

Oldham Borough Council



**Council Meeting
Wednesday 10 July 2019**

OLDHAM BOROUGH COUNCIL

To: **ALL MEMBERS OF OLDHAM BOROUGH COUNCIL,
CIVIC CENTRE, OLDHAM**

Tuesday, 2 July 2019

You are hereby summoned to attend a meeting of the Council which will be held on Wednesday 10 July 2019 at 6.00 pm in the Council Chamber, Civic Centre, for the following purposes:

- 1 To receive apologies for absence
- 2 To order that the Minutes of the meeting of the Council held on 22nd May be signed as a correct record (Pages 1 - 14)
- 3 To receive declarations of interest in any matter to be determined at the meeting
- 4 To deal with matters which the Mayor considers to be urgent business
- 5 To receive communications relating to the business of the Council
- 6 To receive and note petitions received relating to the business of the Council (Pages 15 - 16)
(time limit 20 minutes)
- 7 Youth Council
(time limit 20 minutes)

In the year up to March 2018, in a report by the Office for National Statistics' (ONS), analysis of knife crime figures showed that the number of fatal stabbings in England and Wales was at its highest level since 1946. With just less than 5,000 young people, aged 10 to 17, cautioned or convicted of a knife related crime and an 45% increase in the number of people, aged 16 to 24, that had been a victim of knife crime, it appears to be at epidemic levels.

It must be mentioned as well that this is not a London based problem as suggested by some media. Thankfully the report showed Oldham was not in the top ten when looking at numbers of homicides per 100,000 population, however, other North West areas were in the top 10 rankings of 'worst place for killings.

In our 2018 Make Your Mark consultation, 2,167 young people voted to 'Put an End to Knife Crime' as their number one issue that needs to be tackled in Oldham. This was the top issue, coming higher than ending homelessness and equal pay for equal work. Given this was voted for by our constituents we have made this a priority. As such Oldham Youth Council wanted to dig deeper into this issue so used 10-forward surveys, going out into our communities to consult with young people to find out why they feel knife crime is an issue and what can be done to reduce it.

Our surveys would suggest that most of Oldham's young people do not carry bladed weapons, but 14% of respondents did admit to having carried a knife. Half of these

suggested they carried a knife for legitimate reasons, such as for Duke of Edinburgh Award or for eating their lunches, but the other half felt they needed it for protection. If this result is suggestive of the numbers of young people carrying bladed weapons it would seem to be much higher than the number of young people cautioned or convicted, which represents less than 1% of the 10 to 17-year-old population. The survey responses also showed that nearly 40% of young people knew someone who had carried a knife. While this doesn't give an indication of levels of knife crime it may suggest that young people who do carry knives or bladed weapons are happy to share this fact to brag or intimidate, which, may lead to more fear in young people and a need for protection that they assume a knife brings.

Those who don't carry knives were concerned that they could be arrested and that they could be injured by carrying knives. This would appear to show that current awareness and education is working for young people but probably only for those who wouldn't pick up knives anyway. We as Oldham Youth Council have pledged to work with local schools and Oldham Council to help develop that training to keep getting the message across but also try and mitigate any fears coming from moral panics around knife crime.

We wanted to flip the questioning on its head by asking why most young people do not carry knives. The biggest response was that young people didn't need to because they felt safe. This leads us to conclude that it is a perception of places being unsafe rather than real lived experience that leads young people to carrying weapons. Therefore, we feel that work needs to be done, with young people, to challenge the misconception portrayed across the media that UK streets are dangerous. In working with young people to show that Oldham is a safe place to live, work and go to school we would hope to challenge the minority of young people that carry bladed weapons and prevent others from taking up knives.

Indeed, participants indicated that they felt that safety should come from adult support. Responses asked for a higher Police presence, not just to catch criminals but to engage the community. They suggested that organisations, such as the Police and Local Authority, should work with young people outside of the classroom to divert them from any potential negative behaviours, but also engage young people to help them feel safe and prevent the perceived need to carry knives. They asked for support from organisations, to provide places to go where they can receive help, advice and information as well as alternative positive activities to dissuade them from involvement in knife crime.

We as Oldham Youth Council recognise the benefits of young people engaging with adults, especially professionals whose role it is to work with and support young people. Recently the All-Party Parliamentary Group for Youth Affairs reported that the loss of youth services has contributed to the rise in knife crime, plus, that youth work provides a safe environment and a qualified youth worker to build trust and de-escalate conflict. The Report highlighted that those authorities where cuts to youth services were the largest had the biggest increases in knife crime related incidents.

We want Oldham to be a safe place for all, we want Oldham to ensure that all our children and young people are given every opportunity to grow up in a town where they can thrive and where they can reach their full potential.

We recognise that young people need access to high quality youth opportunities. Opportunities that enhance life chances, provide learning and development and enable young people to become positive and active citizens.

We propose that Oldham Council recognises that Oldham is committed to providing quality support and opportunities for all its young people and we ask that Oldham Council carry out an overview and scrutiny of the current youth offer across Oldham to ensure there is a broad range of high quality activities available to all young people, that are accessible, regardless of where they live.

8 Question Time (Pages 17 - 142)

- a) Public Questions (15 minutes)
- b) Question to Leader and Cabinet (30 minutes)
- c) Question on Cabinet Minutes (15 mins)

Cabinet Meeting	25 th March 2019
Cabinet Meeting	15 th April 2019

- d) Questions on Joint Arrangements/Partnerships (15 minutes)

Greater Manchester Combined Authority	1 st March 2019 29 th March 2019 31 st May 2019
Greater Manchester Health and Care Board	8 th March 2019
Police and Crime Panel	31 st January 2019
National Park Authority	15 th March 2019 24 th May 2019
Health and Wellbeing Board	29 th January 2019 26 th March 2019
MioCare Board	14 th January 2019
Oldham Leadership Board	17 th January 2019

9 Notice of Administration Business

(time limit 30 minutes)

Motion 1

Councillor Leach to MOVE and Councillor Fielding to SECOND:

Abolition of Section 21 no fault evictions

This Council notes that:

- no fault evictions, introduced under Section 21 of the 1988 Housing Act, allow

landlords to evict tenants, without having to give a reason, once the term of the tenancy has expired;

- 80% of England's 11 million renters are on tenancies with fixed terms of six months or a year; after this period has ended, landlords can evict their tenants under Section 21 without cause;
- research published by The Observer campaign group Generation Rent indicates that Section 21 evictions are now the single biggest cause of homelessness in England; and that
- in 2017, the Scottish Government made tenancies indefinite and banned no-fault evictions under the terms of the Private Housing (Tenancies) (Scotland) Act 2016.

This Council believes Abolishing Section 21 no-fault evictions:

- would help to make renting more secure and communities more stable, improve standards and increase tenant confidence;
- would further help to tackle homelessness, which should be a priority for government at all levels; and,
- should happen as soon as practicably possible.

This Council therefore:

- welcomes the UK Government announcement in April of plans to consult on new legislation to abolish Section 21 no-fault evictions in England; and
- resolves to work with the Unfair Evictions Campaign led by Generation Rent, the New Economics Foundation and renters' unions, to bring about the swift abolition of Section 21 no-fault evictions.

Motion 2

Councillor Stretton to MOVE and Councillor Hulme to SECOND:

Calling on the Government to fund free TV licences for all over 75s

This Council notes that the government has withdrawn funding from the BBC which has hitherto covered the cost of free TV Licences for all pensioners over the age of 75. The government shifted the responsibility for deciding whether the free TV License should continue to be available to all pensioners and, if so, how it would be funded to the BBC in 2015. The BBC have announced that after the end of June next year the free TV licence will only be available to households where there is a pensioner over the age of 75 who is in receipt of Pension Credits.

This Council also notes the recent Joseph Rowntree Foundation report that says one in 6 pensioners are living in poverty and pensioner poverty is rising. Furthermore, in the most recent government statistics for take up of pension credits (2016 -2017) only 6 out of 10 pensioners who were entitled to the benefit claimed it and only 64 per cent of the total amount of Pension Credit that could have been claimed was claimed.

This Council believes it is clear that the cost of a TV Licence at £154.50 will be prohibitive for many and as a result many pensioners will be without the benefit of TV.

This Council calls upon the Government to reinstate the funding to the BBC to enable the retention of the free colour TV licence for all over 75's.

This Council resolves to instruct the Chief Executive to write to the Borough's three

MPs calling on them to demand that government reinstate the funding to the BBC to allow free TV licences for all over 75s.

10 Notice of Opposition Business

(time limit 30 minutes)

Motion 1

Councillor Sykes to MOVE and Councillor Al-Hamdani to SECOND:

Making a Commitment to the UN Sustainable Development Goals.

Council welcomes the UK Government's commitment to the delivery of the seventeen Sustainable Development Goals adopted by the world community at the United Nations in September 2015. The goals form part of the 2030 Agenda for Sustainable Development which seeks to eradicate extreme poverty, address inequality and injustice, and promote sustainable development and peace.

The goals are to:

- End poverty in all its forms everywhere
- End hunger, achieve food security and improved nutrition and promote sustainable agriculture
- Ensure healthy lives and promote well-being for all at all ages
- Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
- Achieve gender equality and empower all women and girls
- Ensure availability and sustainable management of water and sanitation for all
- Ensure access to affordable, reliable, sustainable and modern energy for all
- Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
- Reduce inequality within and among countries
- Make cities and human settlements inclusive, safe, resilient and sustainable
- Ensure sustainable consumption and production patterns
- Take urgent action to combat climate change and its impacts
- Conserve and sustainably use the oceans, seas and marine resources for sustainable development
- Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
- Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
- Strengthen the means of implementation and revitalise the Global Partnership for Sustainable Development

Wishing to replicate the UK Government's position on the goals, this Council resolves to make a similar commitment to their delivery, as far as is practicable and within its power and resources, and calls upon the Health and Overview and Scrutiny Boards to identify the work that is already being done by the Council and its partners and what

more can be done, and to present a report with its findings and recommendations to a future meeting of full Council.

Motion 2

Councillor Williamson to MOVE and Councillor Harkness to SECOND:

Restoring Government Funding for Brownfield Housing Development

Council notes that:

- The Conservative Government in its white paper 'Fixing our Broken Housing Market' stated that more homes should be built 'by maximising the contribution from brownfield sites'.
- Brownfield sites suffer from significant contamination, whether below-ground or in a building's construction, which is the result of previous industrial use as cotton mills; chemical and coal gas plants; coal mines; and dye works.
- Decontaminating such sites is very expensive at an average cost of £250,000 per acre and this cost often renders housing developments unaffordable.
- According to Department of Trade figures, approximately 1 million acres of brownfield sites are contaminated.
- Much of this land is in Northern towns, like Oldham, a legacy of their industrial past.
- In the Outline Housing Package agreed between the ten Greater Manchester authorities and the Conservative Government in 2017, a 'land fund' worth up to £50 million was pledged by central government to support the development of housing on brownfield sites by paying for the cost of remediation.
- The Conservative Government has recently reneged on this pledge.

Council condemns the decision by the Conservative Government to withdraw its offer of the Outline Housing Package, which will make the delivery of new homes on brownfield sites unaffordable and force more development onto the Green Belt, a direct contradiction of the Government's own stated policy.

Council resolves to ask the Chief Executive to:

- Write to the Secretary of State for Communities and Housing urging the minister to restore the Outline Housing Package to fund the remediation of brownfield sites in Greater Manchester
- Copy in our local MPs, the Mayor of Greater Manchester, the leaders of the other Greater Manchester local authorities and the Chair of the Local Government Association asking them for their support for Oldham's position.

Motion 3

Councillor C Gloster to MOVE and Councillor Hamblett to SECOND:

Adopting the Fair Tax Declaration

Council notes that:

- The 6 – 14 July 2019 is Fair Tax Week 2019.
- Polling by the Institute for Business Ethics finds that corporate tax avoidance has, since 2013, been the clear number one concern of the British public in relation to business conduct.
- It has been conservatively estimated that losses through just one form of tax avoidance, multinational profit-shifting, could be costing the UK some £7bn per annum in lost corporation tax revenues.

- An estimated 15% of public contracts have been won by companies with links to tax havens.
- 6 in 10 members of the public believe that UK Government and Councils should examine the tax practices of such prospective contractors as part of the procurement process.
- The Fair Tax Mark offers a means for businesses to demonstrate good tax conduct. Council believes that, as a publicly-funded body and a major procurer of goods and services, it should demonstrate good tax conduct. Council therefore resolves to sign the Councils for Fair Tax Declaration, and furthermore to lead by example and demonstrate good practice in our tax conduct, right across our activities, by:
 - Ensuring contractors implement IR35 robustly and pay any due employment taxes.
 - Shunning the use of offshore vehicles for the purchase of land and property, especially where this leads to reduced payments of stamp duty.
 - Undertaking due diligence to ensure that not-for-profit structures are not being used inappropriately as an artificial device to reduce the payment of tax and business rates.
 - Ensuring that there is clarity on the ultimate beneficial ownership of suppliers and their consolidated profit & loss position, given that a lack of clarity could be strong indicators of poor financial probity and weak financial standing.
 - Promoting Fair Tax Mark certification to local businesses, our contractors and in any business in which we have a significant stake and where corporation tax is due.
 - Supporting local Fair Tax Week events and celebrating the tax contribution made by responsible businesses.
 - Supporting calls for urgent reform of EU and UK law to enable municipalities to revise their procurement policies and better penalise poor tax conduct and reward good tax conduct.

11 Update on Actions from Council (Pages 143 - 176)

12 Revision to the Council's NJC grading structure following the 2019 NJC Green Book pay award (Pages 177 - 188)

13 Constitutional Amendments and Members Allowances

Report to follow

14 Housing Strategy (Pages 189 - 396)

15 Climate Change and Green Oldham (Pages 397 - 416)

16 AGMA Constitution

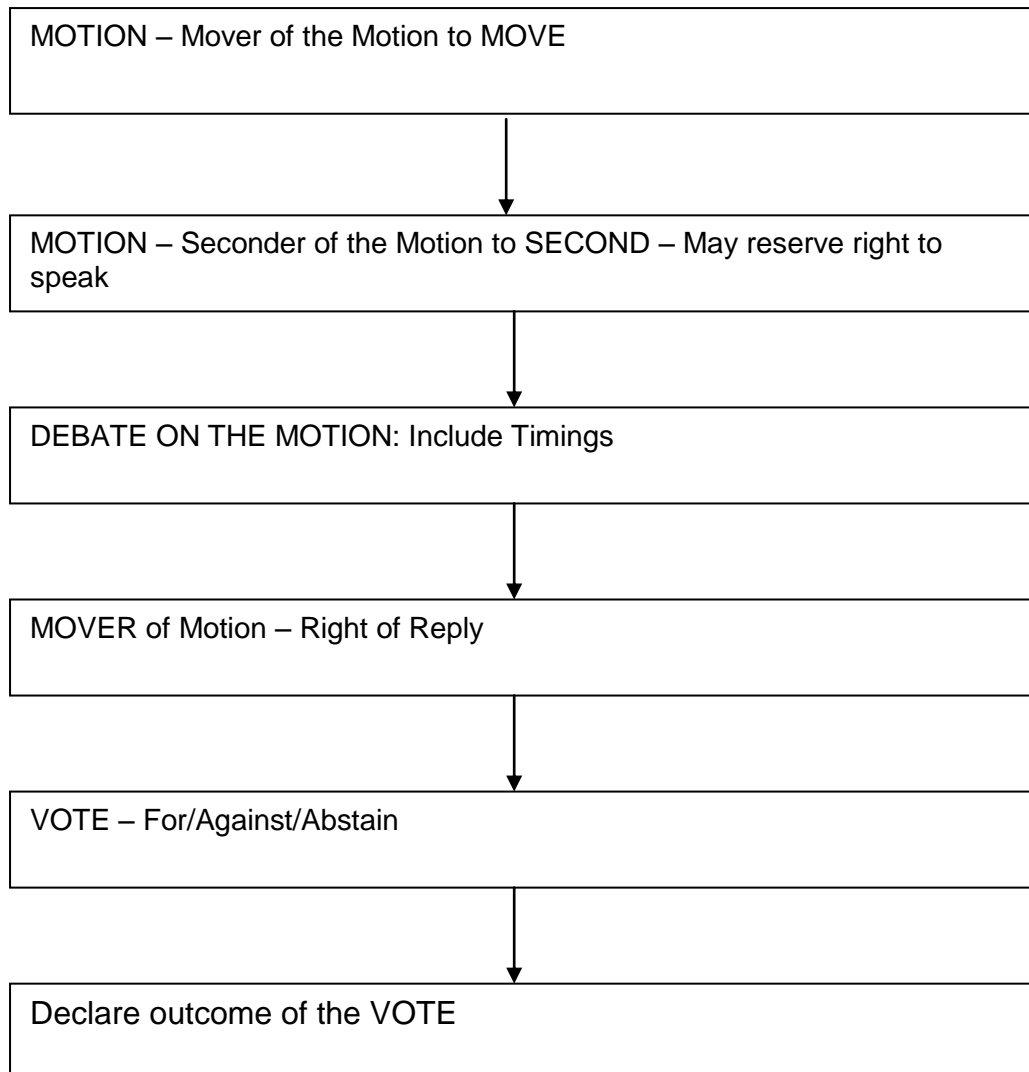
Report to follow

NOTE: The meeting of the Council will conclude 3 hours and 30 minutes after the commencement of the meeting.



Carolyn Wilkins
Chief Executive

PROCEDURE FOR NOTICE OF MOTIONS NO AMENDMENT

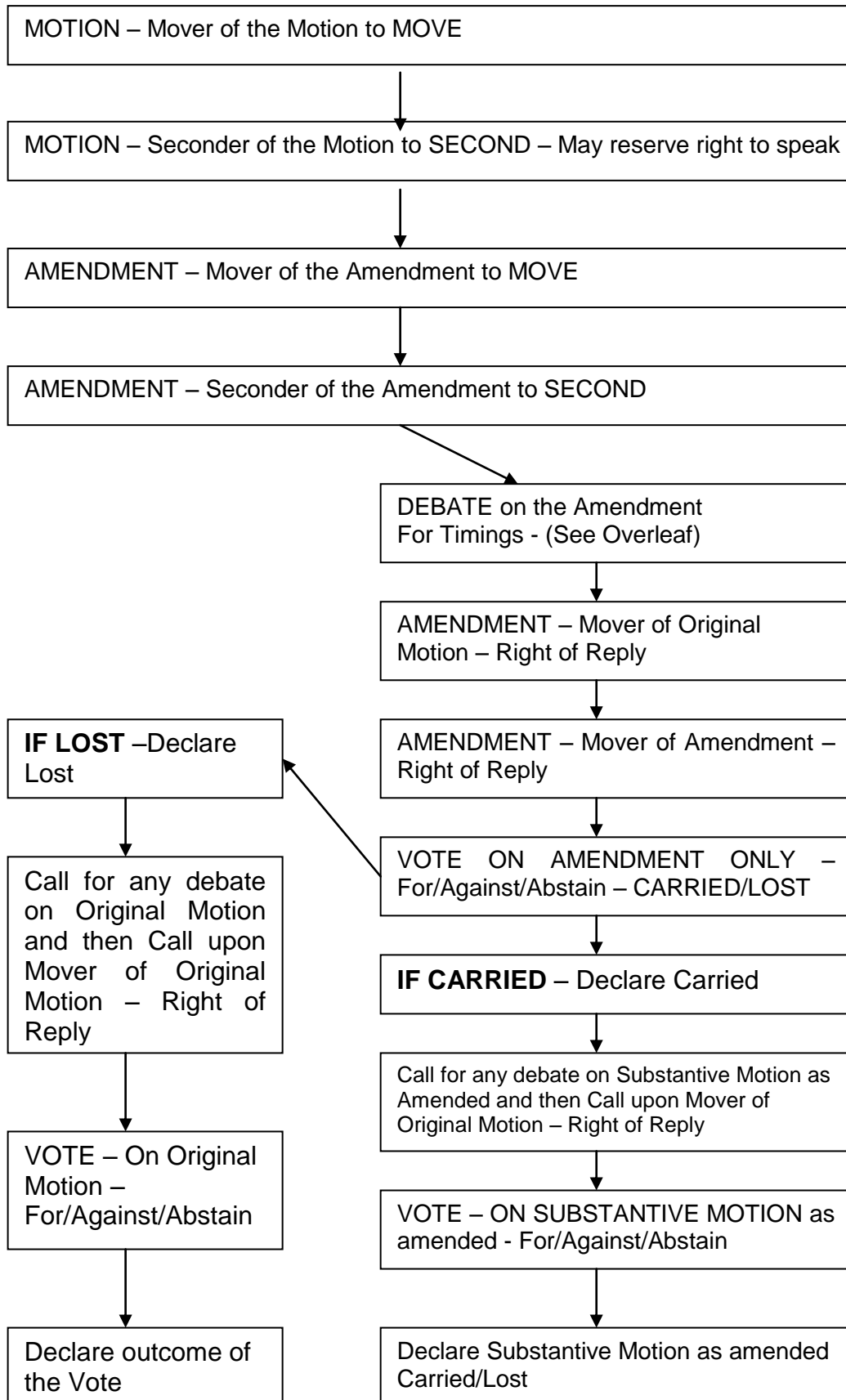


RULE ON TIMINGS

(a) No Member shall speak longer than four minutes on any **Motion or Amendment**, or by way of question, observation or reply, unless by consent of the Members of the Council present, he/she is allowed an extension, in which case only one extension of 30 seconds shall be allowed.

(b) A Member replying to more than question will have up to six minutes to reply to each question with an extension of 30 seconds

WITH AMENDMENT



Present: The Mayor – Councillor G. Alexander (Chair)

Councillors Ahmad, Akhtar, Al-Hamdani, Ali, Alyas, Ball, M Bashforth, S Bashforth, Brownridge, Byrne, Chadderton, Chauhan, Cosgrove, Davis, Dean, Fielding, Garry, C. Gloster, H. Gloster, Goodwin, Hamblett, Harkness, Harrison, Hewitt, Hobin, Hudson, Hulme, A Hussain, F Hussain, Ibrahim, Iqbal, Jabbar, Jacques, Judd, Leach, Malik, McLaren, Murphy, Mushtaq, Phythian, Price, Roberts, Salamat, Shah, Sheldon, Shuttleworth, Stretton, Surjan, Sykes, Taylor, Toor, Ur-Rehman, Williamson and Williams

1 TO RECEIVE APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Briggs, Curley, Haque and Moores.

2 TO ELECT THE MAYOR FOR THE 2019/20 MUNICIPAL YEAR

Councillor Harrison MOVED, Councillor C. Gloster SECONDED and Councillor Hudson SUPPORTED the election of Councillor Ginny Alexander as Mayor for the forthcoming Municipal Year.

On being put to the vote, the nomination was CARRIED.

Councillor Alexander then made and signed the declaration required by law which enabled her to act in the Office of Mayor.

The retiring Mayor (Councillor Javid Iqbal) invested the newly elected Mayor with the chain of office; the Mayor's Consort was presented with his chain.

(The Mayor, Councillor Alexander, in the Chair.)

The Mayor then made a speech of acceptance of office.

Councillor Akhtar MOVED, Councillor C. Gloster SECONDED and Councillor Hudson SUPPORTED a vote of thanks to the retiring Mayor and Mayoress.

RESOLVED that:

1. Councillor Ginny Alexander be appointed Mayor of Oldham Metropolitan Borough Council for the 2019/20 Municipal Year.
2. The sincere thanks and appreciation of the Council be recorded to Councillor Iqbal for his valuable services during his term of office as Mayor of the Oldham Metropolitan Borough Council for the 2018/19 Municipal Year.

3 **TO ELECT THE DEPUTY MAYOR FOR THE 2019/20 MUNICIPAL YEAR**

Councillor Fielding MOVED and Councillor Sykes SECONDED the election of Councillor Jenny Harrison as Deputy Mayor for the forthcoming Municipal Year.

On being put to the vote, the nomination was CARRIED.

Councillor Harrison then made and signed the declaration required by law which enabled her to act in the office of Deputy Mayor.

RESOLVED that Councillor Harrison be appointed Deputy Mayor for Oldham Metropolitan Borough Council for the forthcoming Municipal Year.

At this point in the meeting, the Mayor adjourned the meeting for lunch.

