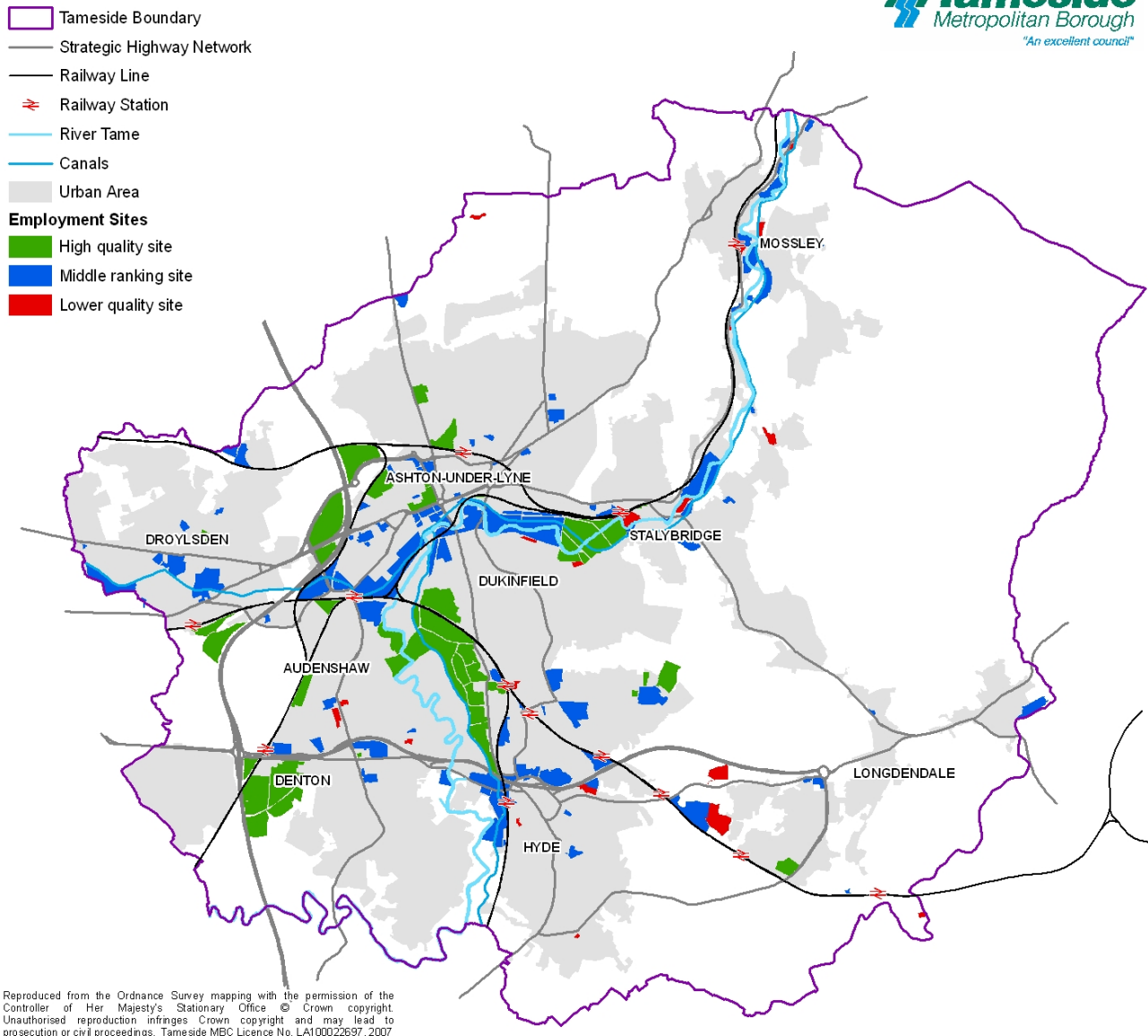
- Area around the River Tame through north Hyde and Dukinfield, extending from the M67 in the south to Tameside Park in the north, including Broadway Industrial Estate, Globe Lane Industrial Estate, Tudor Industrial Estate, Shepley Industrial Estate and Tameside Park.
- The Tame Valley west of Stalybridge Town Centre to Clarence Street
- Area surrounding Windmill Lane and Oldham Street in Denton
- Ashton town centre periphery, including Ashton Moss

