
Report to CABINET

Oldham's Strategic Housing Land Availability Assessment 2025

Portfolio Holder: Councillor Elaine Taylor, Deputy Leader and Cabinet Member for Neighbourhoods

Officer Contact: Emma Barton, Deputy Chief Executive (Place)

Report Author: Lauren Hargreaves, Strategic Planning and Information

15 December 2025

Reason for Decision

To seek approval for the publication of Oldham Council's Strategic Housing Land Availability Assessment (SHLAA) 2025.

Executive Summary

The SHLAA is a technical document identifying land that might have potential for housing at some stage in the future. The requirement to undertake a SHLAA is set out in paragraph 72 of the National Planning Policy Framework (NPPF).

The SHLAA forms a key component of the evidence base underpinning housing policies and land allocations and will help to meet the area's housing needs.

The SHLAA assesses the development potential of land that could be capable of delivering homes through an assessment of suitability, availability and achievability (economic viability). It then indicates when it may come forward for development.

The base date of this SHLAA is the 1 April 2025. It provides an update to the previous SHLAA (1 April 2024) published in December 2024. The SHLAA 2025 identifies a total housing land supply of 12,848 homes (including allowances) over the short to long term.

More detail on the method used to carry out the assessment, along with the findings of the SHLAA can be found in the main report and the appendices.

Recommendations

It is recommended to approve the Strategic Housing Land Availability Assessment (SHLAA) 2025 for publication.

Oldham's Strategic Housing Land Availability Assessment 2025**1 Background**

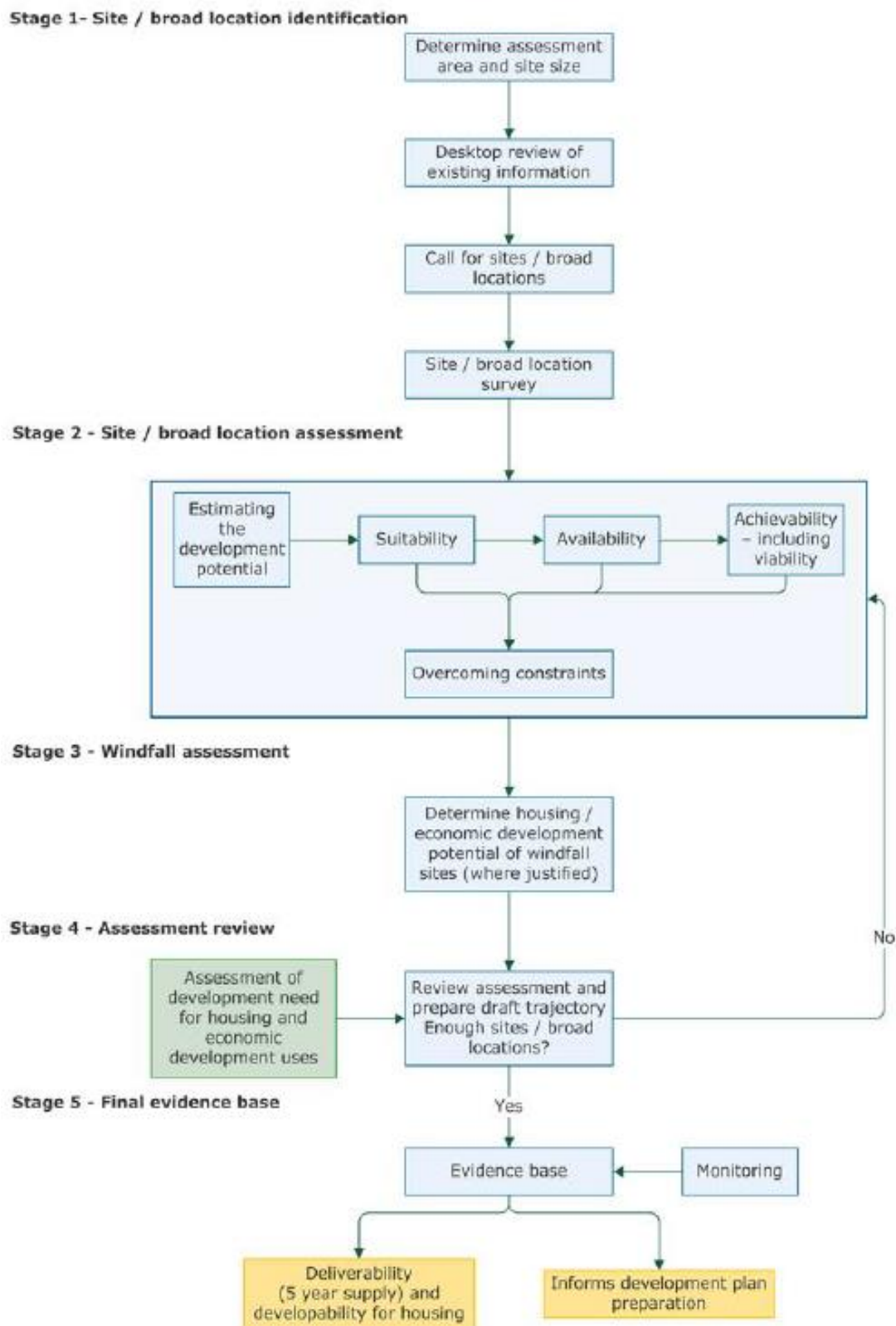
- 1.1 The Strategic Housing Land Availability Assessment (SHLAA) is a technical document comprising a list of sites that make up the five-year housing land supply and identifies sites which might have potential for housing at some stage in the future (that is, beyond 5 years). The requirement to undertake a SHLAA is set out in paragraph 72 of the National Planning Policy Framework (NPPF). NPPF states that a housing assessment should be used to help identify sufficient supply and mix of sites, taking into account their availability, suitability and the likely achievability (economic viability) of land.
- 1.2 The SHLAA forms a key component of the evidence base which underpins Oldham's Local Plan, and Strategic Allocations in Places for Everyone (PfE), as well as the council's Brownfield Land Register. Through the identification of the borough's housing land supply, it will help the Local Plan to meet the area's housing needs and promotes potential housing land for development.
- 1.4 As such, it is important to bear the following points in mind:
- The SHLAA only identifies opportunities for future residential use and sets out the extent of land which could potentially be available; it does not allocate sites for development.
 - The identification of a site in the SHLAA does not imply that planning permission will be granted if an application were submitted. All planning proposals will continue to be assessed as part of the detailed planning application process and be considered against the appropriate policies in the adopted Local Plan, PfE and any other material considerations, including national planning guidance.
 - The identification of a site for housing in the SHLAA does not preclude them from being considered or granted permission for other uses. Equally, if a site is not included in the SHLAA, this does not mean it will not be considered suitable should it come forward for residential development.
 - The identification of the time period for when sites are likely to come forward for delivery is based on an assessment of the site at the time the SHLAA was undertaken. In practice, circumstances or assumptions may change which could mean that sites could come forward sooner or later than envisaged.
 - The commentary that accompanies the individual site appraisals is based on the information available at the time of the assessment. As such there may be additional constraints that were not identified as part of the initial assessment, or it may emerge that some of the identified constraints no longer apply once a site is subject to more detailed assessment.
- 1.5 The SHLAA includes potential housing land supply found within the existing urban area and the Strategic Allocations within Oldham identified in PfE.
- 1.6 Alongside the SHLAA documents published online, a site proposal form - 'Call for Sites' - is available¹, whereby landowners, developers and other interested parties can submit land for consideration in the SHLAA assessment. Any sites submitted will be considered as part