4 **TO ORDER THAT THE MINUTES OF THE MEETING OF FULL COUNCIL HELD ON 20TH MARCH 2019 BE APPROVED AS A CORRECT RECORD**

The meeting reconvened at 3.30 p.m.

RESOLVED that the minutes of the Council meeting held on 20th March 2019 be approved as a correct record.

5 **TO RECEIVE DECLARATIONS OF INTEREST IN ANY MATTER TO BE DETERMINED AT THE MEETING**

The Mayor informed the meeting that the Standards Committee had granted a dispensation to allow all Members to vote on Item 20, Members Allowance Scheme 2019/20 – Report of the Director of Legal Services. All members declared a disclosable pecuniary interest in this item, but the dispensation was applicable which allowed members to participate and vote on Item 20.

6 **TO DEAL WITH MATTERS WHICH THE MAYOR CONSIDERS TO BE URGENT BUSINESS**

There were no items of Urgent Business.

7 **TO RECEIVE COMMUNICATIONS RELATING TO THE BUSINESS OF THE COUNCIL**

The Mayor advised the meeting that the following members had notified their wish to speak about retiring members:

Councillors Garry, Williams and Sykes paid tribute to the work of Councillor P. Jacques during his time served on the Council.

Councillors Leach, Hewitt and Sykes paid tribute to the work of Councillor A. Alexander during his time served on the Council.

Councillors Ahmad, Mushtaq, Sykes, Ball and Jabbar paid tribute to the work of Councillor Qumer during his time served on the Council.

Councillors C. Gloster and Roberts paid tribute to the work of Councillor Turner during her time served on the Council.

Councillor Fielding paid tribute to the work of Councillor Azad and Councillor Rehman during their time served on the Council.



8 **TO NOTE THE REPORT OF THE RETURNING OFFICER CONTAINING THE RESULTS OF THE LOCAL ELECTIONS WHICH TOOK PLACE ON 2ND MAY 2019**

Consideration was given to a report of the Returning Officer which informed members of the results of the Local Election which had taken place on 2nd May 2019.

RESOLVED that the results of the Local Election be noted.

9 **LEADER OF THE COUNCIL - TO NOTE THE APPOINTMENT AGREED BY COUNCIL 23RD MAY 2018**

Consideration was given to a report regarding the appointment of the Leader of the Council in accordance with the provisions of the Local Government Act 2000 as amended.

RESOLVED that the appointment of Councillor Sean Fielding as the Leader of the Council from the 23rd May 2019 and ending on the day when the Council holds its first annual meeting of the Leader's normal day of retirement as Councillor as outlined at paragraph 1.2 of the report be noted.

10 **APPOINTMENT OF DEPUTY LEADER, CABINET MEMBERS AND DEPUTY CABINET MEMBERS AND ALLOCATION OF PORTFOLIOS AND DELEGATION OF EXECUTIVE FUNCTIONS**

Consideration was given to a report of the Leader of the Council which detailed the Cabinet portfolios and the appointments to the Cabinet for the 2019/20 Municipal Year.

RESOLVED that the appointment of the Deputy Leaders, Cabinet Members, Deputy Cabinet Members, the allocation of portfolios to Cabinet Members and the determination of delegations to executive functions for 2019/20 be noted as outlined below:

Councillor Sean Fielding	Leader of the Council Cabinet Member, Economy and Enterprise
Councillor Shaid Mushtaq	Cabinet Member, Education and Skills
Councillor Ateeque Ur-Rehman	Cabinet Member, Neighbourhoods Services

Councillor Abdul Jabbar	Deputy Leader of the Council and Cabinet Member, Finance and Corporate Services
Councillor Amanda Chadderton	Cabinet Member, Children's Services
Councillor Zahid Chauhan	Cabinet Member, Health and Social Care
Councillor Arooj Shah	Statutory Deputy Leader and Cabinet Member, Social Justice and Communities
Councillor Hannah Roberts	Cabinet Member, Housing
Councillor Martin Judd	Deputy Cabinet Member Economy and Enterprise
Councillor Cath Ball	Deputy Cabinet Member, Education and Skills
Councillor Mohon Ali	Deputy Cabinet Member Neighbourhoods Services
Councillor Chris Goodwin	Deputy Cabinet Member Finance and Corporate Services
Councillor Marie Bashforth	Deputy Cabinet Member Health and Social Care
Councillor Steve Williams	Deputy Cabinet Member Social Justice and Communities
Councillor Valerie Leach	Deputy Cabinet Member Housing



11

OPPOSITION NOMINATIONS TO THE SHADOW CABINET 2019/20

RESOLVED that the appointment of the Opposition Leader and the Shadow Cabinet as circulated at the meeting and as set out below be noted:

Councillor Howard Sykes	Opposition Leader Shadow Cabinet Member Economy and Enterprise
Councillor Chris Gloster	Deputy Opposition Leader Shadow Cabinet Member Finance and Corporate Services

Councillor Hazel Gloster	Shadow Cabinet Member Children's Services
Councillor Garth Harkness	Shadow Cabinet Member Education and Skills
Councillor Sam Al-Hamdani	Shadow Cabinet Member Housing
Councillor Diane Williamson	Shadow Cabinet Member Social Justice and Communities
Councillor Dave Murphy	Shadow Cabinet Member Neighbourhoods Services
Councillor Louie Hamblett	Shadow Cabinet Member Health and Social Care



12

REVIEWING DISTRICT WORKING IN OLDHAM

Councillor Fielding MOVED and Councillor Shah SECONDED a report which set out a number of recommendations following a review of District Working.

The District Executives were reviewed in the context of meaningful local democratic engagement, devolved decision making and support for elected members to secure local democratic engagement and strong leadership, considered how elected members could be supported in their role as democratic leaders and, in particular, at a place based level, reviewed the resources allocated to the districts and district working and gave consideration to district working in the context of the wider reform agenda, to ensure it operated in the most effective way to support elected members and deliver better outcomes for residents.

A series of consultations and workshops had been held as well as a desktop review.

As part of the proposals it was recommended that elected member budgets be increased, role of the District Executive Chair be amended through the creation of a District Lead role which involved working closely with all elected members in their district to support them in their role as strong local leaders, encouraging and coordinating the contribution of all members across ward and District boundaries. The proposals also included a member development programme which would ensure members had the skills and support needed, a review of how District Teams were connected into and supported by Council services, more effective ways of engaging with residents, a new casework system to improve management of casework and communication, and better tools and systematic partnerships to identify the area priorities and to plan effectively for more integrated working with partners.

Options/Alternatives

Option 1 – Continue with District Executives as currently constituted for 2019/20, revisiting the option to remove once multi-agency decision making teams are in place.

Option 2 – Dis-establish District Executives with immediate effect, including the attached revenue and capital budgets, establish the District Lead Role, increase elected member budgets to £6k, remove any unallocated revenue funding, totalling £225k and create a £500k Local Improvement Fund to support District priorities, reprioritising the remaining £752k in the capital programme.

Amendment 1:

Councillor Williamson MOVED and Councillor Harkness SECONDED the following AMENDMENT:

“Section 4 – Options/Alternatives

That Option/Alternative 1 be amended to read as follows:

‘1. Continue with District Executive as currently constituted, with the attached revenue and capital budgets.

Remove any unallocated revenue, capital or elected member budgets from the 2018/19 financial year or previous finance years and claw these back into the central budget.

Create a Local Improvement Fund.

Review the arrangements once the multi-agency decision making teams are in place and no later than September 2019.

Section 5 – Recommended Option –

That the recommended option be replaced with:

1. Continue with District Executive as currently constituted, with the attached revenue and capital budgets.

Remove any unallocated revenue, capital or elected member budgets from the 2018/19 financial year or previous finance years and claw these back into the central budget.

Create a Local Improvement Fund.

Review the arrangements once the multi-agency decision making teams are in place and no later than September 2019.”

Councillor Hamblett spoke in support of the Amendment.

Councillor Roberts spoke against the Amendment.

Councillor Hobin spoke in support of the Amendment.

Councillor Jabbar spoke against the Amendment.

Councillor C. Gloster spoke in support of the Amendment.

Councillor Fielding exercised his right of reply.

Councillor Williamson exercised her right of reply.

On being put to the vote, 12 votes were cast in FAVOUR of the AMENDMENT and 43 votes were cast AGAINST with no abstentions. The AMENDMENT was therefore LOST.

Amendment 2:

Councillor Sykes MOVED and Councillor H. Gloster SECONDED the following AMENDMENT:

“That ‘Option/Alternative’ be amended to read as follows:

'1. Dis-establish District Executives with immediate effect, but retain the current revenue and capital budgets.
Establish the District Lead Role.
Remove any unallocated revenue, capital or elected member budgets from the 2018/19 financial year or previous financial years and claw these back into the central budget.
Create a Local Improvement Fund.
Review the current arrangements once the multi- agency decision making teams are in place or no later than September 2019.'

Section 5 – Recommended Option

That the recommended option be replaced with:

'1. Dis-establish District Executives with immediate effect, but retain the current revenue and capital budgets.
Establish the District Lead Role.
Remove any unallocated, capital or elected member budgets from the 2018/19 financial year or previous financial years and claw these back into the central budget.
Create a Local Improvement Fund.
Review the current arrangements once the multi-agency decision making teams are in place or no that than September 2019.'"

Councillor Fielding exercised his right of reply.

Councillor Sykes exercised his right of reply.

On being put to the vote, 11 votes were cast in FAVOUR of the AMENDMENT and 44 votes were cast AGAINST with no abstentions. The AMENDMENT was therefore LOST.

Amendment 3:

Councillor Murphy MOVED and Councillor C. Gloster SECONDED the following AMENDMENT:

"Section 4 – Options/Alternatives

'Insert at the end of 'Option/Alternative 2' a new sentence
'Review the proposed arrangements once the multi-agency decision making teams are in place or no later than September 2019.'

Section 5 – Recommended Option

'Insert at the end of 'Option/Alternative 2' a new sentence
'Review the proposed arrangements once the multi-agency decision making teams are in place or no later than September 2019.'"

Councillor Murphy MOVED and Councillor C. Gloster SECONED that the AMENDMENT be put to a RECORDED VOTE. The MOVE to a RECORDED VOTE was AGREED.

Councillor		Councillor	
Ahmad	AGAINST	Hussain, A.	AGAINST
Akhtar	AGAINST	Hussain, F.	AGAINST
Al-Hamdani	FOR	Ibrahim	AGAINST

Ali	AGAINST	Iqbal	AGAINST
Alyas	AGAINST	Jabbar	AGAINST
Ball	AGAINST	Jacques	AGAINST
Bashforth, M.	AGAINST	Judd	AGAINST
Bashforth, S.	AGAINST	Larkin	ABSENT
Briggs	ABSENT	Leach	AGAINST
Brownridge	AGAINST	Malik	AGAINST
Byrne	FOR	McLaren	AGAINST
Chadderton	AGAINST	Moores	ABSENT
Chauhan	AGAINST	Murphy	FOR
Cosgrove	AGAINST	Mushtaq	AGAINST
Curley	ABSENT	Phythian	AGAINST
Davis	AGAINST	Price	AGAINST
Dean	AGAINST	Roberts	AGAINST
Fielding	AGAINST	Salamat	AGAINST
Garry	AGAINST	Shah	AGAINST
Gloster, C.	FOR	Sheldon	FOR
Gloster, H.	FOR	Shuttleworth	AGAINST
Goodwin	AGAINST	Stretton	AGAINST
Hamblett	FOR	Surjan	AGAINST
Haque	ABSENT	Sykes	FOR
Harkness	FOR	Taylor	AGAINST
Harrison	AGAINST	Toor	AGAINST
Hewitt	AGAINST	Ur-Rehman	AGAINST
Hobin	FOR	Williams	AGAINST
Hudson	FOR	Williamson	FOR
Hulme	AGAINST	Alexander	AGAINST

On being put to the VOTE, 12 votes were cast IN FAVOUR of the AMENDMENT and 43 votes were cast AGAINST with no ABSTENTIONS. The AMENDMENT was therefore LOST.

Councillor Fielding did not exercise his right of reply.

Councillor Sykes MOVED and Councillor C. Gloster SECONDED that under Council Procedure 10.11g , the report be referred to the Overview and Scrutiny Board and the matter be put to a RECORDED VOTE.

Councillor		Councillor	
Ahmad	AGAINST	Hussain, A.	AGAINST
Akhtar	AGAINST	Hussain, F.	AGAINST
Al-Hamdani	FOR	Ibrahim	AGAINST
Ali	AGAINST	Iqbal	AGAINST
Alyas	AGAINST	Jabbar	AGAINST
Ball	AGAINST	Jacques	AGAINST
Bashforth, M.	AGAINST	Judd	AGAINST
Bashforth, S.	AGAINST	Larkin	ABSENT
Briggs	ABSENT	Leach	AGAINST
Brownridge	AGAINST	Malik	AGAINST
Byrne	FOR	McLaren	AGAINST
Chadderton	AGAINST	Moores	ABSENT
Chauhan	AGAINST	Murphy	FOR
Cosgrove	AGAINST	Mushtaq	AGAINST

Curley	ABSENT	Phythian	AGAINST
Davis	AGAINST	Price	AGAINST
Dean	AGAINST	Roberts	AGAINST
Fielding	AGAINST	Salamat	AGAINST
Garry	AGAINST	Shah	AGAINST
Gloster, C.	FOR	Sheldon	FOR
Gloster, H.	FOR	Shuttleworth	AGAINST
Goodwin	AGAINST	Stretton	AGAINST
Hamblett	FOR	Surjan	AGAINST
Haque	ABSENT	Sykes	FOR
Harkness	FOR	Taylor	AGAINST
Harrison	AGAINST	Toor	AGAINST
Hewitt	AGAINST	Ur-Rehman	AGAINST
Hobin	FOR	Williams	AGAINST
Hudson	FOR	Williamson	FOR
Hulme	AGAINST	Alexander	AGAINST

On being put to the VOTE, 12 votes were cast IN FAVOUR of the REFERALL to Overview and Scrutiny Board and 43 votes were cast AGAINST with no ABSTENTIONS. The REFERALL was therefore LOST.

A vote was then taken on the original report.

On being put to the VOTE, 43 votes were cast IN FAVOUR of the AMENDMENT and 12 votes were cast AGAINST with no ABSTENTIONS. The original report was therefore CARRIED.

RESOLVED that:

1. The District Executives be disestablished and a dedicated District Lead Elected Member role responsible for overall coordination of local activity and investment be established.
2. Individual elected member budgets be increased from £5,000 to £6,000.
3. A £500k Local Improvement Fund be created to support District priorities.

13

GM TRANSPORT COMMITTEE - ROLE AND RESPONSIBILITIES

Councillor Fielding MOVED and Councillor Sykes SECONDED a report which outlined the current Greater Manchester Transport Governance Arrangements. In the context of the Devolution Agreement and, specifically the GMCA Transport Order 3, the report presented broad revised terms of reference for a reconstituted GM Transport Committee, options for its structure, responsibilities and examples of how it might work in practice.

The ambition for integrated transport in support of place and people would be most efficiently achieved if managed by an accountable, efficient and well-informed governance system. A joint committee of the GMCA, Mayor and District Councils

enables the appropriate functions to be delegated from all of these bodies equipping one body with broad and balanced elected member representation from across Greater Manchester to assess all modes of transport as a whole. The proposed basic structure for GM Transport Governance is as follows:

- Mayor and GMCA: to continue to undertake all strategic decision-making in relation to policy strategy (LTP), funding and scheme decision-making.
- New Joint Transport Committee: refocused role as transport user champion – performance monitoring / management of all modes and highway network, holding operators to account, oversight on delivery (e.g. capital and other schemes) and ensuring the integration of transport policy within the parameters set by the Local Transport Plan (i.e. Transport Strategy 2040) and existing policy. A well briefed and informed Committee would be in a strong position to make recommendations to the Mayor, GMCA and Districts, as appropriate.
- Greater Manchester Scrutiny: Scrutiny of Mayoral, GMCA and Transport Committee decisions as above, including wider integration with spatial issues, housing, environment, currently undertaken by the Housing, Planning and Environment Overview and Scrutiny Committee. Transport budget issues were scrutinised by the Corporate Issues and Reform Overview and Scrutiny Committee.

The revised membership, Terms of Reference and Operating Agreement were outlined in the report.

RESOLVED that:

1. The establishment of the new GM Transport Committee as a joint committee of the 10 districts, GMCA and Mayor be approved.
2. The Terms of Reference and Operating Agreement for the Committee as set out in Schedule 1 of the report be approved.
3. The functions as set out in the Terms of Reference be delegated to the Transport Committee.

14

APPOINTMENT TO COMMITTEES AND COMPOSITION OF POLITICAL GROUPS 2019/20

Councillor Fielding MOVED and Councillor Sykes SECONDED the report of the Director of Legal Services which sought a review of the political composition of committees and the composition of political groups as previously notified under Regulation 8(1) of the Local Government (Committees and Political Groups) Regulations 1990 and under Sections 15 and 16 of the Local Government and Housing Act 1989. The report sought to constitute and appoint members on the several Committees as detailed in the Constitution and as listed in the report and appendices as circulated.

Councillor Byrne MOVED and Councillor Sheldon SECONDED that Councillor Hudson be appointed as the Saddleworth and Lees District Lead.

On being put to the VOTE, 3 votes were cast IN FAVOUR of the AMENDMENT, 43 VOTES were cast AGAINST with 9 ABSENTIONS. The AMENDMENT was therefore LOST.

RESOLVED that:

1. The composition of the political groups as shown in paragraph 1.1 of the report as circulated be noted.
2. The several Committees detailed at paragraph 1.5 as circulated by constituted with the Terms of Reference and delegated powers as detailed in the Constitution and that the Health Scrutiny function be fulfilled by a standalone Health Scrutiny Committee rather than a sub-committee of the Overview and Scrutiny Board with the existing Terms of Reference as detailed within the Constitution.
3. The number of seats on the various Committees for the 2019/20 Municipal Year be as detailed in paragraph 1.6 of the circulated report be approved.
4. The allocation of seats to the political groups be confirmed and appointments made to fill the seats in accordance with Sections 15 and 16 of the Local Government and Housing Act 1989, as detailed in Appendix 1 as circulated.
5. The Chair and Vice-Chair of each of the various Committees for the 2019/20 Municipal Year, as detailed in Appendix 1 of the circulated report, with the exception of the Selection and Appeals Committees and appoints a District Lead for each of the District Areas.
6. The Co-opted Members detailed at paragraph 1.9 of the report be appointed to the Overview and Scrutiny Board and the Statutory Co-optees be given full voting rights in respect of education matters only.
7. The Traffic Regulation Order Panel remains outside political balance be confirmed.
8. The political balance rules be waived as in previous years in relation to the Standards Committee to ensure appropriate representation.
9. Any outstanding appointments be delegated to the Chief Executive in consultation with the Leader of the Council and the Leader of the Main Opposition Group.
10. Councillor Hewitt be appointed District Lead for Saddleworth and Lees.

15

APPOINTMENT TO OUTSIDE BODIES 2019/20

Councillor Fielding MOVED and Councillor Sykes SECONDED a report of the Director of Legal Services which detailed the appointments to Outside Bodies for the Municipal Year 2019/20.

RESOLVED that:

1. The appointments to the Outside Bodies as listed in the Appendices as circulated for the 2019/20 Municipal Year be agreed.

2. Any outstanding appointments be delegated to the Chief Executive in consultation with the Leader of the Council and the Leader of the Main Opposition Group.

16

COUNCIL MEETINGS AND MUNICIPAL CALENDAR 2019/20

Consideration was given to a report of the Director of Legal Services which set out the Calendar of Meetings for the 2019/20 Municipal Year.

RESOLVED that:

1. The meetings of the Council be held on the following dates in the 2019/20 Municipal Year, commencing at 6.00 p.m. unless otherwise shown:

10th July 2019
11th September 2019
6th November 2019
11th December 2019
26th February 2020 (Budget)
18th March 2020
2. The Council's Calendar of Meetings for the Municipal Year 2019/20 be approved.
3. Approval of any outstanding dates or changes to dates be delegated to the Chief Executive in consultation with Group Leaders.

17

NOTICE OF ADMINISTRATION BUSINESS

There were no items of Administration Business.

18

NOTICE OF OPPOSITION BUSINESS

There were no items of Opposition Business.

19

UPDATE TO THE CONSTITUTION AND AMENDMENTS

Council was required to consider its Constitution annually to determine whether any amendments were required. Consideration was given to a report of the Director of Legal Services which detailed proposed constitutional changes and amendments which would now be required as agreed by the Constitutional Working Group and Group Leaders.

On being put to the VOTE, 46 votes were cast IN FAVOUR of the RECOMMENDATIONS, 0 VOTES were cast AGAINST with 9 ABSENTIONS. The RECOMMENDATIONS were therefore CARRIED.

RESOLVED that:

1. The proposed amendments / changes to the Constitution as detailed within the report be approved.

2. Any future changes to the Specific Officer Functions be delegated to the Monitoring Officer and reported to the next available Council.
3. The Council's existing Constitution be reaffirmed.

20

MEMBERS ALLOWANCE SCHEME 2019/20

Consideration was given to a report of the Director of Legal Services which set out the recommendations of the Independent Remuneration Panel. The Panel had given consideration to information from the Leader of the Council and the Leader of the Main Opposition Group on special responsibilities and schemes within Greater Manchester. The Panel made the recommendation that the members' allowances for 2019/20 remain the same as in 2018/19 but with increases linked to the officer pay increase. The relevant officer pay increase was 2% for 2019/20.

RESOLVED that:

1. The recommendation of the Independent Remuneration Panel be noted.
2. The Members Allowances Scheme for 2019/20 as detailed at Appendix 1 of the report be approved.
3. The proposal that District Executive Leads receive the allowance specified for District Executive Chairs be agreed following the approval of the District Working Report.
4. The allowance for the Health Scrutiny Chair following the agreement of a stand-alone Health Scrutiny Committee be agreed as circulated.

The meeting started at 12.00 pm and ended at 4.55 pm

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COUNCIL

Petitions

Portfolio Holder: Various

Officer Contact: Various

Report Author: Elizabeth Droган, Head of Democratic Services
Ext. 4705

10th July 2019

Reason for Decision

The decision is for Elected Members to note the petitions received by Council in accordance with the Petitions Protocol.

Petitions Received

Chief Executive

Reference 2019-09: Petition for the Public to Regain Our Trust in Oldham Council (Boroughwide) received on 26 June 2019 with 1,135 signatures

People and Place

Reference 2019-08: Petition regarding the 415 Bus Service (Chadderton Central Ward) received on 14 May 2019 with 174 signatures

Recommendations

It is recommended that Council note the petitions received.

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Present: Councillor Fielding (Chair)
Councillors Chauhan, Jabbar, Jacques, Roberts, Shah and Ur-Rehman

1 **APOLOGIES FOR ABSENCE**

There were no apologies for absence received.

2 **URGENT BUSINESS**

There were no items of urgent business received.

3 **DECLARATIONS OF INTEREST**

There were no declarations of interest received.

4 **PUBLIC QUESTION TIME**

There were no public questions received.

5 **MINUTES OF PREVIOUS MEETING**

RESOLVED - That the minutes of the meeting held on 25th February 2019 be approved as a correct record.

6 **GREATER MANCHESTER'S CLEAN AIR PLAN -
TACKLING NITROGEN DIOXIDE EXCEEDANCES AT THE
ROADSIDE - OUTLINE BUSINESS CASE**

The Cabinet gave consideration to a report of the Director of Environmental Management which summarised the key features of Greater Manchester's feasibility study and Outline Business Case (OBC) to reduce nitrogen dioxide exceedances in Oldham and across Greater Manchester, in the shortest possible time including the introduction of Clean Air Zones.

The OBC had been developed by Oldham Council collectively with all the Greater Manchester Local Authorities and Greater Manchester Combined Authority (GMCA) and coordinated by Transport for Greater Manchester (TfGM) in line with Governmental direction and guidance.

It was reported that a 'public conversation' was proposed to run between early May and mid June to help further inform the work, this would supplement the more targeted stakeholder engagement that was ongoing with affected business. The engagement process would inform the further development of the measures identified in the Outline Business Case.

It was noted that it was important to recognise the clear differences between Clean Air Zones and Congestion Charging Systems, the objective of any penalty in a Clean Air Zone was for all vehicles which drive within the zone to have engines which complied with emissions standards, unlike a congestion charge which sought to reduce the number of vehicles on the road.