A.15 These areas comprise the greater part of the Borough's core employment areas. Middle ranking sites are spread more evenly around the Borough, although concentrations can be witnessed in a number of areas:

- Droylsden;
- Area from Guide Bridge through the Tame Valley on the Ashton / Dukinfield border extending to Clarence Street in the east;
- Industrial area in Hyde running from Adamson's Industrial estate up to the M67 and north of the M67 across to Commercial Street;
- The majority of sites in Mossley.

A.16 The lower quality sites are distributed throughout the Borough, and are often isolated freestanding employment locations or on the fringes of other core and secondary employment areas. There is a higher concentration of lower quality sites in the east of the Borough.

A Employment Land Review



Map A.1 Distribution of employment sites within Tameside

A.17 The majority of employment sites are centrally located to the urban parts of the Borough. The area following the course of the River Tame from Stalybridge town centre to Hyde town centre, areas on the periphery of Ashton town centre, and the Windmill Lane area of Denton provide the bulk of employment sites in the Borough.

A.18 The study reviewed a total of 585.3 ha of employment land and sites. Of this, 265.6 ha (45.4%) was classed as high quality, 289.5 ha (49.5%) was classed as middle ranking and 30.2 ha (5.2%) was classed as lower quality.

List of Useful Resources and Contacts B

B List of Useful Resources and Contacts

Local

Development Control: [Link Removed]	0161 342 4460
Planning Policy: www.tameside.gov.uk/strategicplanning	0161 342 3122
Economic Development Unit: [Link Removed]	0161 342 2865
Contaminated Land: [Link Removed]	0161 342 2691
Trees and Tree Preservation Orders: [Link Removed]	0161 342 3133
Conservation and Listed Buildings: www.tameside.gov.uk/planning	0161 342 3118
Building Regulations: [Link Removed]	0161 342 2637
GM Police Architectural Liaison Unit: [Link Removed]	0161 856 5915
Secured By Design: www.securedbydesign.com	07710 978057
Greater Manchester Passenger Transport Executive www.gmppte.com	0161 244 1000
Developer Contributions SPD and Tariff Calculator: [Link Removed]	
Annual Monitoring Report: [Link Removed]	
Employment Land Supply Annual Update: www.tameside.gov.uk/planning/ldf/employment	
Tameside Unitary Development Plan:[Link Removed]	
Tameside Economic Development Masterplan: Currently under development - please check [Link Removed] for updates.	
Regional Spatial Strategy: [Link Removed]	
Designing Out Crime Booklets:[Link Removed]	
Local Transport Plan:[Link Removed]	
Tameside Community Strategy:[Link Removed]	
Greater Manchester Passenger Transport Executive: Land use Planning Guide: [Link Removed]	
Tameside Archaeological Society (Local Voluntary Group) - [Link Removed]	

Regional and National

Flood Risk Assessment - SUDS and attenuation of surface water run off: [Link Removed]	
The North West Best Practice Design Guide: [Link Removed]	
CABE - Design and Access Statements: [Link Removed]	
United Utilities (Asset Protection) - in relation to informing flood risk assessments email: planning.liaison@uuplc.co.uk	01925 537 258