¹ A site proposal form – 'Call for Sites' - is available alongside the SHLAA documents at: https://www.oldham.gov.uk/info/201230/monitoring/2134/strategic_housing_land_availability_assessment_shlaa

of the next SHLAA update, and if suitable, may appear in future housing land supply updates.

- 1.7 The SHLAA methodology has followed the stages set out in National Planning Practice Guidance (NPPG) note on Land Availability Assessments (updated in July 2019), which sets out the core outputs and process requirements for the assessment. The process is shown in the flow diagram overleaf. The full methodology for the SHLAA is included within the main document.

Figure 1: Stages in the SHLAA methodology, taken from NPPG Housing and Economic Land Availability Assessment



2 Current Position

SHLAA Findings

- 2.1 The SHLAA assessment helped to determine whether a site should be included in the housing land supply and when it was likely that it would come forward for development. The outcome of the assessment is summarised in the table below which shows the overall housing land supply, including those within the five and post five-year periods.

Table 1: Summary of housing land supply identified in SHLAA (1 April 2025)

Site Category/ Status	Total Dwellings Years 2025-2030	Total Dwellings Years 2030-2035	Total Dwellings Years 2035-2039	Total Dwellings Years 2039+ (post plan)	Total Dwellings All Periods
Sites under construction	1,800	65	0	0	1,865
Sites with extant planning permission	765	427	0	0	1,192
Saved UDP housing allocations	4	171	78	0	253
Lapsed and stalled sites	10	297	205	0	512
Potential & pending sites	1,439	1,812	2,486	354	6,091
PfE Strategic Allocations	546	1,414	339	152	2,451
<i>Subtotal</i>	<i>4,564</i>	<i>4,186</i>	<i>3,108</i>	<i>506</i>	<i>12,364</i>
Small sites allowance minus any small sites already identified in supply	0	300	240	0	540
Clearance allowance	20	20	16	0	56
Total	4,544	4,466	3,332	506	12,848

- 2.2 The 'Total Dwellings – all periods' presents the total housing land supply that has been identified from 1 April 2025 to the long term – 12,848 homes. This includes the plan period of PfE (up to 2039) and the post-plan period (post-2039).