Members welcomed the proposals and discussed the involvement of schools in the promotion of Clean Air.

It was further noted that consultation with stakeholders including Private Hire Taxis had been very positive.

Options/Alternatives

Option 1 – Approve the Outline Business case for submission to the Government's Joint Air Quality Unit

Option 2 – Do not approve the Outline Business case for submission to the Government's Joint Air Quality Unit.

RESOLVED – That:

1. The feasibility study undertaken to date be adopted.
2. Further stakeholder engagement and public consultation was an essential part of the process to help inform and refine ongoing work to produce a Full Business Case by the end of the calendar year;
3. The Outline Business Case (for submission to the government's Joint Air Quality Unit) be approved.
4. The commencement of the public conversation and engagement activity from 15 May 2019 be approved.
5. Further reports would be submitted to Cabinet on:
 - the proposals for statutory consultation, informed by the outcome of the public conversation and engagement.
 - formal approval of the Full Business Case.
6. Transport for Greater Manchester to continue with the activity to produce the Full Business Case on their behalf under the direction of the Greater Manchester Clean Air Steering Group; and
7. Authority be delegated to Deputy Chief Executive (People and Place) and the Portfolio holder (Neighbourhoods) for the approval of submission of supplementary information.

7

PROPOSED REVISIONS TO THE CO-OPERATIVE APPROACH TO THE USE OF COUNCIL ASSETS POLICY

Consideration was given to a report of the Deputy Chief Executive, People and Place which sought approval for proposed revisions to the existing Co-operative Approach to the Use of Assets with a view to promoting an alternative approach to improve and streamline the process.

It was noted that the revised policy would:

- Limit applications to 12 months otherwise the group would have to reapply
- A standard approach similar to the model used by other Councils
- A range of tools, programmes and initiatives to make the process simpler

Options/Alternatives considered

Option 1 – To retain the current approach to the use of Council Assets policy and the Council's approach to community assets transfer.

Option 2 - In order to improve / streamline the CAT process and as a means of objectively filtering expressions of interest from community groups etc to agree to:-

- The proposed revisions to the Co-operative Approach to the Use of Council Assets Policy.

- Use of the application form and assessment matrix with effect from the 1 April 2019.
- The Council limiting applicants to a period of 12 months in which to complete a lease otherwise the group had to either re-apply or the Council may opt to withdraw and re-categorise the asset to the Surplus Estate for subsequent disposal if substantive / meaningful progress towards a CAT is not made by the applicant / group.
- Where the Council had yet to receive a full business case from existing CAT applicants (ie as indicated in Appendix 2), then they were to be requested to complete the application form and also advised of the assessment matrix / the revised process / time limits to progress matters as outlined above.
- Note that groups occupying Council assets and where no formal lease was currently in place that the Council would no longer be in a position to cover the running costs and repairs & maintenance. Notice periods and engagement with groups would follow if this was approved.

RESOLVED – That the proposed amendments to the Council's current Cooperative approach to the Use of Council's Assets policy be approved to clarify the process of Community Asset Transfer from both the Council's and Applicant's perspective.

8

3-YEAR HIGHWAYS IMPROVEMENT PROGRAMME (2019/20 - 2021/22)

Consideration was given to a report of the Deputy Chief Executive, People and Place which sought approval of the 3 year Highways Improvement Programme as discussed and agreed with Members during January 2019 based on good practice and ensuring best value for future investment. The report also sought approval for all tender awards decisions, including those of a value of over £400,000 in the 3 year Highways Improvement Programme to be delegated to the Cabinet Member for Neighbourhood Services and the Deputy Chief Executive, People and Place to meet delivery timescales. Members welcomed the report and the input from elected Members at District level.

It was noted that the list of programmed works would be published on the Council's website ensuring it was clear to residents which highways were in scope for the 3 year programme.

Options/Alternatives considered

Option 1 – Members to agree:

- The 3-Year Highways Improvement Programme, as appended to this report;
- That all tender award decisions, including those with a value of over £400,000, in the Highways Improvement Programme be delegated to the Cabinet Member for

Neighbourhood Services and the Deputy Chief Executive – People and Place;

- That any underspend generated across the programme be used to deliver further schemes on the approved list in priority order (although lower priority schemes may be selected depending on available budget, value for money and type of treatment) without having to gain further approval.

Option 2 – Members do not agree the report recommendations.

RESOLVED – That:

1. The 3-Year Highways Improvement Programme, as appended to this report be approved.
2. All tender award decisions, including those with a value of over £400,000, in the Highways Improvement Programme be delegated to the Cabinet Member for Neighbourhood Services and the Deputy Chief Executive – People and Place;
3. Any underspend generated across the programme be used to deliver further schemes on the approved list in priority order (although lower priority schemes may be selected depending on available budget, value for money and type of treatment) without having to gain further approval.

REVENUE MONITOR AND CAPITAL INVESTMENT PROGRAMME 2018/19 MONTH 9 - DECEMBER 2018

The Cabinet gave consideration to a report of the Director of Finance which provided Members with an update on the Council's 2018/19 forecast revenue budget position and the financial position of the capital programme as at 31 December 2018, (quarter 3) together with the revised capital programme 2018/23.

Revenue Position

The current forecast outturn position for 2018/19 was a projected favourable variance of £0.255m after allowing for approved and pending transfers to and from reserves.

The most significant area of concern was the People and Place Portfolio, and an update on the major issues driving the projections were detailed at Annex 1 of the report.

The overall corporate position was being managed by offsetting favourable variances, most notably from Capital, Treasury and Corporate Accounting budgets, in part caused by the anticipated cost of borrowing and capital finance being lower than budgeted and the availability of additional Treasury Management income and unringfenced grants not allocated to service budgets.

Housing Revenue Account and Dedicated Schools Grant

Information on the quarter 3 position of the Dedicated Schools Grant (DSG) and Housing Revenue Account (HRA) and collection fund was also outlined in the report.

There were no significant issues of concern in relation to the HRA and Collection Fund however the DSG continued to be an area facing a financial challenge with an increase in the projected year-end deficit. Action was being taken to bring the DSG towards a balanced budget.

Capital Position

The most up to date capital spending proposals for 2018/23 were provided to Members. The revised Capital programme budget was £48.267m at the close of month 9, a net decrease of £41.706m from the original budget of £89.658 and a reduction of £0.571m from the £49.391m reported at month 8.

Actual expenditure to 31st December 2018 was £36.507m (75.64% of forecast outturn).

It was reported that at this stage in the financial year, the forecast position would continue to change with additional re-profiling into future years.

Options/Alternatives considered

Option 1 – To approve the forecast revenue and capital positions presented in the report including proposed changes.

Option 2 – To approve some of the forecasts and changes detailed within the report.

Option 3 – Not to approve any of the forecasts and changes detailed within the report.

RESOLVED – That:

1. The forecast revenue outturn for 2018/19 at Quarter 3 being a £0.255m under spend be approved.
2. The forecast positions for the Housing Revenue Account and Collection Fund and Dedicated Schools Grant as detailed within the report be approved.
3. The use of reserves as detailed in Appendix 1 to Annexe 1 of the report be approved.
4. The revised capital programme for 2018/19 to the extended period of 2022/23 as at 31st December 2018, Quarter 3 be approved.

10

LOCAL TAXATION AND BENEFITS DISCRETIONARY POLICIES 2019/20

Consideration was given to a report of the Director of Finance which sought approval for Local Taxation and Benefits Discretionary Policies for 2019/20, covering Discretionary Council Tax Discounts, discretionary Business Rate Relief, Local Welfare Provision and Discretionary Housing payments. The report provided the full detail of proposed updates to the discretionary policies used to support Local Taxation and Benefits administration i.e. Council Tax, Business Rates, Housing Benefits and Council Tax Reduction administration.

The policies and proposed changes were:

The Discretionary Council Tax Discounts Policy

- To widen the Council Tax discount for Care Leavers to support Care Leavers up to the age of 25.
- To introduce criteria to set out the circumstances in which the Council will support those experiencing exceptional financial hardship in paying their Council Tax.
- To incorporate these two areas of discretionary support into one overarching Discretionary Council Tax Discounts Policy.

The Discretionary Rate Relief Policy

- To incorporate details of the new Retail Discount Policy

- Revision of the policy to reflect the removal of Central Government funded Pub Relief and Local Newspaper Relief schemes
- An adjustment to the Discretionary Revaluation Relief policy to re-introduce the requirement for businesses to apply for this relief and to reflect reduced Government funding in the third year of the scheme.

The Local Welfare Provision Policy

- To include reference to supporting care leavers up to the age of 25 via this scheme

The Discretionary Housing Payment Policy

- To include reference to supporting care leavers under 25
- To adjust the criteria setting out the period of time for which an award will be granted to support those needing help in meeting their housing costs. This will normally be 26 weeks.

Members welcomed the changes to the policies particularly the proposal to widen the Council Tax discount for Care Leavers to support Care Leavers up to the age of 25.

Options/Alternatives

Option 1 - Members could choose to not to agree the changes in relation to each of the proposed revisions to discretionary policies.

Option 2 – Approve the Local Taxation and Benefits Discretionary Policies.

Option 2 – Approve some of the proposed changes to Local Taxation and Benefits Discretionary Policies.

RESOLVED - The Local Taxation and Benefits' Discretionary Policies for the 2019/20 financial year (as presented at Appendices 1 to 4) be approved, including revisions to address legislative and local issues.

11

HUMAN RESOURCE PAYROLL BUSINESS SYSTEM

Consideration was given to a report of the Deputy Chief Executive, Corporate and Commercial which sought approval of the procurement and implementation of a new proprietary Human Resources Payroll System.

The system was required to meet the ambition of the Council and its partners to implement a single system predicated on next generation technology on a cloud based architecture which aligned with the Council's IT and digital strategy, enabled greater efficiency and effectiveness in the delivery of support services and created an opportunity of growth of HR and payroll as a traded service in the future.

Options/Alternatives

Option 1 – Do nothing.

Option 2 – Consolidate to one of the systems.

Option 3 – Outsource to 3rd party- Managed Service

Option 4 – Procure and Implement new propriety HRP System.

RESOLVED – That the Cabinet would consider the commercially sensitive information contained at Item 14 before making a decision.

12 **NON-DOMESTIC RATES 2019-20**

Consideration was given to a report of the Director of Finance which sought approval to a request for deferment on Non-Domestic Rates payments for part of the financial year 2019/20. The Council had been approached by a local business with a request to defer its Non-Domestic Rates payments 2019/20.

Options/Alternatives

Option 1 – Refuse the proposed deferment of Non-Domestic Rates.

Option 2 – Accept the proposed deferment of Non-Domestic Rates.

RESOLVED – That the Cabinet would consider the commercially sensitive information contained at Item 15 of the agenda before making a decision.

13 **EXCLUSION OF THE PRESS AND PUBLIC**

RESOLVED that, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that they contain exempt information under paragraphs 3 of Part 1 of Schedule 12A of the Act, and it would not, on balance, be in the public interest to disclose the reports.

14 **HUMAN RESOURCE PAYROLL BUSINESS SYSTEM**

The Cabinet gave consideration to the commercially sensitive information in relation to Item 11 - Human Resource Payroll Business System.

RESOLVED – That the recommendations as detailed within the commercially sensitive report be approved.

15 **NON-DOMESTIC RATES 2019-20**

The Cabinet gave consideration to the commercially sensitive information in relation to Item 12 - Non-Domestic Rates 2019-20.

RESOLVED – That the Cabinet approved the request for the deferment of Non-Domestic Rates Payments for 2019/20 from the Local business as detailed within the commercially sensitive report.

The meeting started at 6.00pm and finished at 6.27pm

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Present: Councillor Fielding (Chair)
Councillors Chadderton, Chauhan, Jabbar, Mushtaq, Roberts,
Shah and Ur-Rehman

1 **APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Jacques.

2 **URGENT BUSINESS**

There were no items of urgent business received.

3 **DECLARATIONS OF INTEREST**

There were no declarations of interest received.

4 **PUBLIC QUESTION TIME**

There were no public questions received.

5 **MINUTES OF PREVIOUS MEETING**

RESOLVED that the minutes of the meeting of the Cabinet held on 23rd March 2019 be approved as a correct record.

6 **EXPANSION OF MAYFIELD PRIMARY SCHOOL**

Consideration was given to a report of the Head of School Support Services which sought approval to expand Mayfield Primary School.

The Cabinet was informed that the Local Authority had a statutory duty to provide sufficient school places within its area. There was a forecasted shortfall in the East Oldham planning area from September 2018 and ongoing and, in order to meet this demand, the Local Authority was under a statutory obligation to provide an additional 2 forms of entry (FE) in East Oldham by 2020. Current predictions showed that an additional 2 FE will be needed by 2020, increasing to 3 to 4 FE by 2023. One additional form of entry at Clarksfield Primary School had already been agreed by Cabinet in July 2018 and there was now a requirement to secure an additional form of entry to satisfy demand.

Cabinet noted that four schools were considered for expansion (Greenhill Academy, Woodlands Academy (formerly Watersheddings Community Primary School), Greenacres Academy, and Mayfield Academy. Following site visits and a desk top analysis the Education Provision Group (EPG) had recommended that Mayfield Academy be expanded by 1 FE to ensure that demand was met. Only Good and Outstanding schools could be expanded and Mayfield Primary School was given an Ofsted rating of Good in June 2018. In addition, Mayfield Primary School was the most oversubscribed school of those considered. The cost per place represented good value for money and was the most cost-effective option.

Options/Alternatives considered:-

- Option 1 - Expand Mayfield Primary School.
- Option 2 - Expand Woodlands Primary school.
- Option 3 - Expand Greenacres Primary School.
- Option 4 - Expand Greenhill Primary School.

RESOLVED – That:

1. The basic need funding of up to £2.5m for a 1 FE expansion at Mayfield Academy be approved.
2. Authority be delegated to the Director of Education and Early Years to develop, consult, procure and arrange for the execution by the Director of Legal Services of any relevant contracts and incidental and ancillary documentation in accordance with the agreed school expansions programme.

7

APPROVAL OF NEW WARM HOMES DELIVERY AGENTS

The Cabinet gave consideration to a report of the Principal Housing Energy Officer which sought approval for the appointment of new Warm Homes Delivery Agents following an OJEU procurement exercise.

The Cabinet was informed that, in August 2012, Oldham Council, NHS Oldham Clinical Commissioning Group (CCG) and Oldham Housing Investment Partnership (OHIP) had signed the country's first Joint Investment Agreement to help tackle fuel poverty in the borough. The partnership had established 'Warm Homes Oldham' as a brand under which fuel poverty assessments and referrals (Lot 1), income maximisation (Lot 2) and energy efficiency works (Lot 3) were delivered across the borough.

The contracts for the provision of the service were due to end and an OJEU procurement exercise had been carried out to appoint new providers under a four year framework agreement. This had been done on a 1+1+1+1 basis, which allowed the contract to be terminated at the end of each financial year if funding for the service ceased to be available.

The Cabinet noted that, due to a delay by the Government in issuing the guidance for funding under the Energy Company Obligation (ECO 3), the OJEU procurement exercise could not start until December 2018. As a result, the framework agreement could not commence until the middle of May 2019 at the earliest. Therefore, a short extension of the contracts with the current providers from 1 April 2019 to 31 May 2019 was required to maintain continuity of the service during the interim period.

Options/Alternatives considered :-

- Option 1 – To appoint providers to the Warm Homes Oldham Framework Agreement as detailed in the report in the restricted part of this agenda. To engage the Rank 1 provider in each of the lots to deliver the service in Oldham from 1 June 2019. To

agree a short extension of the contracts with the current providers from 1 April 2019 to 31 May 2019 to maintain continuity of the service during the interim period.

Option 2 – Not to appoint any providers to the Warm Homes Oldham Framework Agreement and discontinue the Warm Homes Oldham service. This option would not meet the need to tackle fuel poverty in the borough.

RESOLVED – That the Cabinet would consider the commercially sensitive information contained at Item 10 before making a decision.

8

EMPTY HOMES PILOT PROCUREMENT APPROVAL

Consideration was given to a report of the Principal Housing Market Intervention Officer which informed the Cabinet of the outcome of the mini competition to procure contractors for the refurbishment of long-term empty properties and sought Cabinet's approval to appoint the successful contractors.

The Cabinet was informed that the Council's Empty Homes Pilot scheme had gained Cabinet approval in October 2018 and had proceeded via a mini competition to seek to procure suitable and reputable building contractors to refurbish the Council's long-term empty homes. The procurement exercise would deliver a framework consisting of the top 3 bidders who could take on the refurbishment projects subject to availability and capacity when required.

The procurement exercise had been carried out in accordance with the Council's Contract Procurement Regulations (CPRs). The open tender inviting all qualifying organisations was advertised on the North-West procurement portal; the Chest. Tenderers were able to access the ITT documents via this portal, which included a detailed specification of the opportunity from Oldham Council.

Following the tender and evaluation process, the Council was now ready to appoint contractors to the mini framework.

Options/Alternatives considered:-

Option 1 – Approve the appointment of the top 3 successful tenderers onto a mini framework, from which the Council could select an organisation to carry out refurbishments on empty homes.

Option 2 – Do not approve the appointment of the top 3 tenderers and conduct another procurement exercise.

RESOLVED – That the Cabinet would consider the commercially sensitive information contained at Item 11 before making a decision.

9

EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED that, in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded

from the meeting for the following items of business on the grounds that they contain exempt information under paragraph 3 of Part 1 of Schedule 12A of the Act, and it would not, on balance, be in the public interest to disclose the reports.

10

APPROVAL OF NEW WARM HOMES DELIVERY AGENTS

The Cabinet gave consideration to the commercially sensitive information in relation to Item 7 – Approval of New Warm Homes Delivery Agents.

RESOLVED - That the recommendations as set out in the report be approved.

11

EMPTY HOMES PILOT PROCUREMENT APPROVAL

The Cabinet gave consideration to the commercially sensitive information in relation to Item 8 – Empty Homes Pilot Procurement Approval.

RESOLVED - That the recommendations as set out in the report be approved.

The meeting started at 6.00 pm and ended at 6.15 pm

**MINUTES OF THE MEETING OF THE GM COMBINED AUTHORITY HELD ON 1 MARCH
2019 AT MANCHESTER TOWN HALL**

PRESENT:

GM Mayor	Andy Burnham (In the Chair)
Bolton	Councillor Linda Thomas
Bury	Councillor Rishi Shori
Manchester	Councillor Richard Leese
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Alex Ganotis
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

OTHER MEMBERS IN ATTENDANCE:

Manchester	Councillor Angeliki Stogia
Rochdale	Councillor Janet Emsley
Rochdale	Councillor Sara Rowbotham
TfGMC	Councillor Mark Aldred

OFFICERS IN ATTENDANCE:

GMCA – Chief Executive	Eamonn Boylan
GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
GMCA – Treasurer	Richard Paver
Office of the GM Mayor	Kevin Lee
Bolton	Tony Oakman
Bury	Geoff Little
Oldham	Helen Lockwood
Manchester	Joanne Roney
Rochdale	Steve Rumbelow
Salford	Jim Taylor
Stockport	Pam Smith
Tameside	Ian Saxon
Wigan	Alison McKenzie-Folan
Chair of the Advisory Committee for the Institute of Global Homelessness	Dame Louise Casey

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

TfGM	Simon Warburton
GMCA	Julie Connor
GMCA	Simon Nokes
GMCA	Claire Norman
GMCA	Jamie Fallon
GMCA	Nicola Ward

GMCA 59/19 APOLOGIES

RESOLVED /-

That apologies were received and noted from Carolyn Wilkins (Helen Lockwood attending) and Steven Pleasant (Ian Saxon attending).

GMCA 60/19 CHAIR’S ANNOUNCEMENTS AND URGENT BUSINESS

There were no Chair’s announcements or urgent business items.

GMCA 61/19 DECLARATIONS OF INTEREST

There were no declarations of interest made in relation to any item on the agenda.

GMCA 62/19 MINUTES OF THE GMCA MEETING HELD ON 15 FEBRUARY 2019

The minutes of the meeting held on 15 February 2019 were submitted for consideration.

RESOLVED /-

That the minutes of the meeting of the GMCA held on 15 February 2019 be approved as a correct record.

GMCA 63/19 MINUTES OF THE GMCA OVERVIEW AND SCRUTINY COMMITTEES – FEBRUARY 2019

RESOLVED/-

1. That the minutes of the Economy, Business Growth and Skills Overview and Scrutiny Committee held 8 February 2019 be noted.
2. That the minutes of the Corporate Issues & Reform Overview and Scrutiny Committee held 12 February 2019 be noted.
3. That the minutes of the Housing, Planning & Environment Overview and Scrutiny Committee held 14 February 2019 be noted.

The GM Mayor, Andy Burnham gave an update on work being undertaken across GM to tackle the issue of homelessness and thanked each of the Local Authorities for their support on this agenda that had resulted in many people being supported into housing over recent months. He explained how the 'A Bed Every Night' programme was moving into its next phase and that the report proposed to extend the current scheme until the end of April 2019.

Officers had undertaken a cost benefit analysis of the programme, which had begun to suggest that the programme costs were less than the equivalent service costs, and that reverting back to a 'do nothing' approach would be of further considerable widespread cost to GM.

Dame Louise Casey, Advisory Committee Chair for the Institute of Global Homelessness, had been invited to review GM's current approach to Homelessness and Rough Sleeping. Her background in the Government's Rough Sleepers Unit had a significant impact on the national picture from 1997 onwards and the Mayor had welcomed her external review.

Dame Casey reported that unfortunately from 2010 there had been a national increase in the number of rough sleepers every year, which she felt, could be strongly attributed to the changes in the benefit system, the hospital focussed health service, and the lack of Government commitment to tackling these determinants to homelessness.

GM had been recruited as one of the 12 vanguard areas to work with the Institute of Global Homelessness and was joining a host of other Cities across the world that had the potential to make positive global significance including Brussels, Bangalore and Sydney.

Her review had highlighted the strengths of GM's approach, but also areas where there could be improvements to ensure stronger provision or more emphasis on prevention.

Members welcomed the comments made by Dame Casey and agreed that homelessness was symptomatic of a failing system underpinned by a seeming lack of compassion from Government. An undersupply of affordable housing, poor welfare reform, a lack of mental health services, a reduction in debt advice support services and other factors had resulted in significant austerity across the UK that required Government to move towards a holistic approach to systems thinking.

The GMCA paid recognition to the vital support of the voluntary and faith sectors in delivering 'A Bed Every Night' and the Mayor also extended his thanks for all the work they had undertaken to ensure the greatest level of provision was available across GM.

Dame Casey added that the data gathered from 'A Bed Every Night' would give GM moral authority to go back to Government and evidence where further funding was needed and where their support was required.

In summary, the Mayor added that GM would continue to be a vanguard for the Institute and thanked Dame Casey for her support and the opportunity for a review of GM's work in this area.

RESOLVED/-

1. That the costs and proposed existing contributions to be made by GM Local Authorities be noted.
2. That authority be delegated to the GMCA Treasurer to allocate funding to local providers to cover approved and specified costs incurred in the 'A Bed Every Night' programme, where these costs have been assessed and approved by each GM Local Authority and confirmed by GMCA.
3. That that the allocation of £1m from the Trailblazer funding to be utilised to deliver Hub provision under the 'A Bed Every Night' programme be approved and that it be noted and agreed that Mayor would allocate £1.1m from the Mayoral Priority budget.
4. That it be noted and agreed that the Mayor make grants to GM Local Authorities on the basis outlined in section 3.9 of this report, and that authority be delegated to the GMCA Treasurer to allocate funding to cover approved and specified costs.
5. That the proposal to extend the delivery of the 'A Bed Every Night' programme initially until 30th April 2019, be approved, pending further discussions to secure a long-term funding platform and that it be noted that the Mayor of GM has allocated up to £250k from the 2019/20 Mayoral Priorities budget and an equal sum from Police & Crime Commission resources.
6. That the proposal to utilise £745k of funding from the Trailblazer programme to Manchester City Council for the development of the Longford Centre as a cross-boundary Hub, fulfilling Theme 2 of the Trailblazer programme be agreed.
7. That the slides, which detail the findings of Dame Louise Casey, be circulated to members of the GMCA.

8. That thanks be recorded to the voluntary and faith sector along with GM Local Authorities for their support and dedication to the 'A Bed Every Night' programme.