C Planning Application Checklist

C Planning Application Checklist

- ☐ Have you used the correct forms and submitted four copies with at least one original?
- ☐ Is the development described fully and accurately in the forms?
- ☐ Are all forms signed and dated?
- ☐ Are all the relevant questions on the form answered fully and accurately?
- ☐ Is the correct Certificate signed and dated (and any necessary agricultural tenancy statement completed and dated)?
- ☐ Is the correct fee enclosed?
- ☐ Are there four copies of a clear, scaled location plan with the site identified, edged in red, showing at least two (if practicable) named roads and the house numbers of all adjacent properties?
- ☐ Are you supplying four copies of good quality drawings which provide full information about site layout, internal arrangements and all elevations, both existing and proposed, and where appropriate a contextual drawing, e.g. the street scene?
- ☐ Are all of your drawings clearly marked with unique reference numbers?
- ☐ Do your drawings show existing vehicular and pedestrian access points, proposed access points, visibility splays and gradients and details of proposed vehicle and cycle parking and service areas?
- ☐ Do your drawings accurately show existing site levels and proposed floor and site levels?
- ☐ Do your drawings show trees and shrubs to be removed or retained and details of new landscaping including new trees and shrubs to be planted, and if necessary have you included an Arboricultural Survey, a Method Statement and a Landscape Plan?
- ☐ Do your drawings show all new boundary treatments such as fences and walls etc?
- ☐ Have you submitted a Design and Access Statement?
- ☐ Have you indicated clearly what building materials are to be used and where?
- ☐ Do your drawings indicate refuse storage and collection arrangements?
- ☐ Do your drawings show how disabled people will be accommodated?
- ☐ Have you indicated any ecological features or wildlife habitats on your site and how your proposals intend to deal with them?
- ☐ If relevant, do you identify how the extraction of fumes and vapours is to be handled?
- ☐ If relevant, have you enclosed full details of acoustic treatments accompanied by justifications?
- ☐ Is there any evidence of ground contamination or landfill gas migration on your site and if so, have you indicated how this will be dealt with?
- ☐ If your proposals involve illumination, have you provided details and shown how any impacts are to be mitigated, e.g. by use of cowls?
- ☐ Are there any features of archaeological importance on your site and if so, how are these to be dealt with or recorded?
- ☐ If the development is in a Flood Risk Zone have you submitted a Flood Risk Assessment?

Planning Application Checklist C

- [] Have you completed and submitted a Deed of Unilateral Undertaking (where appropriate)?
- [] If you are proposing a major development (at least 1,000 sq.m. of floorpace or a site area of at least 0.5 ha), have you checked whether you need to supply the following?
- A Transport Assessment;
 - A Travel Plan
 - An Environmental Impact Assessment;
 - A Sustainability Statement;
 - A Consultation Statement;
 - A retail or leisure impact study;
 - Information about the economic and / or regeneration impact

C.3 For major applications, the Council offers a development team approach. If you require further information or would like to arrange a pre-application meeting please telephone 0161 342 3128.

D Use Classes Order

D Use Classes Order

A1 Shops The retail sale of goods to the public

A2 Financial and Professional Services Including banks, estate agents, employment agencies and betting shops

A3 Restaurants and Cafés Where the primary purpose is the sale and consumption of food and refreshments on the premises

A4 Drinking Establishments Where the primary purpose is the sale and consumption of alcoholic drinks on the premises

A5 Hot Food Takeaways Where the primary purpose is the sale of hot food to take away

B1 Business

- a. Offices, other than a use within class A2
- b. Research and development of products or processes
- c. Light industry

B2 General Industrial The carrying out of an industrial process, other than a use falling within class B1

B8 Storage and Distribution Use for storage, distribution or warehousing

C1 Hotels Hotel, Boarding House or Guesthouse

C2 Residential Institutions Including Hospitals, Nursing Homes, Residential Schools and Colleges

C3 Dwelling Houses Use as a dwelling house by a single person, family, or by not more than six residents living together as a single household

D1 Non-Residential Institutions Including health centres, crèches, museums, libraries, non-residential education facilities and places of worship

D2 Assembly and Leisure Including cinemas, swimming baths, gymnasiums and other areas for indoor or outdoor sport or recreations not involving motor vehicles or firearms

Sui Generis A use in its own class. Includes theatres, nightclubs, retail warehouse clubs, amusement arcades, launderettes, petrol filling stations, motor car showrooms and casinos.