-
- 2.3 Of the housing land supply identified in years 11+, 506 homes have been identified as being deliverable post plan period (post 2039). Homes identified as being deliverable in the post plan period are not subject to small sites or clearance allowances.
- 2.4 The following provides a brief explanation of the different categories included in the overall land supply:
- a) *Sites under construction* - Sites that have received planning permission and this permission has been implemented i.e. a material start has been made on the development of the site. The capacity figure quoted in this category is the remaining number of dwellings yet to be completed at 31 March 2025.
 - b) *Sites with an Extant Planning Permission* - Sites that had an extant (current) full or outline planning permission for residential development (including mixed use sites) at 31 March 2025.
 - c) *Saved UDP Housing Allocations* - Sites that have been specifically allocated for residential development within the adopted Oldham Local Plan and which have yet to be developed. These sites were saved allocations from the previously adopted Unitary Development Plan (UDP) and were split into Phase 1 and Phase 2. The phasing arrangements no longer apply.
 - d) *Lapsed and stalled sites* - Sites that have previously had planning permission for housing but where this has expired before being implemented. It also includes “stalled” sites which are classed as those that have been granted permission and construction has begun (or a material start has been made) but where there has been no development activity for at least five years.
 - e) *Potential and pending sites* - This category includes sites that have been identified as being suitable for housing in the future but do not, as yet, have any existing residential planning history (i.e. have not previously received permission for housing or are not allocated for residential use); and sites that have been submitted as the subject of a validated planning application, but which are currently awaiting a decision, where it is considered in line with the SHLAA assessment, that the principle of the site being suitable for housing is acceptable.
 - f) *PfE Strategic Allocations* - PfE identifies Strategic Allocations for housing (including mixed-use) and employment land within Oldham. Strategic Allocation policies for each site can be viewed within PfE².

Small Sites Allowance and Clearance Allowance

- 2.5 The council considers that it is appropriate to make an allowance for small sites (i.e. those below the SHLAA threshold of 5 dwellings). This is because it is difficult and resource intensive to specifically identify and assess all small sites that have potential for residential development, beyond the five-year supply. However, small sites with planning permission or which are under construction are identified within the five-year supply. A small sites allowance of 60 homes per year is therefore applied from year 6 to the end of the plan period. This is based on previous years small site development. This is updated annually at each SHLAA update.
- 2.6 An allowance is made within the housing land supply for clearance of existing dwellings, where they are lost to demolition or other uses and not replaced. A clearance allowance of

² Chapter 11 of Places for Everyone: <https://www.greatermanchester-ca.gov.uk/media/3ccbetc4/post-adoption-places-for-everyone-joint-development-plan.pdf>

4 homes per year, based on previous levels of clearance, is identified for the 2025 position. This is updated annually at each SHLAA update.

- 2.7 Further detail is provided on allowances within the SHLAA document.

Discounted Sites

- 2.8 The SHLAA has attempted to identify as wide a range as possible of sites and broad locations for consideration. The “discounted” sites are currently constrained for housing, either because of physical or planning policy restrictions or are otherwise considered unsuitable, unavailable or unachievable. These sites have been sub-divided into several categories depending on the reasons for discounting, for example if they are in active employment use or are in the Green Belt. It should be noted that just because a site appears within the discounted site list this does not preclude it from coming forward in the future if it is considered suitable at that time. This has been reviewed and updated from last year, although for many of the sites they remain included on the discounted list. This is reviewed each year for any new evidence affecting a sites position.

Housing requirement and five-year housing land supply position

- 2.9 Places for Everyone (PfE) was adopted on 21 March 2024, becoming part of Oldham’s development framework. PfE sets out Oldham’s housing requirement for 2022 to 2039 (the PfE plan period). Policy JP-H1 of PfE identifies a stepped housing requirement (minimum) for Oldham of 404 homes per year for 2022-2025, 680 homes per year for 2025-2030, and 772 homes per year for 2030-2039. This equates to an annual average of 680 new homes per year.
- 2.10 PfE is less than five years old (being adopted on 21 March 2024) and identified a five-year supply of specific deliverable sites at the time that its examination concluded. As such, as per paragraph 78 of the current NPPF, local planning authorities are not required to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing for decision making purposes if: (a) their adopted plan is less than five years old; and (b) that adopted plan identified at least a five year supply of specific, deliverable sites at the time that its examination concluded.
- 2.11 Nevertheless, the SHLAA illustrates the five-year housing land supply as part of the overall housing land supply position. Further information on the PfE housing requirement is set out with JP-H1 of PfE.