GMCA 65/19

CLEAN AIR PLAN – OUTLINE BUSINESS CASE

Councillor Alex Ganotis, Portfolio Lead for the Green City Region, introduced a report that outlined the key features of GM's feasibility study and the Clean Air Plan Outline Business Case, developed collectively by all GM Local Authorities and coordinated by TfGM in line with Government direction and guidance.

He reminded members of the GMCA that the development of a Clean Air Plan was a Government requirement to bring air quality to legal levels as soon as possible and that the deadline for the submission of the Outline Business Case was the end of March.

As background to the report, he commented that in GM over 1200 people die every year as a direct or in-direct result of poor air quality and as a public health issue the GMCA has a moral responsibility to address. A report presented in October 2018 highlighted 152 stretches of road in GM that exceeded national legal levels, many of which were located in areas of deprivation, resulting in a further determinant to poorer life chances for those communities.

GM had taken a socially inclusive approach in their production of the Outline Business Case that looked to minimise the impact on the economy, jobs and the finances of residents. It had been determined that the 'Clean Air Zone' option was the only option available to GM that would allow the required levels to be achieved, introduced on a phased approach, to buses and taxis by 2021 and to light good vehicles by 2023 (to give the market time to adjust). Private vehicles would not be included within the clean air zone, given 80% were already compliant, the remaining 20% were not required to be included to achieve the legal compliance levels. The socio-economic impact study had further identified that the inclusion of private vehicles would disproportionately impact on the most deprived communities.

The draft Outline Business Case was conditional, and would only be introduced with the financial support of Government to help bring vehicles to compliance and where possible to avoid any penalty charge.

Recent press coverage had included some inaccuracies arising from comments from the bus sector, as they had made no reference to the support offered by Government to support the retro-fitting of buses to ensure compliance. It was important for the bus industry to recognise their role in minimising the emissions of buses that contribute to poor air quality. Furthermore, it was also crucial for Highways England to engage as part of the solution and recognise the role that motorways must play in reducing the levels of Nitrogen Dioxide.

Once the Outline Business Case was agreed, there would be a series of public engagement activities undertaken in May and then a full public consultation in advance of the co-design of the full business case in Autumn 2019.

Members of the GMCA agreed that the financial support of Government was vital to ensure the successful delivery of the clean air agenda, and echoed the view that Highways England must be part of the solution.

RESOLVED/-

1. That it be noted that the GM Local Authorities were working together to address nitrogen dioxide exceedances at the roadside and that it is predicted that there will be 250 points of exceedance across 152 road links and all ten local authority areas in 2021.
2. That it be noted that Government required GM to undertake a feasibility study and as part of that study, to submit an Outline Business Case (OBC) by the end of March 2019.
3. That it be noted that further stakeholder engagement and public consultation was an essential element of the process to help inform and refine ongoing work to produce a Final Business Case by the end of the calendar year.
4. That it be noted that significant financial support from Government would be required to deliver the measures described in the OBC in a way that contributes to GMCA's wider economic, social and environmental objectives.
5. That the GMCA commend to all GM Local Authorities both the collaborative approach adopted to meet GM's NO2 challenge and the key features of the OBC, as set out in this report, noting that the decision-making with regard to the OBC was for each constituent Local Authority to undertake.
6. That GM's clear expectation of Government be reconfirmed in place in support of this plan as follows:
 - a) Clear arrangements and funding to develop workable, local vehicle scrappage / upgrade measures
 - b) Short term effective interventions in vehicle and technology manufacturing and distribution, led by national Government with local authorities
 - c) Replacement of non-compliant buses
 - d) A clear instruction to Highways England with regard to air pollution from the strategic highway network in GM
7. That thanks be recorded to officers at TfGM and the Local Authorities for their support to Cllr Alex Ganotis in the work to date to deliver the Clean Air Plan Outline Business Case.

Councillor Alex Ganotis, Portfolio Lead for Green City Region, presented a draft of the GM's 5 Year Environment Plan which sets out the actions needed to achieve carbon neutrality by 2038, helping GM to achieve its contribution to bringing global temperatures down as soon as possible.

Buildings, energy, transport and natural capital were all included within the 5 Year Plan, and a series of detailed thematic plans would be developed following its consideration by a number of bodies, including the Green Summit, with final approval by the GMCA on 29 March 2019.

The report set out the scale of the challenge and how officers of GM would track progress to ensure delivering the Plan was in track, which would ultimately also have wider benefits for health, housing and employment. He added that GM Local Authorities have a key role to play in the support of the Plan, specifically leading by example, convening partners for change and developing the right local policies.

The GM Mayor recognised that the Plan had significant ambitions, which were vital to ensuring our desire to be a leading city region in this area, and welcomed the support of all the GM Local Authorities.

RESOLVED/-

1. That the content of the draft Plan be noted.
2. That authority be delegated to the Chief Executive of GMCA, in consultation with Cllr Alex Ganotis, the Portfolio lead for Green City Region, to make any further amendments to the draft Plan in advance of the Green Summit on 25th March
3. That it be agreed that the draft Plan would be published for the Green Summit on 25 March, with a final version submitted to the GMCA on 29 March 2019 for approval.

Councillor Alex Ganotis, Portfolio Lead for the Green City Region, took members through a report advising that the GMCA had been successful in attracting an award of £4m European funding for the 'Ignition' Urban Innovation Action (UIA). The scheme provided the opportunity for GM to identify pipelines of natural capital (green/blue infrastructure) climate adaptation projects which could be attractive to private investors, creating the mechanisms and confidence for investments to be made in nature-based solutions.

He reported that work on project planning, legal, finance and contract issues were nearing completion. However, the GMCA were requested to formally approve the acceptance of this funding to enter into contract before the UK leaves the EU at the end of March. This project would be a key component in the delivery of the Natural Capital Plan over the next three years.

RESOLVED/-

1. That the projects background, outputs and opportunities, costs and risk management and mitigation measures be noted.
2. That authority be delegated to the Chief Executive of the GMCA, in consultation with Cllr Alex Ganotis as the Portfolio Lead for Green City Region, to finalise the arrangements for implementing this project, including awarding the project partners (Annex 01) funding as outlined in Annex 2.
3. That authority be delegated to the GMCA Treasurer to enter into the grant agreement with the EU before the end of March 2019.
4. That authority be delegated to the GMCA Monitoring Officer to put in place all necessary legal documentation to implement the project, including the relevant 'back to back' contracts with partners as outlined in para 3.2.

GMCA 68/19

TOWN CENTRE CHALLENGE: FUTURE HIGH STREETS FUND PROSPECTUS

The GM Mayor, Andy Burnham took members through a report that provided an overview of the Future High Streets Fund prospectus and outlined the proposed submissions for multi-functioning town centres by the GM Authorities, recognising that these proposals will make a significant contribution to the delivery of additional homes over the next five years.

Members of the GMCA added that these sites were often brownfield sites that with the Mayoral Development Corporation powers would have the potential to be obtained for remediation works to be undertaken to unlock further potential housing development sites.

The Mayor added that GM was in a strong position to bid for these funds which would bring in additional funding to further support the town centre regeneration agenda.

RESOLVED/-

1. That the report be noted.

2. That GMCA agree to support the proposed bids outlined in Section 6 and Appendix 1.
3. That an update on the outcome of the bids be submitted to a future meeting of the GMCA.

GMCA 69/19

GM FULL FIBRE PROGRAMME - IMPLEMENTATION

Councillor Andrew Western, Portfolio Lead for Digital City Region, introduced a report that provided an update on the successful GM bid to Government's Department for Digital Culture Media and Sport (DCMS) for £23.8m Local Full Fibre Networks funding (LFFN) in March 2018.

He reported that the programme had reached the procurement stage to establish a north and south framework for the implementation of full fibre that would require all Local Authorities in GM to plan for a future capital investment. This would enable an increase of coverage from 2% to 25% within the next three years, giving GM the best coverage in the whole of the UK.

RESOLVED/-

1. That an investment of £1.46M capital from GMCA (Fire & Rescue Service) and £3.384M capital from GMCA (TfGM Urban Traffic Management Control) be approved.
2. That all GM Local Authority partners be requested to make provision for their respective capital investment commitments before the end of March 2019, with formal financial approvals in place before the contracts were awarded in July 2019. Noting that this capital investment was in place of revenue costs for connectivity over a minimum of 20 years.
3. That all GM Local Authority partners be requested to ensure that local project and contract management support was in place for the programme.
4. That it be noted that following the procurement exercise, the £20.465m Department for Digital, Culture, Media & Sport (DCMS) grant for Local Full Fibre Network (LFFN) would be allocated between the GM Local Authorities and the GMCA to maximise full fibre site coverage across each GM Local Authority and GMCA agreement will be sought to the final grant allocations.
5. That the allocation of £835,000, from the DCMS LFFN grant, to Manchester City Council for Public Building Service Upgrade be agreed.
6. That the proposed approach to procurement and contract management be agreed, namely that:

- The GMCA will be the Framework Authority and will contract directly with the supplier for the delivery of its network connectivity for UTMCA assets and Fire and Rescue Service sites.
 - The GM Prospectus is put in place by July 2019, which is a joint agreement by local authorities, and the GMCA to adopt common processes and criteria to utilities infrastructure delivery to minimise barriers to investment and reduce roll out costs of utilities works across GM.
 - Participating Local Authorities and the GMCA are requested to agree, and be party to, the Inter Authority Agreement to formalise their participation in the GM Full Fibre Programme and secure Government (DCMS) LFFN grant funding.
7. That authority be delegated to GMCA Treasurer, in consultation with the Cllr Andrew Western, Portfolio Lead for Digital City Region, to approve the selection of up to 2 providers under single supplier framework contracts, to be used by the GMCA and also each participating Local Authority to enter into a contract in their own right for their locality.
 8. That authority be delegated to the GMCA Monitoring Officer to put in place appropriate legal and Inter Authority Agreements.
 9. That it be noted that Clinical Commissioning Group assets were no longer part of this project, having secured fibre infrastructure via an alternative route.

GMCA 70/19

GM GOOD EMPLOYMENT CHARTER

The GM Mayor, Andy Burnham introduced a report seeking agreement from the GMCA to establish a GM Good Employment Charter, based on the model developed through co-design with employers, employees and others. The Charter was currently being taken through a consultation period with local businesses, and had been further informed by the recent Independent Prosperity Review. The report further set out how the Charter is planned to be developed to an implementation phase.

Councillor Richard Leese added that the initial shape of the Charter had been shaped through effective consultation and highlighted three key elements; the option for a supporter businesses who are not ready to adopt the full charter, a high threshold for membership, and the requirement to have active advocates for the Charter.

RESOLVED/-

1. That the model for the GM Good Employment Charter, as set out in the paper, be agreed.
2. That it be agreed that when the detailed work on implementation was complete, a further paper will be submitted to the GMCA, with full revenue

implications and identifying funding sources, which could include a limited amount from retained Business Rates as a short term funding source.

GMCA 71/19

WORKING WELL (SPECIALIST EMPLOYMENT SUPPORT)

Councillor Sean Fielding, Portfolio Lead for Education, Skills & Apprenticeships, presented a report seeking approval to commence the procurement process for the Working Well: Specialist Employment Service for people with learning disabilities, autistic people and people with severe mental illness. The report further provided an overview of the proposed service model and delivery expectations, funding arrangements, the procurement process and governance.

Across the UK, there were less than 50% of people with a disability in employment, compared to 80% of people without a disability, which was an inequality to be addressed, and the Specialist Employment Support programme would allow for over 1300 people in GM to be supported to access employment over the next three years. The scheme was funded jointly through EU funds and contributions from GM Local Authorities and if approved, was scheduled to begin in September 2019.

The GM Mayor added that this scheme would take Working Well to the next stage and help GM improve the life experiences of people with disabilities, in particular he highlighted the fact that only 3% of people with learning disabilities in GM were in employment, echoing the current lack of support to access employment opportunities.

RESOLVED/-

1. That the £4m funding package, as detailed in section 5 of the report be noted, and that it be agreed that the GMCA to proceed with the procurement of the Working Well: Specialist Employment Service.
2. That authority be delegated to the GMCA Chief Executive and GMCA Treasurer, in consultation with the Chief Executive Portfolio Lead for Education, Skills, Work and Apprenticeships, to take all necessary steps to procure the service.
3. That thanks be recorded to Cllr Sean Fielding for the work undertaken to take the Working Well Programme to this next stage.

GMCA 72/19

NORTHERN AND TRANSPENNINE EXPRESS RAIL PERFORMANCE

The GM Mayor Andy Burnham reported that although statistics contained in the report looked to intimate an improvement in rail performance, passenger experience remained poor, with continued reports of overcrowding, cancellations, a reduced weekend service and frequently used short-formed trains.

He re-iterated that the May timetable would be the final opportunity for train operators to evidence an improved service before calls would be made to remove the franchises of any operator who was not meeting the required service standards.

Members of the GMCA supported the Mayor in this approach, and expressed further concern that the May timetable would not provide the resolutions as promised by operators. In relation to the union disputes and minimal Sunday services, members urged that the GMCA take a strong stance that this poor level of service to passengers across GM could not continue.

The GM Mayor agreed to continue to raise these issues at the Transport for the North meetings, and echo the points raised by members especially in relation to the May timetable change being the final opportunity for operators to make the required level of improvements.

RESOLVED/-

1. That the report be noted.
2. That the Mayor would take comments regarding the continued unsatisfactory performance of the rail network to the next meeting of Transport for the North.

**MINUTES OF THE GREATER MANCHESTER COMBINED AUTHORITY MEETING
HELD ON 29 MARCH 2019 AT STOCKPORT COUNCIL**

PRESENT:

Greater Manchester Mayor	Andy Burnham (In the Chair)
Bolton	Councillor Linda Thomas
Manchester	Councillor Richard Leese
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	Councillor John Merry
Stockport	Councillor Alex Ganotis
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

OTHER MEMBERS IN ATTENDANCE:

Manchester	Councillor Angeliki Stogia
Rochdale	Councillor Janet Emsley
Tameside	Councillor Leanne Feeley
Wigan	Councillor Peter Smith
TfGMC	Councillor Mark Aldred

OFFICERS IN ATTENDANCE:

GMCA – Chief Executive	Eamonn Boylan
GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
GMCA – Treasurer	Richard Paver
Office of the GM Mayor	Kevin Lee
Bolton	Tony Oakman
Bury	Geoff Little
Oldham	Carolyn Wilkins
Manchester	Joanne Roney
Rochdale	Neil Thornton
Salford	Jim Taylor
Stockport	Pam Smith
Tameside	Steven Pleasant
Wigan	Alison McKenzie-Folan
TfGM	Steve Warrener

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

GM HSCP
Growth Company
GMCA
GMCA
GMCA
GMCA
GMCA

Jon Rouse
Mark Hughes
Julie Connor
Simon Nokes
Claire Norman
Sylvia Welsh
Nicola Ward

GMCA 59/19 APOLOGIES

Apologies were received and noted from Bev Hughes, Deputy Mayor GMCA, City Mayor Paul Dennett (Councillor John Merry attending – Salford), Councillor Rishi Shori – Bury, Steve Rumbelow (Neil Thornton attending– Rochdale), Councillor Paula Boshell – Salford, Councillor Andrea Simpson – Bury and Councillor Jenny Bullen – Wigan.

GMCA 60/19 CHAIR’S ANNOUNCEMENTS AND URGENT BUSINESS

The GM Mayor reported that following the attack on the mosques in Christchurch, New Zealand, he had visited the Muslim Heritage community in Manchester where he sought to re-assure the community of both his and the Combined Authority’s support and determination to root out all forms of hate including ‘Islamophobia’.

Therefore, in view of the recent events, it was proposed that the Combined Authority adopt the All Party Parliamentary Group’s definition of ‘Islamophobia’ as follows: “Islamophobia is rooted in racism, and is a type of racism that targets expressions of Muslimness or perceived Muslimness.”

RESOLVED/-

That the GMCA adopt the All Party Parliamentary Group’s definition of ‘Islamophobia’ as follows: “Islamophobia is rooted in racism, and is a type of racism that targets expressions of Muslimness or perceived Muslimness.”

GMCA 61/19 DECLARATIONS OF INTEREST

Councillor Richard Leese declared a personal interest as a Director of the Growth Company in relation to items 28 and 35 – Growth Company Business Plan.

GMCA 62/19 MINUTES OF THE GMCA MEETING HELD ON 1 MARCH 2019

RESOLVED/-

That the minutes of the meeting held on 1 March 2019 be approved.

GMCA 63/19 MINUTES OF THE GMCA STANDARDS COMMITTEE HELD ON

12 FEBRUARY 2019

RESOLVED/-

That the minutes of the GMCA Standards Committee held on 12 February 2019 be noted.

**GMCA 64/19 MINUTES OF THE GREATER MANCHESTER WASTE & RECYCLING
COMMITTEE HELD ON 14 MARCH 2019**

RESOLVED/-

That the minutes of the GM Waste & Recycling Committee held on 14 March 2019 be noted.

**GMCA 65/19 MINUTES OF THE GMCA AUDIT COMMITTEE MEETING HELD ON 21
MARCH 2019**

RESOLVED/-

That the minutes of the GMCA Audit Committee held on 21 March 2019 be noted.

**GMCA 66/19 MINUTES OF THE GMCA OVERVIEW & SCRUTINY COMMITTEES –
MARCH 2019**

Corporate Issues & Reform Overview and Scrutiny Committee: In reference to *Minute CI104/18/02 Programme for Change – OBC* members were updated on the proposals brought forward for the GMFRS Programme for Change. It was reported that the proposals were focused on developing a frontline first approach, therefore with that in mind; it was proposed that one of the significant proposals would be the introduction of a new shift system, which respects colleagues working conditions whilst providing further stability and work-life balance.

This Programme for Change will focus on frontline equipment being up-to-date and up to the standard, modernising station facilities and ensuring adequate training is provided to firefighters without affecting performance or response time. The Mayor added that there would be a public consultation on any potential fire station mergers, and although the situation was challenging any proposals would have minimal impact on response times.

Andrew Western, Leader of Trafford Council expressed his discomfort with the proposals, however also recognised that the Programme for Change was a necessary outcome of continual Government cuts to frontline services. He commented that such proposals would put residents of GM at risk, as levels of firefighters would become too low and the removal of preventative services would result in poorer relationships with communities and an increase in fire related incidents. Suggestions regarding four firefighters on appliances would remove the fifth person from the

appliance who currently plays a critical role in monitoring the safety of their colleagues.

Members suggested that in support of this view, the Combined Authority ask Government to carry out an urgent re-assessment of funding.

RESOLVED/-

1. That the minutes of the Economy, Business Growth & Skills Overview and Scrutiny Committee held 15 March 2019 be noted.
2. That the minutes of the Corporate Issues & Reform Overview and Scrutiny Committee held 19 March 2019 be noted.
3. That the progress with the GM Programme for Change be noted and that the GMCA, in conjunction with other Metropolitan Fire Services write to Government to request an urgent reassessment of funding for frontline fire and rescue services.

GMCA 67/19

**MINUTES OF THE TRANSPORT FOR GREATER MANCHESTER
COMMITTEE HELD ON 15 MARCH 2019**

RESOLVED/-

That the minutes of the Transport for Greater Manchester Committee held on 15 March 2019 be noted.

GMCA 68/19

**MINUTES OF THE GREATER MANCHESTER LOCAL ENTERPRISE
PARTNERSHIP HELD ON 18 MARCH 2019**

RESOLVED/-

That the minutes of the Greater Manchester Local Enterprise Partnership Board held on 18 March 2019 be noted.

GMCA 69/19

GREATER MANCHESTER CARE LEAVERS TRUST

The GM Mayor, Andy Burnham gave an update on the progress in establishing a GM Care Leavers Trust Board to deliver improvements for young people leaving care, which has been funded through a grant received by DfE in support of Government's Care Leavers Covenant.

It was reported that a common core offer would be launched simultaneously with the DfE Care Leavers Covenant. This initiative is aimed at providing support for young people particularly when leaving institutional care and stepping into adult life.

He also went on to thank Paul Marshall, Strategic Director for Children and Education Services, Manchester City Council for his work on this agenda.

Members welcomed the report and noted the importance of appointing individuals to the Board who have lived-in experience, to provide further insight and guidance into the issues faced by Care Leavers.

It was reported that young people are regularly represented at Oldham's full Council meeting and as of recently Children in Care have been given an opportunity to bring an item forward on the agenda. A key area of concern highlighted was around the cost of prescription charges. On the other hand, it was reported that a significant number of Care Leavers in Salford had signed up to higher education.

In discussing the utilisation of Project Management support – Circa £200K, it was further clarified that a portion of the amount had been spent to commission a team to shape this offer and that the remaining funds were available for the GMCA or individual Local Authorities to commission for further work.

In conclusion, the Mayor commended councillors for the work being done at a district level in support of this initiative and added that GM is a forerunner that has gained Government recognition in this particular area of work.

RESOLVED/-

1. That the principles of the GM Care Leavers Covenant and content of the GM Common Core Offer for Care Leavers across GM be approved.
2. That the Terms of Reference for the GM Care Leavers' Trust Board be agreed.
3. That the development of the 5 work streams for all GM Care Leavers and that the project funding proposals be endorsed.
4. To approve the release of £517k of the DfE Innovation funding allocated to the delivery of a GM Care Leaver Trust, to enable successful implementation and in accordance with the financial plan be agreed for future commitments summarised as follows:
 - Project Management support – Circa £200K
 - Development of a GM mentoring scheme – Circa £50K
 - Accreditation and Training for Personal Assistants (statutory role to provide advice and support) – Circa £150K
 - Launch of the GM Covenant and Common Core Offer – Circa £10k
 - Marketing and Promotion – Circa £10k
 - Award a grant to Manchester City Council of £97k to cover costs incurred to date that has led to a development of a project/delivery plan, baseline data to

enable the GMCA progress to the 'delivery phase' of the GM Care Leavers Trust.

5. That the GMCA records its thanks to Paul Marshall, Strategic Director of Children and Education Services at Manchester City Council for his work on progressing the Care Leavers Trust work.
6. That consideration be given the addition of a young person with experience of living in the care system to the join the Care Leavers Trust Board.
7. That it be noted that there is potential for GM Local Authorities to access funds from the Project Management Support for their local initiatives.

GMCA 70/19 OPPORTUNITY PASS, INCLUDING 16-18 FREE BUS TRAVEL

The GM Mayor, Andy Burnham introduced a report that updated members on the implementation of a pilot scheme to introduce an Opportunity Pass including free bus travel for eligible young people residing within Greater Manchester.

He went on to welcome and introduce Rose Marley, CEO of Sharp Futures, to the Combined Authority who had been invited to take on the role of Programme Manager on the Opportunity Pass scheme. Her expertise was anticipated to assist GM in enhancing the value of the offer by linking with the commercial world thus making it more attractive for young people to use.

In developing this pass, the Combined Authority has been working closely with GM's FE providers who have agreed in principle to also support the scheme. He added that further plans were in place to draw on the support from schools and sixth form colleges.

Rose Marley acknowledged that this was a much need investment for young people and reported that the Business Community has significantly embraced this initiative. She added that the scheme aimed to give young people reasons to use the bus thus supporting bus patronage. However, the main aim of the scheme was to link young people with career opportunities across the conurbation and furthermore to link them with other GM wide initiatives such as GM Bridge.

In conclusion, the Mayor added that there were a number of opportunities being made available to young people through apprenticeships and work shadowing opportunities, which they would now be able to access by means of the Opportunity Pass.

RESOLVED/-

1. That the key features of the proposal, including, in particular, the duration of the Pilot; the eligibility criteria for 16-18 year olds; and the proposed delivery model be noted.

2. That the outline scope of the Opportunity Pass and progress to date, including, in particular, the engagement with businesses and other stakeholders to explore opportunities to extend the scope of the Pilot beyond the provision of free bus travel be noted.
3. That Officers be requested to submit a progress update on the delivery of the Opportunity Pass to the GMCA in June 2019.
4. That the strategic and economic case for the provision of free bus travel for eligible young people be noted.
5. That it be noted that the financial case and funding sources for the provision of free bus travel for eligible young people, including, the financial information, has been included in the report to be considered in Part B of this agenda.
6. That the legal advice and EQIA undertaken in regard to the delivery of free bus travel for eligible young people be noted.
7. That the key risks relating to the delivery of free bus travel for eligible young people and the mitigating actions be noted.
8. That the proposal to implement the Pilot for a period of two years from 1 September 2019 be approved.
9. That delegated authority be given to the GMCA Chief Executive and TfGM Interim Chief Executive to take necessary decisions to ensure the delivery of the Opportunity Pass Pilot.
10. That authority be delegated to the GMCA Chief Executive and the GMCA Treasurer, in consultation with the Mayor of Greater Manchester, to approve the decisions required to develop the budget and identify funding to deliver and operate the Opportunity Pass Pilot, as per paragraph 3.5 of this report.
11. That the GMCA record its thanks to Rose Marley, Programme Manager for the Opportunity Pass, and Chief Executive Officer for Sharp Futures for leading the work.

GMCA 71/19

**THE GREATER MANCHESTER MODEL - WHITE PAPER ON UNIFIED
PUBLIC SERVICES FOR THE PEOPLE OF GREATER MANCHESTER**

The Mayor introduced a report that provided an overview of the White Paper on Unified Public Services for the people of Greater Manchester. This White Paper represents a significant step forward in our reform ambitions in Greater Manchester, setting out a 21st century vision for public services and putting forward GM as an international leader in this field. As well as aiming to improve outcomes for people across Greater Manchester, the White Paper also sought to influence the future direction of Central Government policy and spending.

In discussing the paper, it was requested that it be amended to reflect that the 1st devolution deal was signed in 2009, as a result of which, the Combined Authority was formed and the subsequent devolution deal was signed in 2014. Through this second devolution deal GM was able to begin the process of re-regulating bus services and re-designing public services to deliver improved services despite cuts in Government funding.

The White Paper also provided a framework for Local Authorities to work within in reforming public services. Members were assured that the paper was not intended to be a compliance monitoring or a rigid performance management framework. However, the aim of the model was to create effective and efficient public services across GM, which would enhance the wider place-based service agenda. Therefore, it was recognised that in order to ensure a successful delivery of the model it was crucial that all 10 districts work together to have a greater influence particularly post Brexit.

The Mayor informed the Combined Authority of Carolyn Wilkins' recent appointment to the new NHS assembly and wished her success in her role. He also went on to thank colleagues within the NHS for bringing this piece together and for their work on it to date.

In conclusion, he commented on the need for place-based teams to be integrated and added that this approach would see improved service demand management.

RESOLVED/-

1. That the intent of the White Paper be endorsed and that the consultation phase set out with all relevant stakeholders be actively supported.
2. That the intent of the White Paper and support the direction of travel set out within it with all their relevant partners be endorsed at a local level.
3. That it be noted that implementing the GM Model, as described in the White Paper does not require, and was not intended for, any transfer of statutory responsibilities from public bodies up to the GMCA.

4. That it be noted that publication of the White Paper is aligned with the GM Industrial Strategy and the GM Health & Social Care Prospectus, with a view to informing the 2019 spending review.
5. That the GMCA congratulate Carolyn Wilkins on her recent appointment to the NHS Assembly.

GMCA 72/19

GREATER MANCHESTER LOCAL INDUSTRIAL STRATEGY

Councillor Richard Leese, Portfolio Lead for Economy introduced a paper that updated the GMCA on the latest position with the development of the GM Industrial Strategy. It was reported that the full strategy is expected to be launched following the local government elections in May 2019. He added that the work of the Independent Prosperity Review Panel has been crucial to establish a robust and independently verified evidence base.

In conclusion, he thanked Simon Nokes, John Holden and the team at GMCA for their work on the development of the Local Industrial Strategy and to Councillor Richard Leese for his leadership on this agenda.

RESOLVED/-

1. That the progress to date with the development of the GM Industrial Strategy be noted and that the draft strategic priorities, which will form the basis of the full strategy be agreed.
2. That it be noted that negotiations with Government were at an advanced stage and it was expected that the strategy would be agreed imminently and launched following the Local Government elections in May.
3. That the GMCA record its thanks to Simon Nokes, Executive Director of Strategy & Policy and officers at the GMCA for the work undertaken with Government to progress the development of the Local Industrial Strategy.
4. That the GMCA recognised the work of the Independent Prosperity Review had been fundamental in underpinning the development of the Local Industrial Strategy.
5. That the GMCA record its thanks to Councillor Richard Leese for his leadership on this agenda.

GMCA 73/19

FIVE YEAR ENVIRONMENT PLAN

Cllr Alex Ganotis, Portfolio Leader for the Green City Region introduced a report that sought approval to the final version of the 5 Year Environment Plan.

He thanked the BBC, Environment Agency, Carbon Co-op, Manchester Education Network, Creative Concerns, North West Business Leadership team and GM Growth

Company for their support in organising and for the successful delivery of the Green Summit held on the 25 March 2019.

The event was aimed at seeking feedback on the Plan and defining the work ahead particularly in implementing the Plan. It also highlighted the scale of challenges ahead along with the immediate actions that GM were required to implement over the next 5 years.

He also went on to thank the Health & Social Partnership and the GM Planning & Housing Scrutiny Committee for their feedback, which has been reflected in the final draft. He further went on to assure members that the GMCA would continue to receive regular updates as the Plan develops.

The Mayor thanked Councillor Alex Ganotis for his contributions to the Combined Authority and for his leadership on the Green-City Region Agenda during his term in office as Leader for Stockport Council.

RESOLVED/-

1. That the updates on any views/issues raised at the Green Summit be noted.
2. That the Executive Summary (Annex 01) and Environment Plan (Annex 02) be agreed.
3. That it be noted that the Plan now reflected the feedback from the GM Health & Social Care Partnership and the GMCA Housing, Planning & Environment Overview and Scrutiny Committee.
4. That the GMCA recorded its thanks to all the partnership organisations who were involved in the organisation of the recent Green Summit.
5. That the GMCA acknowledge that this is likely to be Councillor Alex Ganotis' last meeting as a member of the GMCA as the Leader of Stockport Council and records its thanks to him for all his work and in particular for his leadership on the Green City Region portfolio which has significantly contributed to the progress to date.
6. That it be noted that regular updates on the Five Year Environment Plan will be submitted to the GMCA.

GMCA 74/19

GMCA CULTURAL STRATEGY

Councillor Linda Thomas, Portfolio Leader for Culture introduced a report that outlined the process undertaken to develop a Greater Manchester Cultural Strategy.

Following feedback from stakeholders, a revised draft of the Greater Manchester Culture Strategy had been developed seeking GMCA approval.

It was further reported that subject to GMCA agreement, the GM Cultural Strategy would be launched, alongside a detailed Implementation Plan. She added that progress would be reported on a quarterly basis to the GM Culture and Heritage Steering Group and at least annually to the GMCA.

The GMCA recognised the work put into developing the Strategy and thanked the GMCA Cultural Team for their work and Donna Hall for leading on this piece of work over the last 12 months.

In support of the Strategy, Councillor Sean Fielding re-affirmed his commitment to developing the cultural offer in Oldham and informed Members of the Council's intentions to continue the development of the Colosseum Theatre.

Members acknowledged that there was a need to strengthen Greater Manchester's cultural international recognition and develop existing relationship as this would build GM's economy.

The Mayor commented on the need for culture to lift initiatives taking place within Town Centres and link it with other ongoing strategies. It was reported that the 'Town of Culture' had been incorporated into the Strategy, in line with the Mayor's Town Centre Challenge. He further informed the Combined Authority that the GMCA had received its first bid from Oldham in respect of the 'Town of Culture' initiative and encouraged other Local Authorities to do the same.

RESOLVED/-

1. That the process undertaken in development of the Strategy be noted.
2. That the Greater Manchester Culture Strategy be approved.
3. That the GMCA record its thanks to the GMCA Cultural Team, under the leadership of Donna Hall for the development of the Cultural Strategy over the last 12 months.

GMCA 75/19

DRAFT DRUG & ALCOHOL STRATEGY (2019-2021)

Jon Rouse, Health & Social Care Partnership introduced a report that sought approval on the GM Drug and Alcohol Strategy and outlined the governance process and extensive consultation undertaken in developing the strategy to date.

It was reported that where programmes required additional investment, such as around Public Engagement and Alcohol Exposed Pregnancies, this was met through the allocation of GM Health and Social Care Partnership Transformation Funding, which has been agreed and was in place.

Members welcomed the report and supported the priorities as outlined in the Strategy. It was further recognised that there was a need to treat social attitudes to combat the roots of the issue alongside enforcing or regulating drug and alcohol misuse. Therefore, it was suggested that the application of the Strategy be promoted as a framework for localities and partners to use within their own localities.

It was highlighted that the use of new psychoactive substances has continued despite changes in the law, with synthetic cannabinoids (Spice) in particular causing increased problems for public services. The GMCA therefore recognised that there was a need to look at the wider issues associated with the use of Spice, both on a local and national level.

RESOLVED/-

1. That the broad objectives of the draft Greater Manchester Drug and Alcohol Strategy be approved.
2. That it be agreed to promote the application of the Strategy as a framework for localities and partners.
3. That the Strategy be approved for the period up to March 2021.
4. That the GMCA record its thanks to colleagues who have been involved in the development of the Strategy.
5. That it be noted that there needs to be a further debate specifically around the wider issues associated with the use of Spice, both at a local and national level.

GMCA 76/19 TURBO CHARGING EQUALITY FOR WOMEN & GIRLS IN GREATER MANCHESTER

Cllr Brenda Warrington, Portfolio Leader for Age-Friendly and Equalities introduced a report that updated Members on the plan to accelerate gender equality in Greater Manchester and sought agreement of the areas of activity identified to take this work forward.

It was reported that Cllr Brenda Warrington chaired the first meeting of the Women's Voice group on 5 March 2019, attended by representatives from across Greater Manchester.

Members welcomed the report and recognised that there was a need to drive gender equality through each of the GMCA portfolio areas.

In support of the agenda, Oldham Council were in engagement with Fawcett Society who have delivered a number of recommendations in support of gender equality. It was also reported that Councillor Ruji Surjan's had been selected as Labour Party

Candidate was the first Bangladeshi female to stand for election in Oldham Council's history.

Members were encouraged to provide an update on their work to improve gender equality to future meetings of the GMCA and were advised that further updates would be provided at subsequent meetings.

The Mayor acknowledged that much work was needed to be done in closing the gender pay gap and welcomed the work being done under the gender equality agenda. He reported that through the Good Employment Charter important provisions were being made to improve the quality of work and adopt flexible working, particularly in relation to part-time work and zero hour contracts which were predominately occupied by women. He further added that a GM work-shadowing scheme would open further opportunities for young women.

RESOLVED/-

1. That the proposed areas of activity - to be further developed into a delivery plan - to turbo charge gender equality in GM be agreed.
2. That the principle of identifying resources to drive forward this agenda, working in partnership across GM and national agencies as appropriate be approved.
3. That Officers be requested to submit further updates of the work programme to future meetings of the GMCA.
4. That the GMCA recognise that gender equality needs to be addressed and driven through each of the GMCA portfolio areas.
5. That each of the GM Local Authorities be invited to provide an update on their work to improve gender equality to the Portfolio holder which can be shared at future CA meetings and link to the GM level work.

GMCA 77/19

MAYOR'S WALKING & CYCLING CHALLENGE FUND

Andy Burnham, Mayor of Greater Manchester, provided an update on progress and sought approval on the fourth tranche of schemes for programme entry to the Mayor's Cycling and Walking Challenge Fund (MCF); and the associated delivery budgets.

He reported that this investment would see the development of the Bee-lines Network that will cut through the city region, and help to deliver a more, integrated and reformed transport system.

RESOLVED/-

1. That the progress of the first three tranches previously granted programme entry for inclusion in the MCF, as set out in section 2 of the report be noted.

2. That the fourth tranche of cycling and walking schemes, as set out in section 3 of the report, be approved for inclusion in Programme Entry in the MCF.
3. That it be noted that the schemes will be further developed; and would be submitted to the GMCA for approval, as appropriate, as set out in section 3 of the report.
4. That the GMCA Treasurer be authorised to make appropriate grants to cover forecast Tranche 4 development costs incurred by scheme promoters in 2019/20 up to a value of £5.4 million (as currently forecast).
5. That the release of up to £1.5 million funding to fund programme management and associated costs in 2019/20 be approved and that authority be delegated to the GMCA Treasurer to make the necessary capital-revenue 'switch' as set out in section 4 of this report.
6. That the £0.26 million for the GM side-road zebra research commission, as set out in section 4.3 of this report, be approved and that authority be delegated to the GMCA Treasurer to make the necessary capital-revenue 'switch' as set out in section 4 of this report.
7. That it be noted that schemes requiring a GMCA contribution of over £0.5 million would be submitted to the GMCA for individual approvals.
8. That authority be delegated to the Chief Executive of the GMCA, in consultation with the Mayor, to approve schemes where the GMCA contribution is less than £0.5 million, to approve consequent grant awards (including for development costs) and to agree variations to funding provided the total funding remains below £0.5 million.

GMCA 78/19

TOWN CENTRE CHALLENGE UPDATE – MAYORAL DEVELOPMENT CORPORATION

Andy Burnham, Mayor of Greater Manchester, provided an update on the recent public consultation on the establishment of a Stockport Mayoral Development Corporation (MDC) for the Town Centre West area of Stockport Town centre.

He reported that the outcome of the consultation was favourable and received a significant degree of support for the establishment of a vehicle that will take the Town Centre West area forward in terms of residential development alongside improving public realm facilities.

Councillor Alex Ganotis reported that once the Secretary of State has received notification of the designation, he must establish a Mayoral Development Corporation for the area and give it the name as notified by the Mayor. Following discussions with MHCLG it is anticipated that the Order could be in place as early as

summer 2019. In the meantime a shadow board would be established, the Strategic Regeneration Framework would be published for public consultation and a detailed delivery plan would be produced.

The Mayor thanked the GMCA Planning & Housing Team and colleagues at Stockport Metropolitan Borough Council for their work on the proposals for a Mayoral Development Corporation in Stockport Town Centre West. He further went on to notify the Combined Authority that he would welcome bids from other towns also wishing to become Mayoral Development Corporations.

RESOLVED/-

1. That the outcome and responses to the consultation undertaken by the Mayor on the proposed designation of an area of land in Stockport as a Mayoral Development Area be noted.
2. To note the requirement to give due consideration to the proposal by the Mayor to designate an area as a Mayoral Development Area and to notify the Mayor within the consideration period if this CA proposes to reject the proposal.
3. That it be noted that the Mayor may designate the area of land as a Mayoral Development Area following the expiration of the consideration period where the GMCA has not rejected the proposal, and the consent of the member of the GMCA appointed by Stockport Metropolitan Borough Council has been given.
4. That it be noted that subject to approval at recommendation 2 above, the Mayor shall publicise the designation, notify the secretary of state of the designation and the name to be given to the Mayoral Development Corporation, as follows: "Stockport Town Centre West Mayoral Development Corporation."
5. That it be noted that the Mayor, in consultation with Stockport Metropolitan Borough Council, would establish a shadow board in advance of the designation of the area to set the strategic direction for the area.
6. That it be agreed to mandate GMCA officers to work with MHCLG and Stockport Metropolitan Borough Council on the development of the necessary legislation, and to assist with the drafting of the constitutional and financial arrangements for the proposed Mayoral Development Corporation, in consultation with the Mayor.
7. That the GMCA record its thanks to the GMCA Housing & Planning Team and colleagues at Stockport Metropolitan Borough Council for their work on the proposals for a Mayoral Development Corporation in Stockport Town Centre West.
8. That it be noted that the Mayor would welcome bids for Mayoral Development Corporations from other GM Local Authorities.

Councillor Sean Fielding, Portfolio Leader for Education, Skills, Work & Apprenticeships, provided an update on the progress made relating to devolution of the Adult Education Budget to the GMCA for the 2019/20 academic year onwards and sought the GMCA's approval on indicative grant values and subsequent expenditure totalling c.£65m.

Investment in adult education aims to give people the skills they need for life and work, for entering and sustaining employment, supporting up-skilling and re-training, and ultimately boosts productivity and inclusive growth as set out in GM's Local Industrial Strategy.

With systemic improvements across the education landscape GM will deliver higher attainment from compulsory education, whilst making a long term shift in emphasis away from 'second chance' essential skills towards ensuring residents and businesses can keep pace with changes in the labour market and in the global economy.

The key changes planned for 2019/20 would be around working closely with providers to develop improved analysis of learner journeys with the view to improve an individual's employability and quality of life and improve Greater Manchester's productivity. With this in mind, it has been made clear to all providers that GMCA places particular importance on the quality of the initial assessment of learners' needs and goals and robust individual learning plans. These changes would help respond to local skills priorities and build packages of high quality wrap-around support for residents with more complex needs and equally support employment sectors/types with particular skills requirements.

In addition to those funding policy changes, the other key modifications planned for 2019/20 would be around working more closely with providers on proactive performance management and improving the analysis of learner 'journeys' to focus on positive outcomes for individuals and learner progression rather than simply measuring delivery and achievement of learning aims.

GM will work with grant-funded providers to ensure they are meeting the objectives and monitor performance. Over time, this may lead to further changes to the way in which they are funded. However, it has been agreed that each provider would have the potential to receive the same level of funding in 2020/21 to ease transition, subject to performance.

The GM Mayor thanked Councillor Sean Fielding for the work undertaken in relation to the devolution of the Adult Education Budget and acknowledged that it was crucial to link the work being done on the Local Industrial Strategy as this will develop a pipelines of talent to support the local economy.

RESOLVED/-

1. That the update be noted and that the proposed management fee be agreed.
2. That the proposed indicative allocations and subsequent expenditure for the GM grant-funded further education institutions identified be approved and that authority be delegated to the GMCA Treasurer to agree any minor changes that arise in the course of discussions between each institution and GMCA.
3. That authority be delegated to the GMCA Treasurer, in consultation with the Portfolio Leader and Lead Chief Executive for Education, Skills, Work and Apprenticeships (and subject to considerations around any conflicts of interest which might arise), to take forward AEB commissioning, including the procured element, to contract award.
4. That it be noted that the Mayor has approved the proposed indicative allocations and subsequent expenditure for the GM grant-funded local authorities identified.
5. That authority be delegated to the GMCA Treasurer to agree any minor changes that arise in the course of discussions between each authority and GMCA.
6. That the GMCA record it's thanks to Councillor Sean Fielding for the work undertaken in relation to the devolution of the Adult Education Budget.

GMCA 80/19

GREATER MANCHESTER HM TREASURY SKILLS PILOT UPDATE

Councillor Sean Fielding, Portfolio Leader for Education, Skills, Work & Apprenticeships introduced a report that provided an update to the GMCA on the progress of the three HM Treasury Skills Pilots and outlined the next steps to follow.

RESOLVED/-

1. That the report be noted and that the scope of proposed activity for each Pilot programme be approved.
2. That authority be delegated to the GMCA Treasurer, in consultation with the Portfolio Lead for Education, Skills, Work & Apprenticeships, to agree:
 - a. Section 31 Grant conditions, including use and purpose of the management fee
 - b. The proposed commissioning route (for the Self-Employment Pilot); and Contract award as well as the proposal to grant-fund local authorities to develop 'Work Hubs' in their areas for self-employed individuals to access, responding to recommendations in the reports/reviews listed in section 3.2 (This will include a Mayoral Key Decision)

- c. The proposed granted route via The Princes Trust for the Future Workforce Fund
- d. The proposed development & co-design of training courses by employer / provider, facilitated by a grant scheme for the Digital Skills Pilot.

GMCA 81/19

GREATER MANCHESTER CAREERS APPLICATION PLATFORM

Cllr Sean Fielding, GMCA Portfolio Leader for Education, Skills, Work & Apprenticeships introduced a report that provided an update on the progress of the GM Mayor's manifesto commitment to developing and implementing a UCAS-style application system (the GM Careers Application Platform).

The overarching aim of the Platform was to create a single, digital space that help GM's young people to make appropriate and informed decisions about their future careers in a way that makes it simple for them and their parents / families to choose between and apply for an academic or technical pathway.

The Mayor acknowledged that this would provide a clear line of sight to other opportunities across GM such as Work Shadowing and that the opportunity pass would further strengthen the offer.

RESOLVED/-

1. That the report be noted and that the GMCA request approval from each GM Local Authority to act as Joint Data Controller for the Platform on behalf of the 10 GM Local Authorities to utilise concurrent statutory powers and legislative duties held mainly by them (Education and Skills Act 2008 / Education Act 2007).
2. That authority be delegated to the GMCA Treasurer, in consultation with the Portfolio Lead for Education, Skills, Work & Apprenticeships, to approve the contract award following the procurement process.

GMCA 82/19

BREXIT MONITORING

Sir Richard Leese, Portfolio Leader for Business and Economy introduced a report that provided Members with an update on the latest edition of the Greater Manchester Brexit Monitor, including an update from the Government's Spring Statement. This report further outlined work underway across Greater Manchester to prepare for exiting the European Union.

In discussing the potential impacts of Brexit, the GMCA acknowledged that uncertainty over the customs union continued to pose a risk to businesses; and therefore it was important that appropriate contingency plans were put in place by Local Authorities and Partners to be able to withstand and respond to any changes that may arise.

RESOLVED/-

1. That the contents of the March Brexit Monitor (Appendix A) be noted.
2. That the contents of the Spring Statement Briefing (Appendix B) be noted.
3. That the update on Brexit preparatory work underway across Greater Manchester be noted.

GMCA 83/19 GMCA TREASURY MANAGEMENT STRATEGY AND GMCA CAPITAL STRATEGY FUND

Councillor David Moylneux, Portfolio Leader for Resources & Investment introduced a report, which sets out the Capital Strategy for 2019/20 for adoption by the GMCA, as required under the CIPFA Prudential Order. It built on the various capital programmes approved by the GMCA in February, but also the PCC draft capital programme, which was shortly to be considered by the Deputy Mayor for Police and Crime.

Also attached was the annual Treasury Management Strategy Statement, which would be considered by the Audit Committee at its meeting on 21 March 2019. This strategy was consistent with the borrowing needs of the Combined Authority, including the Mayor's PCC functions, identified in the Capital Programme and Capital Strategy.

RESOLVED/-

1. That the Capital Strategy as presented be approved.
2. That the recommendations of the GMCA Audit Committee in relation to the Annual Treasury Management Strategy be approved.

GMCA 84/19 GMCA BUSINESS INVESTMENT STRATEGY

Sir Richard Leese, Portfolio Leader for Economy and Business, introduced a report that updated Members on the details of the Investment Strategy for the non-housing funds that were directly managed by the Greater Manchester Combined Authority.

It was highlighted that it was crucial to develop the Local Industrial Strategy to re-align the way GM uses existing funding available through the Regional Growth Fund and Growing Places Fund to support the Strategy.

RESOLVED/-

That the Investment Strategy, as detailed in the report, be approved.

GMCA 85/19 GROWTH COMPANY BUSINESS PLAN

Councillor Richard Leese declared a personal interest as a Director of the Growth Company in relation to items 28 and 35 – Growth Company Business Plan.

Sir Richard Leese, Portfolio Leader for Business and Economy, introduced a report that updated the GMCA on the Growth Company Business Plan for the 2019-20 financial year, which had been approved by the GC Board. Included in the Plan was an agreed performance reporting framework to allow oversight on core GC deliverables throughout the year, which would be reported to GMCA and the LEP.

RESOLVED/-

That the report and the priorities for 2019/20 included in the Business Plan be endorsed.

GMCA 86/19 GMCA LOCAL GROWTH DEAL (1,2&3) – SIX MONTHLY TRANSPORT PROGRESS REPORT

Andy Burnham, Mayor of Greater Manchester, introduced a report that updated Members on the latest position in relation to the Local Growth Deal Transport Programme (Tranches 1,2 and 3) following on from the last update in September 2018.

RESOLVED/-

1. That the current position in relation to the Growth Deal Major Schemes programme be noted.
2. That the proposed governance approach for SBNI and Oldham Town Centre Regeneration schemes be noted.
3. That the current position in relation to the Growth Deal Minor Works and Additional Priorities programmes be noted.
4. That the funding of up to £1 million advance utility works for the Gt Ancoats Street Major Scheme, by way of grant to Manchester City Council, under the arrangements as set out in paragraph 3.9 be approved.