Housing Completions

- 2.12 During 2024/25, 578 houses were completed. This exceeded our PfE housing requirement of 404 homes per year, as applied to 2024/25, by 174 homes, and represented 143% of our housing requirement for that year.
- 2.13 The PfE housing requirement for 2025/26 has increased to 680 homes per year, as such it is important that housing delivery in the borough continues to meet our requirement.
- 2.14 The SHLAA is a technical document identifying land that might have potential for housing at some stage in the future. The requirement to undertake a SHLAA is set out in paragraph 72 of the National Planning Policy Framework (NPPF).
- 2.15 The base date of this SHLAA is the 1 April 2025. It provides an update to the previous SHLAA (1 April 2024) published in December 2024.

-
- 2.16 A fully assessed SHLAA provides the evidence base for identifying sites to be included in the housing land supply and for other requirements such as the Brownfield Land Register. It means the council has a full understanding of the borough's currently available land supply which helps to inform planning decisions and can be used by the development industry to identify land with potential for housing development within the borough.
- 2.17 The SHLAA 2025 identifies a total housing land supply of 12,848 homes (including allowances) over the short to long term periods.

3 Options/Alternatives

- 3.1 The options to be considered are as follows:

Option 1 – To approve and publish the SHLAA 2025 to provide evidence for the housing land supply position, Brownfield Register and Local Plan Review.

Option 2 – To not approve and publish the SHLAA 2025.

4 Preferred Option

- 4.1 It is recommended to approve the Strategic Housing Land Availability Assessment (SHLAA) 2025 for publication, as per option 1. A fully assessed SHLAA provides the evidence base for identifying sites to be included in the housing land supply and for other requirements such as the Brownfield Land Register. It means the council has a full understanding of the borough's currently available land supply which helps to inform planning decisions and can be used by the development industry to identify land with potential for housing development within the borough.
- 4.2 Not publishing the SHLAA (option 2) leaves the council with an outdated published housing land supply position and does not effectively promote the potential supply of housing land within the borough to interested parties for development.

5 Consultation

- 5.1 N/a. The SHLAA has been informed by internal consultation with colleagues in Housing Delivery and Property. The SHLAA will be published online and available for the public to view.

6 Financial Implications

- 6.1 As per the report, the publication of Oldham Council's Strategic Housing Land Availability Assessment (SHLAA) 2025 will be published on the Council's website and no hard copies will be produced. Therefore, there will be no printing costs associated with the proposals in this report. Any other associated revenue expenditure will be met from within the Planning services existing revenue budget.

(Mohammed Hussain)

7 Legal Implications

- 7.1 The Council is required to prepare a SHLAA in accordance with the provisions of Chapter 5 of the National Planning Policy Framework so that it has a clear understanding of the land available in its area.

(A Evans)

8 Procurement Implications

- 8.1 [All reports must include this heading. The reports when drafted should be emailed to the procurement team who will either provide comments to be included in the report or confirm that s/he has no comments in which case the word “none” should be typed in under the heading. When comments are inserted into your report include the name of the person in the Procurement Team at the end of the comments. Ditto the complexity issue mentioned above. Name not initial of person signing off]

9 Equality Impact, including implications for Children and Young People

- 9.1 An Equality Impact Assessment has been carried out. The SHLAA scored strong positive, moderate positive and neutral in regard to the Equality Characteristics and Corporate Priorities. This is contained at appendix 6 (separate document).

10 Key Decision

- 10.1 Yes

11 Key Decision Reference

- 11.1 RBO-13-25

12 Background Papers

- 12.1 There are no background papers for this report.

13 Appendices

- 13.1 The following appendices accompany this report, and are contained in separate documents:
- SHLAA Main Report
 - Appendix 1a: SHLAA Schedule of Sites by Category
 - Appendix 1b: SHLAA Schedule of Sites by Ward
 - Appendix 2: Housing Land Supply Borough Map (pdf and web map)
 - Appendix 3: Detailed Potential Site Assessment Tables (web map only, csv for reporting purposes only)
 - Appendix 4: Discounted Sites Table
 - Appendix 5: Update on 2024 SHLAA sites
 - Appendix 6: Oldham Equality Impact Assessment