GMCA 87/19 ACQUISITION OF LOAN TO PROTOS FINANCE LIMITED FROM EVERGREEN FUND TO GMCA

David Molyneux, Portfolio Leader for Investment and Resources introduced a report, which sets out a proposal to acquire a £9.8m loan from the Evergreen Fund (“Evergreen”) to the GMCA in order to create investment capacity within the Evergreen Fund. This would also provide a financial return directly to GMCA over the term of the loan.

Members were requested to note the following amendment:

That the GMCA has proposed to acquire a £12.1m loan with the view to generate additional revenue which will allow Evergreen Funding to be invested in other developments.

RESOLVED/-

1. That the purchase of the existing loan and provision of the remainder of the £12.1m facility (excluding interest) be given conditional approval and progress to due diligence
2. That authority be delegated to the GMCA Treasurer and GMCA Monitoring Officer to review the due diligence information in respect of the loan, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transaction, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the loan at a) above;
3. That the proposed amendment to the capital programme be approved.
4. That it be noted that the GMCA Treasury Strategy, would incorporate provision for such investments.

GMCA 88/19

GREATER MANCHESTER INVESTMENT FRAMEWORK APPROVALS

David Molyneux, Portfolio Leader for Investment and Resources introduced a report that sought GMCA approval for a loan to Apadmi Limited. It was reported that this loan would be made available from recycled funds and that this investment would seek to support the economy by delivering additional jobs.

RESOLVED/-

1. That the funding application for Apadmi Limited (loan of £200k) be given conditional approval and progress to due diligence be approved.
2. That authority be delegated to the GMCA Treasurer and GMCA Monitoring Officer to review the due diligence information in respect of the company, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transaction, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investment at a) above.
3. That authority be delegated for the period 30 March 2019 to 31 May 2019 to the GMCA Chief Executive and the GMCA Treasurer, in consultation with the GMCA Mayor and the Portfolio Lead for Investment to approve funding requests for projects in the absence of a Combined Authority meeting in April and approve any urgent variations on amounts and terms for already approved loans.

4. That it be noted that recommendations approved under the delegation would be subject to the usual due diligence processes and will be reported to the Combined Authority at the next available meeting.

GMCA 89/19

**GREATER MANCHESTER HOUSING INVESTMENT LOANS FUND –
INVESTMENT APPROVAL RECOMMENDATIONS**

Eamonn Boylan, Chief Executive of the GMCA introduced a report that sought Members' approval on the GM Housing Investment Loans Fund as detailed in the recommendations

BORROWER	SCHEME	DISTRICT	LOAN	in the report. The proposal s outlined in the report were welcome d and
Harrison Hunt (Vicarage Gardens) Ltd.	St George's Vicarage, Heaviley	Stockport	£1.277m	
Citybranch SPV	Chapel Square, Regent Road, Altrincham	Trafford	£12.931m	

Councillor Alex Ganotis went on to assure the GMCA that planning approval for the development of St George's vicarage was in place.**RESOLVED/-**

1. That the GM Housing Investment Loans Fund loan as outlined in the table below be approved:
2. That the use of £570,000 City Deal Receipts to provide additional lending to the St George's Vicarage scheme be approved.
3. That authority be delegated to the GMCA Treasurer acting in conjunction with the GMCA Monitoring Officer to prepare and effect the necessary legal agreements.

4. That authority be delegated, for the period 30 March 2019 to 31 May 2019, to the GMCA Chief Executive and the GMCA Treasurer, in consultation with the GMCA Mayor and the Portfolio Holder for Planning, Housing, Homelessness and Infrastructure to approve funding requests for projects in the absence of a Combined Authority meeting in April and approve any urgent variations on amounts and terms for already approved loans. Note that recommendations approved under the delegation will be subject to the usual due diligence processes and will be reported to the Combined Authority at the next available meeting.

GMCA 90/19

EXCLUSION OF PRESS AND PUBLIC

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involves the likely disclosure of exempt information, as set out in paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

PART B

GMCA 91/19

OPPORTUNITY PASS, INCLUDING 16-18 FREE BUS TRAVEL

CLERK'S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute 70/19 above refers).

RESOLVED/-

1. That the financial information, including, in particular, the 'base case' cost and affordability range of the provision free bus travel for eligible young people be noted.
2. That it be noted that the future year costs, above those approved as part of the GMCA Transport Revenue Budget for 2019/20, that will need to be funded by new funding sources and / or an additional precept (as set out in paragraphs 6.8 and 6.10 of the Part A report).

GMCA 92/19

GROWTH COMPANY BUSINESS PLAN

CLERK'S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute 85/19 above refers).

RESOLVED/-

That the report be noted.

GMCA 93/19

GREATER MANCHESTER INVESTMENT FRAMEWORK APPROVALS

CLERK'S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute 88/19 above refers).

RESOLVED/-

That the report be noted.

GMCA 94/19

**ACQUISITION OF LOAN TO PROTOS FINANCE LIMITED FROM
EVERGREEN FUND TO GMCA**

CLERK'S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute 87/19 above refers).

RESOLVED/-

That the report be noted.

GMCA 95/19

**GREATER MANCHESTER HOUSING INVESTMENT LOANS FUND –
INVESTMENT APPROVAL RECOMMENDATIONS**

CLERK'S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute 89/19 above refers).

RESOLVED/-

That the report be noted.

**MINUTES OF THE GREATER MANCHESTER COMBINED AUTHORITY MEETING
HELD ON 31 MAY 2019 AT TRAFFORD TOWN HALL**

PRESENT:

Greater Manchester Mayor	Andy Burnham (In the Chair)
Bolton	Councillor David Greenhalgh
Manchester	Councillor Richard Leese
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Elise Wilson
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

OTHER MEMBERS IN ATTENDANCE:

Manchester	Councillor Angeliki Stogia
Rochdale	Councillor Janet Emsley
Tameside	Councillor Leanne Feeley
Wigan	Councillor Peter Smith

OFFICERS IN ATTENDANCE:

GMCA – Chief Executive	Eamonn Boylan
GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
GMCA – Treasurer	Richard Paver
Office of the GM Mayor	Kevin Lee
Bolton	Sue Johnson
Bury	Geoff Little
Oldham	Rebekah Sutcliffe
Manchester	Joanne Roney
Rochdale	Steve Rumbelow
Salford	Ben Dolan
Stockport	Pam Smith
Tameside	Ian Saxon
Wigan	Alison McKenzie-Folan
GM HSCP	Jon Rouse
Growth Company	Mark Hughes
GMCA	Julie Connor

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

GMCA
GMCA
GMCA
GMCA

Simon Nokes
Claire Norman
Sylvia Welsh
Nicola Ward

GMCA 96/19 APOLOGIES

That apologies be received from Steven Pleasant, Chief Executive Tameside Council and Tony Oakman, Chief Executive Bolton Council.

GMCA 97/19 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

RESOLVED/-

1. That the GMCA and Mayor of GM formally welcome Councillor Elise Wilson, Leader of Stockport Council and Councillor David Greenhalgh, Leader of Stockport Council, as members of the GMCA.
2. That the GMCA and Mayor of GM record their thanks to Councillor Linda Thomas and Councillor Alex Ganotis for their contributions to GM.
3. That the GMCA record its gratitude to all staff at Manchester City Council for the organisation of the respectful commemorative events in recognition of the second anniversary of the Manchester Arena attack.

GMCA 98/19 DECLARATIONS OF INTEREST

There were no declarations of interest made in relation to any item on the agenda.

GMCA 99/19 MINUTES OF THE GMCA MEETING HELD ON 29 MARCH 2019

RESOLVED/-

1. That the minutes of the GMCA meeting held on 29 March 2019 be approved as a correct record.
2. That it be noted that the letter to Government seeking an urgent reassessment of funding for frontline fire and rescue services would be sent imminently.

GMCA 100/19**MINUTES OF THE GMCA RESOURCES COMMITTEE HELD ON 29 MARCH 2019 & 31 MAY 2019****RESOLVED/-**

That the minutes of the meetings of the GMCA Resources Committee held on 29 March 2019 and 31 May 2019 be approved and more specifically, the recommendations of the Committee relating to the Combined Chief Executive Officer – GMCA and TfGM be approved as follows:

1. That the combined role description for the Chief Executive Officer approved.
2. That the salary recommendation for the combined Chief Executive Officer role of £220,000 be approved, payable from the date of taking up the appointment.
3. That it be agreed that the new joint role include the statutory responsibilities of Director General TfGM.
4. That it be noted that savings in the region of £280,000 will be achieved through the implementation of this proposal.

GMCA 101/19**MINUTES OF THE GREATER MANCHESTER LOCAL ENTERPRISE PARTNERSHIP HELD ON 20 MAY 2019****RESOLVED/-**

That the minutes of the Greater Manchester Local Enterprise Partnership Board held on 20 May 2019 be noted.

GMCA 102/19**GMCA HOUSING, PLANNING & ENVIRONMENT OVERVIEW & SCRUTINY COMMITTEE – MINUTES OF THE MEETING HELD ON 11 APRIL 2019****RESOLVED/-**

That the minutes of the GMCA Housing, Planning and Environment Overview and Scrutiny Committee held on 11 April 2019 be noted.

GMCA 103/19**GREATER MANCHESTER SERVICE FOR CHILDREN PROGRAMME**

Councillor Rishi Shori, Portfolio Lead for Young People introduced a report, updating members on progress being made in a number of areas on the GM Children's programme, including-

- The launch of the GM Children's Plan 2019-2022 that will enhance the programme by setting out the priorities for the next few years, ensuring that real progress is made in working towards the shared ambitions for Children and Young People as set out in the Greater Manchester Strategy.
- Specific progress made following the receipt of the £7.43m government funding.
- The proposals presented to the GM Children's Board in April, including a funding request identified from the £7.43m DfE allocation.

Councillor Shori commented that the latest research included in the Plan highlighted that GM children have a lower life expectancy than the UK average, and that despite recent efforts, a third of children in GM still start school not ready to learn. Ensuring equal access to service provision, especially for children with special educational needs, remained a priority for GM and it is hoped that a shared Plan will help to deliver this ambition.

Members of the GMCA expressed their thanks to Councillor Rishi Shori and Charlotte Ramsden, Salford Council for their work in progressing the Plan, alongside the Children and Young People's Board. The importance of hearing the voice of children and young people (especially those who were most vulnerable) was imperative to ensuring that they feel engaged and valued members of the community, who feel they have the opportunity to drive forward future plans and transform services.

Councillor Sean Fielding shared an example of how young people have been engaged through Oldham's Young People's Council and their recent motion regarding free prescriptions for care leavers up to 25 years old being approved by Oldham Council. He added that the creation of more support for foster carers and brokerage services would be welcome recommendations as both posed significant challenges for local authorities.

The Mayor recognised that the care leaver proposal recently approved by Oldham Council was a positive example of people-led policy development and requested that more details be shared in relation to costings etc with the GMCA. He further recognised that the national cuts in funding for Special Educational Needs (SEN) required Greater Manchester to retain its focus on ensuring that children with SEN remained a priority and that good practice, especially in relation to the engagement of parents, be shared across GM.

RESOLVED/-

1. That the progress made on the GM Children's Programme of work following the announcement of £7.43m DfE funding be noted.
2. That the launch of the GM Children and Young People's Plan 2019-2022 be endorsed.

3. That grants for £330,000 (Wigan Council to support for foster carers) and £160,000 (Salford Council to support a review of brokerage/placement models for Looked After Children) be approved.
4. That the work of Charlotte Ramsdem, in coordinating the work of the Children's Programme be recognised.
5. That Oldham Council be invited to share further details on the care leaver prescription policy change with GMCA, with a view to assessing the potential to expand the policy across GM.

GMCA 104/19

UPDATE ON ADDITIONAL FUNDING FOR THE ROUGH SLEEPING INITIATIVE PROGRAMME

The GM Mayor, Andy Burnham provided an update on £506,817 of additional funding secured from the Government's Rough Sleeper Initiative Programme, which aimed to tackle rough sleeping in six boroughs of Greater Manchester.

He also advised on the allocation methodology of funds to local authorities and the proposals to recruit additional outreach capacity in areas currently not in receipt of Rough Sleeper Initiative funding.

Councillor Brenda Warrington reported on the success of Tameside's initiative following receipt of the first round of this funding, which had seen 30 people with complex issues now permanently housed. At the last count there were 7 rough sleepers in Tameside, in comparison to 42 at the same time last year, evidencing that the scheme was making a significant impact.

The Mayor added that at the recent Pride of Manchester awards, Pauline Town was recognised for her work to support homeless people in Tameside. Across GM over 1500 people have been through the scheme, with over 500 gaining a permanent address. Feedback in relation to the 'A bed every night' scheme has evidenced that people who have engaged with the scheme feel more settled and are able to move forward which has again supported the clear need for a further extension. The Mayor went on to express his thanks to Vincent Company and Raise the Roof for their recent fundraising efforts.

RESOLVED/-

1. That the success of the bid to secure additional funding to tackle rough sleeping in Greater Manchester be acknowledged.
2. That the allocation of additional funding to districts at the following levels be agreed – Bolton MBC £83,375, Bury MBC £50,025, Oldham MBC £33,350, Stockport MBC £33,350, Rochdale MBC £33,350, Trafford MBC £33,350, in addition to further awards

of £25,000 each to Trafford MBC and Stockport MBC for provision of personalisation funding.

3. That the retention of £40,000 by GMCA for the employment of a Co-ordinator and £150,000 for the commissioning of Dual Diagnosis support be approved.
4. That authority be delegated to the Treasurer of the GMCA to vary allocations where required, in consultation with the Mayor of GM.
5. That the GMCA support the proposed recruitment process which has been agreed between officers, the GMCA and MHCLG.
6. That the GMCA record its thanks to Government for the funding to support the Rough Sleeping Initiative, which was already seeing positive outcomes for each of the GM districts, recognising the support it has provided to the current the Housing First offer.

GMCA 105/19

GREATER MANCHESTER GOOD EMPLOYMENT CHARTER

The GM Mayor, Andy Burnham introduced a report detailing the full revenue implications and identifying funding sources for the establishment of the Greater Manchester Good Employment Charter, following agreement of the Charter Model at the GMCA meeting held on 31 March 2019. He reminded members that raising employment standards across GM was a major commitment of his manifesto, which was further re-enforced by the outcomes of the Independent Prosperity Review that evidenced the need to reduce employment standard variations.

Members were pleased to see equality and diversity as one of the seven commitments of the Charter and welcomed its alignment with the employment ambitions of local authorities as they were aware of the increase of people in low paid employment. The benefits to employers in signing up to the Employment Charter were evident, especially in relation to the reduction of staff turn around and additional training if an employee remains committed to the same company for a longer period of time.

The Mayor added that other Mayoral Combined Authorities had begun making enquiries as to whether they could replicate similar Charters following the framework developed by GM.

RESOLVED/-

1. That the allocation of funding from retained Business Rates for the implementation of the Charter at a cost of £230,000 per year for three years from 2019-2020 be agreed.
2. That GMCA record its thanks to Councillor Richard Leese and the team at the GMCA for their work in developing the Good Employment Charter which has already seen

substantial commitments made from businesses due to a co-design approach to its development.

GMCA 106/19 JUSTICE DEVOLUTION REFRESH

Beverley Hughes, Deputy Mayor and Portfolio Lead for Stronger, Safer Communities introduced a report that provided an update on the refreshed Justice Devolution Memorandum of Understanding (MoU) with the Ministry Of Justice.

The updated Memorandum builds on the GM Devolution Deal agreed in March 2016 and the development of public service reform principles in Greater Manchester. It demonstrated a progressive ambition and strong partnership, crafted in challenging times. The approach is informed by principles of co-design, co-production and co-commissioning with the ambition to improve outcomes and experiences for offenders, victims, witnesses and the communities and neighbourhoods in which they live.

She added that this refresh will be significantly different due to its partnership agreement which is embedded in a place based approach to service delivery with integrated teams with a preventative focus. This work built on the current innovations in place, and will contribute to the shaping and development of a GM Delivery Plan through the Board. GM will continue to lobby Government to be seen as a separate region in relation to their revised proposals for probation services due to the devolution agreement for Greater Manchester and if agreed, this could be another significant step for GM.

RESOLVED/-

1. That the progress made towards the Justice Devolution refresh be noted and the MoU in anticipation of the formal launch on the 31 May be acknowledged.
2. That the announcement by Government to review the proposals for probation services, in particular the potential for GM to be considered as a region in its own right be noted.

GMCA 107/19 GREATER MANCHESTER SKILLS CAPITAL 2017 – 2020 PROGRAMME UPDATE: OLDHAM COLLEGE & BURY COLLEGE

Cllr Sean Fielding, Portfolio Lead for Education, Skills, Work and Apprenticeships introduced a report updating Members on the latest position of the Round 2 applications for Skills Capital funding from Oldham College and Bury College.

The GM Local Enterprise Partnership (LEP) gave their approval for these recommendations at their meeting on 20th May 2019.

He reported that there would be a final round, with the remaining £2m of Skills Capital funding, details of which would be shared with the GMCA in due course.

As Leader of Oldham Council he welcomed the proposals for funding for Oldham College and reported that they had been rated 'good' in their latest Ofsted inspection. He specifically welcomed the investment in the growth of the course for the construction sector, in order to build a talent pipeline for smaller firms, which would also help to meet GMs targets for the development of smaller brownfield sites. In respect of this, the Mayor commented that there may be further opportunities for the college in relation to the GM property retro-fitting programme.

Councillor Rishi Shori as Leader of Bury Council, also welcomed the proposed investment to Bury College which would further improve the links with the University of Bolton and support the growth of the higher education sector in Bury.

RESOLVED/-

1. That the funding application for a total project cost £8,950,000, with a skills capital funding request of £6,950,000 by Oldham College be granted conditional approval and progress to due diligence.
2. That the re-commencement of Bury College Skills Capital be noted, recognising the total project cost of £6,745,782 with a skills capital grant of £2,250,000.
3. That authority be delegated to the GMCA Treasurer and GMCA Monitoring Officer to review the due diligence information and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transactions, to sign of any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the grant at 1) and 2) above.
4. That the GMCA agree to launch the remaining Skills Capital allocation for a final round, details to be submitted to the GMCA in due course.
5. That it be noted that the increase of retro-fitting existing properties may provide a further training and employment opportunity for students under taking the advanced construction courses at Oldham College.

GMCA 108/19

WILLIAMS REVIEW AND RAIL PROSPECTUS

Andy Burnham, Mayor of Greater Manchester presented a report seeking Members' approval on the draft submission to the Williams Review of Rail, and highlighting the emerging vision for GM rail as part of a city region integrated transport system. The rail prospectus would further identify how GM could overcome some of the current transport challenges and look at future operation and infrastructure.

Councillor David Greenhalgh welcomed the report, and urged that the inter-linking of boroughs across GM remains a shared ambition of a fully integrated transport network.

RESOLVED/-

1. That the submission to the Williams Review of Rail to meet the review submission deadline of 31 May 2019 be approved.
2. That the emerging vision for GM rail as part of a city region integrated transport system be noted.
3. That it be noted the station at Hattersley in Tameside had been included in the list of stations (in paragraph 3.18 of the document) requiring significant changes.

GMCA 109/19

NORTHERN AND TRANSPENNINE EXPRESS RAIL PERFORMANCE

Andy Burnham, Mayor of Greater Manchester presented a report providing a summary of rail performance for Network Rail, Arriva Rail North (trading as Northern) and TransPennine Express in Rail Periods 13, 2018/19 and 1, 2019/20 (03 March – 27 April, 2019). He commented that as a member of Transport for the North, the GMCA has an active interest in rail franchise performance in Greater Manchester delivering reliable and high quality rail services, but unfortunately, the promised improved performance from rail operators has not been delivered. The latest summary of performance showed significantly low levels of reliability and punctuality that have been further impacted by the lack of driver availability especially in relation to weekend services.

The Mayor recognised that Bolton had experienced a significant share of issues, which could be resolved through a fully integrated service but required a prompt solution in the short term.

He reported that (in conjunction with the Mayor of Liverpool) he had recently called on the Government to terminate the franchise.

The GMCA offered their support to the call for the termination of the franchise, and recognised that the lack of performance and continual poor standards had gone on too long. The Government had made promises at the start of the franchise in relation to an updated fleet, direct links to the airport etc, which have not been delivered. The enquiry in relation to Piccadilly and Oxford Road train stations has also not been progressed, despite a further review of the Castlefield corridor that reached the same conclusions as the previous review.

The Mayor echoed this view, and commented that if the Northern Hub had been delivered then GM would have already had a very different transport model but in spite of this, significant Government investment was needed to support the GMCA in

ensuring that transport in GM reached the required standards. Failure to invest in the North of England is a long standing Government issue which now needed a renewed commitment.

RESOLVED/-

That the contents of the report be noted.

GMCA 110/19 TFGM EXECUTIVE BOARD MEMBERSHIP

Andy Burnham, Mayor of Greater Manchester introduced a report setting out options in relation to the membership of the TfGM Executive Board.

RESOLVED/-

1. That the options considered in relation to the membership of the TfGM Executive Board, as set out in the report, be noted.
2. That the appointment of the GMCA Treasurer as an ex-officio member of the TfGM Board be approved.
3. That the extension of the appointments of Non-Executive Directors, Mr Edward Pysden and Mr Les Mosco for 1 year and 2 years respectively, as set out in Option B be approved.
4. That the recruitment of an additional Non-Executive Director, to replace the recently retired Non-Executive Advisor, as set out in Option D of the report, be approved.
5. That the GMCA record its thanks to the current TfGM's Non-Executive Board Directors for their invaluable support to the TfGM Board and gratitude that they were prepared to continue to work with GM.

GMCA 111/19 BREXIT MONTHLY MONITOR

Sir Richard Leese, Portfolio Leader for Business and Economy introduced a report that provided Members with an update on the latest edition of the Greater Manchester Brexit Monitor.

RESOLVED/-

That the content of the April Brexit Monitor be noted.

GMCA 112/19 WHOLE SYSTEM SMART ENERGY PLAN

Andy Burnham, Mayor of Greater Manchester, presented a report produced for Greater Manchester by the Energy Systems Catapult (with financial support from the Department of Business Energy and Industrial Strategy), detailing their recommendations about a Whole System Smart Energy Plan for Greater Manchester.

The report forms one of the key deliverables from the Greater Manchester Green Summit and aims to support Greater Manchester's achievement of the Green Summit aspiration for the City Region to be carbon neutral by 2038.

The key recommendations from this report have been incorporated into Greater Manchester's 5 Year Environment Plan, published and adopted by the GMCA in March 2019.

RESOLVED/-

1. That the contents of the Energy Systems Catapult report, its recommendations and roadmap be noted.
2. That it be noted that the key recommendations of this plan have already been incorporated within the recently published GM 5 year Environment Plan.
3. That the GMCA record its thanks to the former Portfolio Leader, Alex Ganotis in developing the Plan alongside GMCA officers.

GMCA 113/19 ENERGY COMPANY OBLIGATION (ECO) 3

Andy Burnham, Mayor of Greater Manchester, presented a report detailing new delivery mechanisms and processes that Local Authorities need to have in place to enable Greater Manchester's fuel poor residents to benefit through the Energy Company Obligation (Eco) 3 Scheme. This followed recent changes in guidance from the Department for Business, Energy and Industrial Strategy (BEIS) in February 2019.

Members were advised that those local authorities who wished to participate in the scheme could do so via the new Warm Homes Oldham Framework Agreement, which allows ECO funded heating and insulation measures to be installed at the homes of fuel poor, low income and vulnerable households.

In addition, and to remain compliant with BEIS' new guidance, the report also detailed an updated Greater Manchester Local Authority Flexible Eligibility 'Statement of Intent'.

RESOLVED/-

1. That the GMCA commend those GM district councils that wish to continue benefitting from a coordinated approach for the delivery of ECO funded heating and insulation measures at the homes of fuel poor, low income and vulnerable

households in their area, do so to use the Warm Homes Oldham Framework Agreement.

2. That it be agreed to use the Warm Homes Oldham Framework Agreement for the installation of first time central heating systems at the homes of fuel poor, low income and vulnerable households across GM which can be used should additional Warm Homes Fund allocation for GM become available in the future.
3. That it be agreed that the GMCA would publish a revised version of the GM Local Authority Flexible Eligibility Statement of Intent, to come into force on 1 June 2019.
4. That the GMCA record its thanks to Councillor Sean Fielding, and colleagues at Oldham Council for their work in developing the Framework Agreement and the opportunity to share this work with other GM districts.

**GMCA 114/19 GREATER MANCHESTER STRATEGY IMPLEMENTATION
PLAN UPDATE**

Andy Burnham, Mayor of Greater Manchester, introduced a report that provided Members with the latest six monthly update of the Greater Manchester Strategy Implementation Plan and performance dashboards.

The update provided progress against the agreed delivery milestones and ambitions, updated the outcome measures for each of the Greater Manchester Strategy priorities and also provided new delivery milestones for the next six and twelve months.

RESOLVED/-

1. That the updated GM Strategy Implementation Plan and Performance Dashboard be agreed and noted.
2. That the overall progress towards the achievement of the GMS 2020 ambitions and targets be noted.
3. That the GMCA record its thanks to Simon Nokes and the team at the GMCA for their work on the GMS Implementation Plan Performance Dashboard.

**GMCA 115/19 GREATER MANCHESTER INVESTMENT FRAMEWORK
APPROVALS**

David Molyneux, Portfolio Leader for Investment and Resources, introduced a report that sought GMCA approval for an equity investment into Tootoot Limited loan to Apadmi Limited. It was reported that this investment would be made from recycled funds and sought to support the economy by delivering additional jobs.

He also reported that due to there being no GMCA meeting in April, an investment to Shaping Cloud Limited and an amendment to the EON Reality Limited grant were approved under delegated authority. The details of these approvals are included in section four of the report.

RESOLVED/-

1. That the funding application for Tootoot Limited (equity investment of £240k) be given conditional approval and progress to due diligence.
2. That authority be delegated to the GMCA Treasurer and GMCA Monitoring Officer to review the due diligence information in respect of the company, and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the transaction, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the investment at 1) above.
3. That the investment to Shaping Cloud Limited and the amendments to the GM Business Support loan and the EON Reality Limited grant be agreed under delegated authority.

GMCA 116/19

**GREATER MANCHESTER HOUSING INVESTMENT LOANS FUND –
INVESTMENT APPROVAL RECOMMENDATIONS**

City Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness & Infrastructure, introduced a report that sought Members' approval on the GM Housing Investment Loans Fund.

RESOLVED/-

1. That the GM Housing Investment Loans Fund loans be approved as contained with the report below:

BORROWER		SCHEME	DISTRICT	LOAN
Splash Developments Ltd		Daisy Bank Mill	Manchester	£2.338m
Hazellock Ltd		Trafford Plaza	Trafford	£6.01m

2. That authority be delegated to the GMCA Treasurer and in conjunction with the GMCA Monitoring Officer to prepare and effect the necessary legal agreements.

Liz Treacy, GMCA Monitoring Officer introduced a report requesting agreement to appoint to the GMCA's Audit Committee, Overview and Scrutiny Committees and the substitute's pool and Transport for the North Board to ensure that the new committees are constituted as soon as possible for meetings scheduled in June.

RESOLVED/-

1. That Cllr Mary Whitby (Bury), Cllr Colin McLaren (Oldham), Cllr Joanne Marshall (Wigan) and Cllr Chris Boyes (Trafford) be appointed to the Audit Committee for the period up to 20 April 2020. In addition, that Cllr Peter Malcolm (Rochdale) and Cllr James Grundy (Wigan) be appointed as substitutes to the GMCA Audit Committee.
2. That it be noted that the GMCA in June 2017 appointed Gwyn Griffiths and Catherine Scivier as Independent Members of the GMCA Audit Committee for a term of office for three years.
3. That the appointments to the three Overview & Scrutiny Committees, for the period up to 20 April 2020, be approved as follows:

Corporate Issues and Reform Overview & Scrutiny Committee		Economy, Business Growth & Skills Overview and Scrutiny Committee		Housing, Planning & Environment Overview and Scrutiny Committee	
Bolton	Bob Allen (Con)	Bolton	Mudasir Dean (Con) Susan Howarth (Lab)	Bolton	John Walsh (Con)
Bury	Stella Smith (Lab) Tim Pickstone (Lib Dem)	Bury	Mary Whitby (Lab)	Bury	Martin Hayes (Lab) Dorothy Gunther (Con)
Manchester	Ben Clay (Lab)	Manchester	Luke Raikes (Lab) June Hitchen (Lab)	Manchester	Mandie Shilton-Godwin (Lab) Jon-Connor Lyons (Lab)

Oldham	Colin McClaren (Lab) Vacancy (Lab)	Oldham	George Hulme (Lab)	Oldham	Barbara Brownridge (Lab)
Rochdale	Kallum Nolan (Lab)	Rochdale	Daniel Meredith (Lab) Mike Holly (Con)	Rochdale	Linda Robinson (Lab)
Salford	Dave Jolley (Lab) Tanya Burch (Lab)	Salford	Vacancy (Lab)	Salford	Vacancy (Lab)
Stockport	Dena Ryness (Lab) John McGahan (Con)	Stockport	Kerry Waters (Lab) Colin MacAlister (Lib Dem)	Stockport	Janet Mobbs (Lab) Steve Gribbon (Lib Dem)
Tameside	Teresa Smith (Lab)	Tameside	Stephen Homer (Lab)	Tameside	Mike Glover (Lab) Liam Billington (Con)
Trafford	Anne Duffield (Lab) Dave Morgan (Cons)	Trafford	Barry Brotherton (Lab)	Trafford	Kevin Procter (Lab) Amy Whyte (Lab)
Wigan	Joanne Marshall (Lab)	Wigan	Charles Rigby (Lab) Michael Winstanley (Con)	Wigan	Fred Walker (Lab)

4. That the appointment of members to the GMCA Overview & Scrutiny Committee Pool of substitute member, for the period up to 20 April 2020, be approved as follows:

	LABOUR	CONSERVATIVE	LIBERAL DEMOCRAT
Bolton	Linda Thomas	Diane Parkinson	n/a
Bury	TBC	Roy Walker	n/a
Manchester	Jade Doswel		John Leech
Oldham	TBC		Hazel Gloster
Rochdale	Ray Dutton	Pat Sullivan	
Salford		Ali Leitner	

Stockport	n/a	n/a	n/a
Tameside	Adrian Pearce	Ruth Welsh	
Trafford	n/a	Sean Anstee	n/a
Wigan	TBC	Adam Marsh	n/a

5. That the appointment of the GM Mayor to the Transport for the North Board be noted.
6. That it be noted that 1 GMCA member will be appointed as a substitute member to the Transport for the North Board for the period up to 20 April 2020 at the GMCA Annual meeting in June.
7. That Councillor Mark Aldred (Wigan) be appointed from the nominations received from the GM Local Authorities, to the Transport for the North Board Scrutiny Committee and that Councillor Roger Jones (Salford) be appointed as the substitute Member.

GMCA 118/19 EXCLUSION OF PRESS AND PUBLIC

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involves the likely disclosure of exempt information, as set out in paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

PART B

GMCA 119/19 GREATER MANCHESTER SKILLS CAPITAL 2017 – 2020 PROGRAMME UPDATE: OLDHAM COLLEGE & BURY COLLEGE

CLERK'S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute 107/19 above refers).

RESOLVED/-

That the report be noted.

GMCA 120/19 GREATER MANCHESTER INVESTMENT FRAMEWORK APPROVALS

CLERK'S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute 115/19 above refers).

RESOLVED/-

That the report be noted.

GMCA 121/19

**GREATER MANCHESTER HOUSING INVESTMENT LOANS FUND –
INVESTMENT APPROVAL RECOMMENDATIONS**

CLERK'S NOTE: This item was considered in support of the report considered in Part A of the agenda (Minute 116/19 above refers).

RESOLVED/-

That the report be noted.

GM HEALTH AND CARE BOARD

MINUTES OF THE MEETING HELD ON 8 MARCH 2019 AT STOCKPORT COUNCIL, EDWARD STREET, STOCKPORT, SK1 3XE

Bolton Council	Councillor Linda Thomas Suzanne Gilman
Rochdale Council	Councillor Wendy Cox Andrea Fallon
Stockport MBC	Councillor Wendy Wild Pam Smith Mark Fitton
Tameside Council	Steven Pleasant
Wigan Council	Councillor Peter Smith (Chair)
GM Mayor	Andy Burnham
GMCA	Eammon Boylan Emma Stonier
GM Health and Social Care Partnership Team	Joanne Akinleye Steve Barnard Joanne Chilton Jason Kalugarama Warren Heppolette Michael Howard Sumayya Musa Claire Norman Jon Rouse (Chief Officer) Rosie Ryves-Webb Vicky Sharrock
Manchester Health and Care Commissioning	Craig Harris
Salford CCG	Tom Tasker
Stockport CCG	Diane Jones
Wigan CCG	Sally Forshaw
Salford Royal NHS Foundation Trust	Chris Brookes
Primary Care Advisory Group (GP)	Tracey Vell

GMCVO	Nathalie Haslam
Healthwatch	Jack Firth
GM Adult Mental Health Service User Network	Marsha McAdam
Manchester Metropolitan University	Professor Alison Chambers
St Ann's Hospice	Eamonn O'Neal
LGBT Foundation	Rachel Waterman Paul Martin
Future Directions	Emily Paine
Pathways	Kim Doolan Lynne James Jenkinson
GM Carers Partnership	Lynne Stafford
GM Strategic Carers Group	Christine Morgan
Self-advocates	Darren Hayward Tony McDermott Andy Smith Sean Dempsey

HCB 12/19 WELCOME AND APOLOGIES

Apologies were received from Tony Oakman, Rachel Tanner, Councillor Bev Craig, Councillor Richard Leese, Councillor Sara Rowbotham, Councillor Alex Ganotis, Councillor Brenda Warrington, Rob Bellingham, Chris Duffy, Ian Williamson, Noreen Dowd, Cath Briggs, Alan Dow, Tim Dalton, Caroline Kurzeja, Christine Outram, Nicky O'Connor, Sarah Price, Dr Richard Preece, Janet Wilkinson, Steve Wilson and Alex Whinnom.

HBC 13/19 CHAIR'S ANNOUNCEMENTS AND URGENT BUSINESS

The Board agreed that Item 11 – GM Learning Disability Strategy: Implementation Update was taken before Item 10 – GM Support to Carers.

HCB 14/19 MINUTES OF THE MEETING HELD 25 JANUARY 2019

Consideration was given to the minutes of the meeting held on 25 January 2019.

RESOLVED/-

That the meeting minutes be approved as a correct record.

HCB 15/19 STOCKPORT LOCALITY PRESENTATION: AGEING WELL

Pam Smith, Chief Executive, Stockport Council gave a presentation to the Board on work taking place in Stockport around Ageing Well. Eamonn O'Neal, Chief Executive, St Ann's Hospice and Professor Alison Chambers Pro Vice Chancellor of the Faculty of Health, Psychology, and Social Care, Manchester Metropolitan University (MMU).

Key areas highlighted included:

- The draft prospectus has been developed in partnership with St Ann's Hospice and Manchester Metropolitan University to deliver healthy, safe homes which support people to age well.
- This was the first time St Ann's Hospice had been invited at an early stage to collaborate on the development of a plan. A partnership approach had been adopted to ensure people face the end of life well, delivering care in hospice, shared living environments and people's homes.
- This was a unique opportunity to put people in charge of their own health and wellbeing in the most desirable and appropriate environment underpinned by the right support.
- The prospectus articulates the vision for all age housing in Stockport and will inform commissioning of new housing development and care models, future planning and other policies across Stockport.
- Golden threads that ran through the prospectus included; community; design; integrated; smart utilising technology to help provide an innovative choice of places to live.
- Big idea: The All Age Campus & Academy of Living Well within a multi-generational urban village.
- The next steps involved developing individual implementation plans for the four core areas of focus, working alongside Stockport residents to bring the vision to life.

The Board noted the presentation and appreciation for the work of St Ann's Hospice. The Chair noted concerns around potential additional costs to hospices of NHS Nursing Pensions and the importance of supporting other organisations around lobbying government to include hospices in the same category as the NHS, in terms of concessions, was stated.

RESOLVED/-

That the presentation be noted.

HCB 16/19 CHIEF OFFICER'S REPORT

Jon Rouse, Chief Officer, GM Health and Social Care Partnership (GMHSCP), provided the GM Health and Care Board (the Board) with an update on activity relating

to health and care across the Partnership. The update included key highlights relating to performance, transformation, quality, finance and risk. A summary of the key discussions and decisions of the Partnership Board were also provided.

- Sir David Dalton was retiring and the Board noted their thanks and appreciation for the huge contribution he has made nationally and to GM.
- Andrew Foster will be retiring from his post as Chief Executive Officer for Wigan, Wrightington and Leigh NHS Trust and his achievements nationally and locally, particularly in relation to his contributions to the Wigan Deal model, were recognised by the Board.
- Winter had seen challenges in relation to performance. Ambulance turnaround times were highlighted as being better than last year. January and February had seen a dip in performance relating to the 4 hour A&E target but some recovery was now being seen.
- GM was making progress on waiting list size reduction and was now in the best position in the North West in terms of growth since April 2018. GM wanted to maintain waiting lists as close to the April 2018 position as possible.
- GM has been involved in the 2019/20 NHS planning round. National guidance was released in January and following this there had been intensive planning at local and GM level. Challenges around balancing funding and activity were noted. Relationships in GM were highlighted as positive and local systems were working well together.
- Nationally the NHS had made two key announcements; the publication of proposed NHS England legislation to support integrated care, and the publication of the new GP contract, including mandating Primary Care Networks. Work was underway with primary care partners around reconciling contract mechanisms and the GM neighbourhood model.
- The Health and Justice Board was working on a Health and Justice Strategy and one of the key priorities was youth violence and prevention and early intervention. This work was being undertaken with partners including GMP, the GMHSCP and Local Authorities and a series of recommendations and proposals would be brought forward to support this.
- An Urgent Care summit had been held in early February and summits for Cancer treatment and Elective Care were planned later in the year. Dates would be circulated to the Board.

A Member welcomed the statement regarding primary care networks as neighbourhoods were at the heart of the integrated care model.

The Board noted that the budget in table 4.2 did not account for the demand pressures from looked after children and highlighted that this remained a non-sustainable position in terms of delivering balanced budgets in 2021/22.

RESOLVED/-

1. That the content of the report be noted.

2. That the proposed dates of Cancer treatment and Elective Care summits be circulated to all Board Members.

HCB 17/19 TAKING CHARGE – THE NEXT FIVE YEARS

Warren Heppollette, Executive Lead, Strategy and System Development, GMHSCP provided the Board with a presentation on Taking Charge – The Next Five Years.

Key areas highlighted included:

- GM was almost 3 years into the Taking Charge journey and the new prospectus was intended to bring the story up to date and set out ambitions for the next stage of work.
- GM was refreshing the prospectus in order to contribute to and/or respond to; the new NHS long-term plan; the Social Care Green paper; the emerging model of GM public services; the Government Spending Review in 2019 and the national and local industrial strategies.
- Significant differences already made through devolution including; improving children and young people's access to mental health services; improving cancer survival rates to almost the national average; the successes of the Working Well programme in supporting long-term unemployed people into employment and a reduction in delayed transfers of care.
- Core tenets of the system to deliver better, more integrated care were highlighted as being; local care organisations coordinating delivery of integrated care in each borough; GP practices working with other health and care professionals; standardisation across hospital sites and more care in the community and a single local commissioning hub in each borough plus a GM Commissioning Hub.
- The challenges that still needed tackling within GM including key workforce gaps and pressure on the urgent and emergency care system, population health inequalities and inadequate estates and infrastructure. New challenges have also emerged.
- GM were focusing on five key areas for the future to drive the work forward. These were outlined as putting people at the centre, health creation through prevention, true parity of esteem, innovation and an empowered workforce.
- Work was currently underway to support progress in three areas: improving population health, creating a sustainable health and care system and unlocking economic potential.
- The Mayor's ambition to have health as a priority in all public policies was highlighted alongside GM's ambition to become the world's first Marmot city region.
- Priorities for progression under improving population health included policies/programmes to target prevention in wider determinants of health and integrated services across neighbourhoods.
- Priorities for progression for building a sustainable health and care system included creating a unified commissioning system and improving urgent and emergency care performance with patients receiving more help in community based services.

- Priorities for progression in relation to unlocking economic potential included recognising the role of health in relation to economic productivity and the strengths of health innovation systems within GM.

Members of the Board stressed the importance of having a public facing version of the prospectus to ensure that this was understood by GM residents.

The Board recognised the work GM was undertaking to build a modern, up to date health system which improved peoples' health and provided innovative solutions to tackling health inequalities. Challenges around this were also acknowledged as were the foundations laid over the last few years which should enable devolution to drive even more change over the next 5 years. The importance of making connections between the development of this prospectus and the GM White Paper on public service reform were also emphasised as being crucial to future success, with place based working and integrated systems at the heart of this. Board Members noted that it was also important that the message around integration and place based working came from parts of the system where this was in place and making positive change, to drive the adoption of this forward.

RESOLVED/-

That the presentation be noted.

HCB 18/19 GM TRANS HEALTH SERVICE

Paul Martin, Chief Executive, LGBT Foundation presented the GM Trans Health Service report. The trans and non-binary population face challenges in accessing advice, support and specialist services in GM and GM has been exploring an alternative model to respond to these needs. GM has now been identified by NHS England as an early adopter pilot to test a Primary-Care led Trans Health Service which will commence in September over a two-year period. The development of the service has been co-designed with the VCSE, those with lived experience and primary and secondary care clinicians and the outputs of this have helped inform the NHS England Service Specification.

GM has listened to the local trans and non-binary population to understand the challenges and explore how their experience could be improved. Some of the feedback arising from consultation included reducing waiting times, the importance of understanding the diversity of need, better co-productivity, inclusivity of services, drawing on experience of a range of services within over sectors, a need for skilled practitioners and a flexible service with different models of access. One of the areas particularly highlighted in the consultation was ability to access services in order to gain a diagnosis of gender dysmorphic and be prescribed hormones. The most important non-clinical service identified through consultation was counselling. This piece of research will help to ensure that the right GM Trans Health service is developed.

The Board highlighted that GM had created an opportunity for itself to develop a service, due to the lack of services available currently for trans and non-binary people, and fully supported and endorsed this work. It was also hoped that this was a starting

point for a broadening of access to services over time. The role of devolution in enabling GM to progress this work was also emphasised.

Board Members noted that it was important that commissioners review services they commission to assess how they fit the needs of diverse communities.

Members asked why access to the service was limited to those over the age of 17. It was advised that NHS England had stipulated that the pilot was for services for people over the age of 17. The GMHSCP was planning to undertake a piece of work around what GM could do for those under 17, and the GM Commissioning Hub was also looking at non specialist services which could be wrapped around specialist services to provide additional support. The Board were also informed that representations had been made to NHS England about lowering the age of accessibility. Discussions were also underway about the Tavistock Clinic, which provides a gender identity services for those under 17, having a satellite clinic located in Manchester.

RESOLVED/-

1. That the development of the Trans Health Service in Greater Manchester be supported.
2. That the progress towards development of a GM Trans Health Service be noted.
3. That the approach of co-design with key stakeholders, particularly the VCSE sector and those with lived experience be noted.

HCB 19/19 GM WINTER URGENT AND EMERGENCY CARE SUMMIT AND NEXT STEPS

Steve Barnard, Head of Service Improvement, UEC, GMHSCP presented a report which provided a summary of the outputs from the GM UEC winter summit held on 14 February 2019. It had been a challenging six weeks in terms of performance against the 4 hour A&E standard and the summit had convened partners across the system, using this as an opportunity to undertake an intensive analytical piece across each locality in GM.

Key areas considered at the summit were:

- Identifying areas of improvement.
- Looking at areas of good practice.
- Reducing variation across localities.
- The GM UEC Improvement and Transformation Plan and how this could be scaled up to achieve consistency across GM.
- Recognition of the role of primary care and the need to further strengthen engagement with primary care to deliver the GM UEC Improvement and Transformation Plan.

- An agreement to implement a new range of commissioning standards for primary and social care. A draft of these new measures and ambitions will be presented to the GM Partnership Executive Board at the end of March.
- Review of ambulance performance and NWS transportation rates to non-emergency departments.
- Developing system working and mutual aid to identify how GM can work better as a system and utilise the GM Operational Hub better, with increased authority to manage patient flow across the whole system during periods of increased demand.

Members noted that it should be recognised that, despite winter pressures and performance challenges, the system as a whole had kept patients safe. Recognition was also needed for achievements in areas where GM was ground-breaking, and as a consequence saving patients live, such as through the GM Major Trauma Service and the Stroke patients service.

The significant reduction in the number of Delayed Transfers of Care (DTOCs) within GM was highlighted. This improvement was recognised and as was the importance of continuing to focus on this across health and social care. Additionally, the lack of capital investment into A&E services was raised as being a contributing factor impacting on performance.

The significant improvement in performance in Stockport over the past few weeks was highlighted. The new Chief Executive and the wider system, including the CCG and the local authority, were working together on this to improve A&E performance within the locality.

A Member asked to what extent the Partnership was talking to NWS about urgent and emergency care, particularly in relation to the ambulance service transporting patients to alternative services within primary care and away from A&E. The NWS Acting Chief Executive had undertaken measures to improve performance, for example through collaborative work and the new integrated care model which NWS now referred into. However, it was recognised that NWS conveyed fewer people to community services than the Yorkshire Ambulance Service and the North East Ambulance Service. The digital gap in accessing information about relevant services was highlighted, as was cultural change. GM were going to undertake work exploring commissioning intentions and were going to raise commissioning as a GM priority, with the NHSE Regional Director.

Members stated the importance of having more primary care representation at discussions around urgent and emergency care. Primary care also needed to be better connected with urgent care and relationships between the two strengthened. The Tameside work to assist with keeping people at home was also highlighted, as was the importance of looking at what can be done on a local footprint to help improve A&E performance.

RESOLVED/-

That the content of the report be noted and the agreed actions from the summit be supported.

HCB 20/19 FRAMEWORK FOR RESILIENCE AND INDEPENDENT LIVING IN GREATER MANCHESTER

Ewan Jones, Programme Manager Strategic Clinical Network, GM Health and Social Care Partnership, introduced a report which outlined the framework for resilience and independent living in GM which had been developed to support service improvement. The framework also proposed the development of a clinical frailty network to support future conversations within and between localities. The Network would bring together key stakeholders and include participants from patient representatives' groups and the GM Older People's Network and Ageing Hub.

A presentation was also provided to the Board by Ewan Jones, Dr Lauren Wentworth and Dr Saif Ahmed. Key areas highlighted included:

- That identifying clinical frailty was important to enabling people to stay well and live at home for as long as possible.
- The Charter was launched in November 2018 and outlines a framework and standards to support 'direction of travel' within GM, reflects clinical best practice, supports a network and partnership approach and aligns with wider national direction and the NHS Long Term Plan.
- Work of MDTs in Tameside and Glossop, carried out in neighbourhoods, which had found that up to 80% of severely frail patients were living in the community without any service or support in place.
- Person centred and holistic approach was key. It was also stated that people living with frailty had too many emergency hospital admissions, outcomes were better for people supported outside hospital and that a systematic approach will help avoid admissions. The importance of preventative interventions such as support within the community was also highlighted.
- Framework produced is one that can support localities to carry out this work and address issues at a local level.

The important role of family and carers in this work was stressed, as navigating the array of services and support could be challenging. Additionally, a lot of work was underway around accessing electronic health records and raising awareness about data sharing under the new GDPR regulations.

The Board supported the move to treatment within the community/primary care settings but highlighted the need for development plans for staff in these areas so that they are able to fully support this shift in working. This was important to the development of the existing workforce and also for the future workforce.

Board Members stated that it was also important to link this work to the positive ageing agenda. People being referred into non-clinical support services was also noted as being important. It was recognised that early identification was key to implementing preventative interventions that took a person-centred approach.

RESOLVED/-

1. That the 'Resilience and Independent Living' as best practice model for improving experience and outcomes for people living with clinical frailty in Greater Manchester be noted.
2. That the proposed development of the GM Clinical Frailty Network as a vehicle for supporting localities to work locally to improve services be noted.

HCB 21/19 GM LEARNING DISABILITY STRATEGY: IMPLEMENTATION UPDATE

Mark Fitton, Director of Adult Social Services, Stockport Council introduced a report which provided an update on the GM Learning Disability Strategy as to the work undertaken to support implementation since its launch in summer 2018. All localities have made commitments to making improvements in 10 key areas of the Strategy and this aligns with the wider procurement of Adult Social Care programme and how can improve services and support people within the community. Each locality is expected to deliver within the 10 areas and can choose which ones to focus in on. The GM Learning Disability Group is charged with overall responsibility around delivery. Initial implementation has been supported through the 100-day challenge with localities and GM working towards a broad range of commitments which will enable change.

The Board received a presentation from Lynn James Jenkinson, Director/Chief Executive, Pathways and Kim Doolan, Pathways Associates CIC. Self-advocates also contributed to the presentation.

Key areas highlighted included:

- GM had asked Pathways to come back and hold them to account around the delivery of the GM Learning Disability Plan.
- Opportunity to celebrate areas where GM had provided support which were making a difference to people and enabling service users to be heard.
- Investment had been focused around advocacy, belonging, isolation and workforce. Some of the projects highlighted were; the work with Meet N Match to develop a GM friendship/ dating agency to support people; linking the work in Rochdale with self-advocates on transport with the Small Sparks project and training to support volunteer chaperones for Meet N Match; extra lottery funding to support Meet N Match across GM and Lancashire and various projects/work taking place in each area of GM to support implementation of the plan.
- Strong focus on advocacy and enabling people with learning disabilities to get their voice heard. A funding application has also been submitted to fund more work across the North West, to support people with Learning Disabilities to understand their rights and gain skills to speak up and defend these.
- Work has taken place with the team writing the GM Health and Justice Plan. One area in particular arising from this was highlighted as being interactions with the police and how these can be improved for people with learning disabilities.
- Work underway with the Mayor of Greater Manchester and MerseyCare around how support can be provided to people in accessing benefits when being discharged from in-patient settings.

- Culture change within organisations was crucial including access to training for staff to develop a workforce that meets the needs of people with learning disabilities.
- A group of NWRF19 who attended the conference in Blackpool where almost 100 self-advocates worked with leaders from every area of the GM Health and Social Care Sector. Salford Resident, Sean Dempsey, also won the NW Outstanding Leader 2019.
- Next steps included each locality developing a long term plan to implement the Strategy across all priority areas and supporting staff to drive the Strategy forward. Plans have been requested to the submitted to the GM Learning Disabilities Delivery Group by the end of April.
- Recognition of the support of the GMHSCP in helping to develop and drive this work forward.

The Chair thanked presenters for the presentation and highlighted the positive progress made since summer 2018.

The Mayor congratulated Sean on winning the NW Outstanding Leader Award and noted that at the next update each locality should report back on what they were doing to implement the Strategy. He also took this opportunity to raise the court ruling around the sleep-in tariff and the effect on adult social care. One group, active within four GM localities had cut this, and the potential effects on carers pay and standards of care were stressed if GM did not take a view on this.

RESOLVED/-

1. That the outputs and outcomes from the collective 100 day challenge across GM be noted.
2. That the next steps in relation to further implementation of the strategy and the related progress reporting mechanism through the LD Delivery Group, LD and Autism Programme Board and GM Confirm and Challenge be noted.

HCB22/19 GREATER MANCHESTER SUPPORT TO CARERS: LOCALITY PROGRESS UPDATE AND FUTURE RECOMMENDATIONS

Warren Heppolette introduced the Greater Manchester Support to Carers report. The report highlighted that it had been a year since the signing of the GM Carers Charter and that work had taken place since then with commissioners, providers, the Voluntary and Community Sector (VCSE) and carers to develop and shape the current offer and support available to carers cross GM. The GM Exemplar Model for Carer Support has been developed which is a resource localities are using to adapt local services for carers. Additionally, the GM Working Carers Toolkit has been developed and is being recommended to all employers and carers in GM as it identifies ways employers can work to support carers in the workforce.

In December and January conversations had taken place with each locality to provide further insight into the work behind the exemplar model and to give localities an opportunity to; identify strengths and future plans aligned to the six priorities; share

progress to date; identify gaps and further development planned and share challenges where additional action or support at GM level could be beneficial. Each locality had undertaken a range of work to support carers; for example, Rochdale had introduced a single point of contact called the Carer's Hub and Stockport has a service which connects carers with other interest groups in the area.

Some of the next steps were identified as; monitoring of further implementation of the Exemplar model; bringing together all partners to review progress and identify priorities for 2019/20 and looking at how communication can be improved within organisations so carers can be signposted to relevant services for support.

RESOLVED/-

1. That the progress outlined in the report be noted.
2. That the plans for the next 12 months of the programme be approved.
3. That the recommendations and key themes identified as requiring support at a strategic level be supported.

HCB 23/19 DATES AND TIMES OF FUTURE MEETINGS

The following dates and times of future meetings were noted:

- Friday 31 May 2019, time to be confirmed, Trafford Metropolitan Borough Council.
- Friday 26 July 2019, time and venue to be confirmed.
- Friday 13 September 2019, time and venue to be confirmed

RESOLVED/-

That the dates and times of future meetings be noted.

MINUTES OF THE POLICE AND CRIME PANEL MEETING HELD ON THURSDAY 31 JANUARY 2019 AT CHURCHGATE HOUSE, MANCHESTER

Members Present-

BOLTON COUNCIL

Councillor Mohammed Ayub

BURY COUNCIL

Councillor Tamoor Tariq **(Chair)**

GMCA

Greater Manchester Deputy Mayor (Policing and Crime) Beverley Hughes

MANCHESTER CITY COUNCIL

Councillor Nigel Murphy

OLDHAM COUNCIL

Councillor Stephen Williams

ROCHDALE COUNCIL

Councillor Janet Emsley

SALFORD CITY COUNCIL

Councillor Paula Boshell
Councillor David Lancaster

STOCKPORT COUNCIL

Councillor Elise Wilson

TRAFFORD COUNCIL

Councillor Mike Freeman

WIGAN COUNCIL

Councillor Kevin Anderson

INDEPENDENT MEMBER

Angela Lawrence

Also in attendance –

Chief Constable
Richard Paver
Karen Macrae
Clare Monaghan
Gwynne Williams
Steve Annette
Jeanette Staley

Greater Manchester Police
GMCA
GMCA
GMCA
GMCA
GMCA
Salford City Council & GM Police & Crime
Policy Lead

PCP/19/01 APOLOGIES

Apologies were received from Eamonn Boylan, GMCA Chief Executive, Carolyn Wilkins, Chief Executive, Oldham Council, Alison Gwynne and Steven Pleasant Tameside Council and Chris Highton, Rochdale Council.

PCP/19/02 DECLARATIONS OF INTEREST

Councillor Mike Freeman, Trafford Council declared a personal interest in Item 4 – 2019/20 PCC Component of the Mayor Precept, as a GMP police pensioner.

PCP/19/03 MINUTES OF THE POLICE AND CRIME PANEL MEETING – 29 NOVEMBER, 2018 AND MATTERS ARISING

The minutes of the Police and Crime Panel held on 29 November 2018 were submitted for approval.

In relation to the last paragraph on page 3 (Minute PCP/18/22), Councillor Wilson said that it was her recollection that there was a robust and unanimous feeling amongst Members and that it was agreed Members would be more proactive in sending a message to Government, and she suggested that the minute needed to better reflect the strength of feeling felt by the Panel on this issue.

It was noted that the word 'respect' in the same paragraph should read 'respective'.

The Chair added that a letter was sent to the Secretary of State from the Panel and suggested that this should be publicised on the web site pending any decision made today.

RESOLVED/-

1. That subject to the inclusion of the comments above, the Minutes of the Police and Crime Panel held on 29 November 2018 be approved as a correct record.

PCP/19/04 2019/20 PCC COMPONENT OF THE MAYORAL PRECEPT

The Greater Manchester Deputy Mayor (Policing and Crime) presented a report and advised Members of the Police and Crime Panel of the process and the overall context for setting the Police and Crime Commissioner (PCC) component of the Mayoral precept, the proposal of the Mayor for the precept for that year, outlined broadly the budget and how the additional resources would be used to strengthen policing going forward.

She reported that in the last couple of years Government had conceded that policing was under greater pressure and was in need of more resources and instead of providing funding had in fact 'passed the buck' and by allowing Council's to increase the precept, thereby moving the financial burden from national taxation to local taxation. She highlighted the cuts made in police funding since 2010, including 2000 police officers

and 1000 PCSOs and other staff, and the impact of this on capacity to respond to the public.

The Government conceded the need for additional resources but the provisional settlement from Government received on 13 December 2018 provided that the police grant for 2019/20 would be an increase of £8.5m. In addition, a one-off grant of £6.6m, from HM Treasury, was announced to partially mitigate against rising employer pension costs for police officers.

As the additional grants only covered the increased pension costs, the provisional police grant is still 'flat cash' with no additional funding to cover pressures in meeting rising / changing demand, new threats, pay awards and inflationary rises.

Within the settlement, the Home Secretary announced a maximum police precept increase of £24. In 2018/19, the maximum increase allowed was £12. Whilst this indicates that, the Government have recognised that additional funding is required for policing this burden has been placed squarely on local taxpayers.

She added that the Mayor was proposing to bring in the precept to a maximum of £24 to a band D property (£16 at band A which covered 50% of household in Greater Manchester, though there were district variations, and £18.67 at Band B) adding that the Mayor was conscious of the burden on Council taxpayers and that this was an unpalatable opportunity that needed to be taken. She added that primarily the money raised would be used to re-grow to a considerable degree the number of police officers and that increasing the precept to this level would allow for an additional 170 Neighbourhood police officers. It was noted that the aim would be used to recruit 50 detectives and 50 police officers to add to the 10 already in post to police the transport network, subject to consultations taking place. It was noted that the aim was also to establish a team of police officers capable of being deployed across GM to provide extra flexible capacity. To enable this to happen it was recognised that a considerable recruitment exercise would need to be undertaken and that a dedicated project management approach would be required to achieve this aim.

In addition to the increase in front line capacity the Deputy Mayor said that the transformation programme would continue and that there was a strong commitment to continue supporting workforce development and staff wellbeing, and further developments in information, communications between GMP and the public, and keeping pace with technology improvements.

The Deputy Mayor advised that Panel that public consultation had been undertaken on the proposals, responses were received from just under 500 respondents, of which 59% either supported the £24 precept figure, or a higher figure as the means of increasing the number of police officers.

The GMCA Treasurer provided a brief update in relation the police officer pension issue and how this scheme differed from that the local government pension scheme. He added that whilst there remained uncertainties under the Comprehensive Spending Review, Going forward the reserves within the Police Reserve Budget were in a robust position.

The Chief Constable provided a brief update on the thinking behind the proposal in providing additional support to local policing and described the areas where this additional resource was proposed to be deployed. The public have been feeling the stretch on policing over the past two to three years as GMP has been made to focus on the chief risk areas, at the expense of the Force's response to neighbourhood policing. The proposals to provide additional flexibility to meeting issues in any part of the Greater Manchester area, and to do so effectively, would bring greater responsiveness to the sort of things that were of particular concern to local communities, and especially in respect of transport network safety. He outlined the challenges that would be presented by transformational change and indicated that going forward he would be personally overseeing the governance structure.

The Chair wished to place on record his thanks for the work carried in produce the comprehensive report as presented and added his clear disappointment with the Home Secretary and the Government in failing to listen to this Panel, GMP and those who had lobbied hard on behalf of GM.

Opening up the discussion to other members of the Panel, the following issues were explored –

- The importance of recognising (i) the hard work that has been done over the past five years to manage the 25% reduction in the police budget and the consequent loss of 2000 police officers and 1000 support staff, and (ii) that what was being proposed today would only go part way to improving that situation, and that the service that the public expects from its police service can only be fully delivered when the Government's acceptance of under-funding of the service is met by a realistic financial settlement;
- Public perception of the responsiveness of the police force has also suffered in the recent past, and the resources earmarked to provide flexible responses to community needs was welcomed;
- A number of members highlighted the inequity of the burden for funding the shortfall in the annual settlement falling on the least well off in society through Council Tax contributions, and the need therefore to maintain lobbying and pressure on the Government to ensure that this did not become the pattern for the future;
- Concerns remained about the top slicing of the Police Pension Fund, the proposals in the report deal with the situation for the year ahead, but a long term solution needed to be pursued with vigour;
- The proposals to provide additional officers to police the transport network were welcomed but there was concern that this should not be at the expense of PCSOs who had been performing this function previously;
- The proposals within the report that focus on improving communications between the Force and the public were broadly welcomed.

The Chair, Deputy Mayor, Chief Constable and GMCA Treasurer then took the opportunity to respond to the various comments and concerns raised by Members.

Councillor Wilson said that there had been a complete failure on of the Government's behalf to fund the police properly and added that she agreed with comments expressed earlier in the meeting that we need to speech with a strong voice and that passing the cost on to the Council Tax payer was a regressive form of tax that penalised the least fortunate in society. She added that the 'demand' placed on residents was totally unreasonable and not sustainable going forward. She then then recommended that the precept should be set at £22 for a Band D property and this was proposal was seconded by Councillor Ayub.

In response, the Deputy Mayor said that whilst she had a great deal of sympathy with the comments and concerns raised, it should be noted that the vast majority of residents in Manchester were not in a band D property. She added that the Panel found itself in a very difficult situation and that should it decide not to take up the opportunity presented by Government to set the precept at the maximum level being allowed this year, then it would be very difficult to make a compelling case for resources in future years. She then urged the whole of the Panel to unite in accepting the Mayor's recommendation in full, having said that she agreed in principle that this should not be a pattern infinitum.

Councillor Murphy said that he acknowledged the comments made by both members who were recommending setting a precept of £22 for a band D property but felt that that would be held against us going forward, similar to what had happened in relation to social care.

MOTION MADE AND SECONDED/-

That the Panel notes that the Government accepts that policing across the country is underfunded and is disappointed that despite this yet again no additional funds were made available in the recent budget settlement. It is frustrated that instead of funding this directly the Government has decided to allow the precept to be increased by £24 on a Band D council tax bill, despite the inequalities and unfairness of the council tax system.

By agreeing to increase the precept, we recognise that the number of police officers in Greater Manchester still falls short of the 7000 officers the Chief Constable believes are needed to effectively police the conurbation. However, we note that we are able to invest in the following priority areas, addressing public concerns:

- Neighbourhood policing
- Safety on the Transport network
- Safe night time economy
- Continue to improve the 101 service and other forms of customer contact
- Tackling serious and violent crime
- Tackling violence against women and girls
- Improvements to sickness absence

To support the delivery against the above priorities there will be an increase in police officer numbers by 320, in addition to the replacement of officers who leave the force (c.500):

- Recruit 220 new Neighbourhood Police Officers (NPOs) to enable an enhanced response to calls, particularly to those most vulnerable.
- Create a new proactive Force wide team of 50 officers to allow an effective, flexible, pro-active response to local problems and priorities
- A new transport team, with 50 additional officers, to enable a more appropriate response to problems on the transport network, including a wider focus on other transport matters.
- Undertake direct entry detective recruitment which will support investigations, particularly those into serious and violent crime and violence against women

We will initiate a campaign with the other Police and Crime panels across the country to communicate with the public about the current restraints in police funding and lobby government for fair and sufficient funding so we can provide a police service the residents of Greater Manchester deserve.

1. To note that the Mayor proposes to increase the police precept by £24 for a band D property with effect from 1 April 2019.
2. To note the budget assumptions relating to the budgets for 2019/20, including the proposals for the Community Safety Fund.
3. That the process and context within which the PCC component of the precept has been set be noted.
4. That the Panel propose that the precept level can be issued.
5. That the Panel write to Government expressing their concerns as set out in the above recommendation.

AMENDMENT MOVED AND SECONDED/-

That the precept be set at £22 for a Band D property.

The Amendment being put and voted upon the Chair declared that it was LOST.

The Motion then being put and voted upon, it was –

RESOLVED/-

(Councillors Ayub and Wilson dissenting)

That the Panel notes that the Government accepts that policing across the country is underfunded and is disappointed that despite this yet again no additional funds were made available in the recent budget settlement. It is frustrated that instead of funding

this directly the Government has decided to allow the precept to be increased by £24 on a Band D council tax bill, despite the inequalities and unfairness of the council tax system.

By agreeing to increase the precept, we recognise that the number of police officers in Greater Manchester still falls short of the 7000 officers the Chief Constable believes are needed to effectively police the conurbation. However, we note that we are able to invest in the following priority areas, addressing public concerns:

- Neighbourhood policing
- Safety on the Transport network
- Safe night time economy
- Continue to improve the 101 service and other forms of customer contact
- Tackling serious and violent crime
- Tackling violence against women and girls
- Improvements to sickness absence

To support the delivery against the above priorities there will be an increase in police officer numbers by 320, in addition to the replacement of officers who leave the force (c.500):

- Recruit 220 new Neighbourhood Police Officers (NPOs) to enable an enhanced response to calls, particularly to those most vulnerable.
- Create a new proactive Force wide team of 50 officers to allow an effective, flexible, pro-active response to local problems and priorities
- A new transport team, with 50 additional officers, to enable a more appropriate response to problems on the transport network, including a wider focus on other transport matters.
- Undertake direct entry detective recruitment which will support investigations, particularly those into serious and violent crime and violence against women

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3. That the process and context within which the PCC component of the precept has been set be noted.
4. That the Panel propose that the precept level can be issued.

5. That the Panel write to Government expressing their concerns as set out in the above recommendation.

PCP/19/05 FUTURE SCRUTINY RESPONSIBILITIES – STATUTORY ORDER PROGRESS UPDATE

The Greater Manchester Deputy Mayor (Policing and Crime) presented a report that provided an update on current progress regarding the Fire Order, which would enable statutory responsibilities relating to Fire to be included within the responsibilities of the Greater Manchester Police and Crime Panel.

RESOLVED/-

1. That consideration of the report be deferred to a future meeting of the Panel.

PCP/19/06 GREATER MANCHESTER POLICE AND CRIME PLAN – FORWARD PLAN 2018/20

The Panel received a report that set out the Forward Plan to inform the business of the Greater Manchester Police and Crime Panel (GMPCP).

RESOLVED/-

1. That consideration of the report be deferred to a future meeting of the Panel.

PCP/19/07 ANY OTHER BUSINESS

That specific member training regarding future arrangements in respect of Fire scrutiny responsibilities be arranged in due course.



MINUTES

Meeting:	National Park Authority
Date:	Friday 15 March 2019 at 10.00 am
Venue:	The Board Room, Aldern House, Baslow Road, Bakewell
Chair:	Cllr A McCloy
Present:	Cllr D Chapman, Mrs P Anderson, Mr J W Berresford, Cllr D Birkinshaw, Cllr P Brady, Cllr M Chaplin, Cllr C Furness, Cllr A Hart, Cllr Mrs G Heath, Cllr H Laws, Cllr B Lewis, Cllr Mrs C Howe, Cllr C McLaren, Cllr J Perkins, Cllr Mrs K Potter, Cllr Mrs L C Roberts, Mr K Smith, Cllr R Walker and Cllr B Woods
Apologies for absence:	Mr P Ancell, Cllr J Atkin, Cllr C Carr, Cllr A R Favell, Mr Z Hamid, Mr R Helliwell, Cllr J Macrae and Cllr F J Walton.

8/19 CHAIR'S ANNOUNCEMENTS

The Chair reported that former Member Cllr Judith Twigg was recovering from her recent illness during a visit to Australia and it was understood she would be able to return to the UK soon. Members wished her well for her recovery.

It was noted that a number of present Members were retiring at the end of their current appointments. Cllr Tony Favell and Cllr Lesley Roberts, both former Chairs of the Authority, were standing down at the Parish Member elections in June. Although Cllr Favell was not present, the Chair, on behalf of Members, thanked both him and Cllr Mrs. Roberts for their contribution and hard work.

The Chair also thanked Cllr Caroline Howe and Cllr Jamie Macrae who had both indicated that they were not standing again in the Council elections in May, much appreciating the contribution they had made during their time at the Authority

In addition Mrs Penny Anderson had indicated that she would not be continuing as a Member after her 4 year Secretary of State appointment came to an end in March. The Chair also thanked her stating that she would be missed particularly with regard to her contributions to biodiversity and climate change. There will now be 3 Secretary of State Member vacancies which Defra will be working to recruit to over the coming months.

The Chair highlighted the following events since the last Authority meeting:

- Derby and Derbyshire Joint Committee for Economic Prosperity, D2 Meeting, for Derbyshire Leaders - the Chair had been invited to attend this by Cllr Lewis of Derbyshire County Council and had found the meeting useful and very positive.

- Data from the Ordnance Survey's app and online service had recently found the busiest parts of the country for hikers and had identified that Edale was the most popular place to start a walk in England.
- Visit England Outstanding Contribution to Tourism Award – this prestigious award had been presented to England's National Parks on 11 March. Details of the Experience Collection had been reported to Members at the last Authority meeting. The Chief Executive, Sarah Fowler, together with representatives of other National Parks and the Discover England's National Parks Team, were unaware they had won until they attended the Award ceremony in London on Monday evening. The Chief Executive stated that the award was a testament to work across the National Park family to promote sustainable tourism throughout National Parks and to the most recent work to develop the English National Parks Experience Collection across 9 National Parks.
- Peak District National Park Foundation – registration of the Charity was now complete. Mr Z Hamid, Cllr C McLaren and Cllr A McCloy were the Authority's Member representatives on the Charity which was also comprised of four appointed trustees whom it was hoped would be able to attend a future Authority meeting. The first campaign for the Charity had been announced as 70 for 70 which aimed to raise £70,000 for the 70th anniversary of the 1949 National Parks Act. As part of this fundraising, Lorna Fisher, the Authority's Engagement Manager, will be cycling 1600 miles between all 15 UK National Parks in just two weeks. The Chair thanked Officers for their work in setting up the Charity.

The Chair had recently attended the following meetings and events:

- Meeting with the Leader of Cheshire East Council, Cllr Rachel Bailey, this had been a most productive meeting. A meeting had also been arranged with the Leader of Kirklees Council.
- The re-signing of the Derbyshire Armed Forces Covenant.

9/19 MINUTES OF PREVIOUS MEETING OF 1 FEBRUARY 2019

The minutes of the last Authority meeting held on 1 February 2019 were approved as a correct record.

10/19 MEMBERS DECLARATIONS OF INTEREST

There were no Member declarations of interest.

11/19 TREASURY MANAGEMENT POLICY STATEMENT AND ANNUAL TREASURY MANAGEMENT AND INVESTMENT STRATEGY (A1327/PN)

The Chief Finance Officer (CFO), Philip Naylor, introduced the report which gave details of the necessary statutory requirements governing Treasury Management functions and asked Members to approve:

- 1) An over-arching Treasury Management Policy Statement.
- 2) An Annual Treasury Management and Investment Strategy.

The Annual Treasury Management and Investment Strategy incorporated the requirement to set appropriate Prudential Code indicators and limits, and approve a Minimum Revenue Provision policy.

In response to Members' queries the CFO explained how the borrowing was funded for the Warslow Estate tenancy refurbishment referred to in Appendix 2 of the report and clarified the reference to Standing Orders Section K made in Appendix 1 of the report. He also stated that there were no intermediaries involved in the list of approved lending in Schedule C of Appendix 3 of the report.

The recommendation to approve the proposals was moved, seconded, put to the vote and carried.

RESOLVED:

- 1. To approve the Treasury Management Policy Statement in Appendix 1 of the report.**
- 2. To approve the Annual Treasury Management and Investment Strategy in Appendix 2 of the report, with specific approval of the Prudential Indicators and borrowing limits (paragraphs 5-13 of the appendix), and the policy on Minimum Revenue Provision (paragraphs 14-15 of the appendix), and adopt the Investment Strategy of North Yorkshire County Council (Appendix 3 of the report).**

12/19 CLIMATE CHANGE VULNERABILITY ASSESSMENT 25 % OF FEATURES (EF)

This report had been brought to Members at the request of the Chair and was an early report to make Members aware of the top 25% of special quality features for inclusion in the climate change vulnerability assessment.

The Head of Strategy and Performance, Emily Fox, introduced the report and the team from Moors for the Future who had been commissioned to undertake the project. The team were Diarmuid Crehan, Project Manager, Mollie Hunt and Joe Margetts, Project Officers.

It was noted that the outcomes in Appendix 1 of the report had come from work with Officers and partners. Members would be kept up to date on progress through the year and it was planned to bring a report back on the final vulnerability assessment in Winter 2019.

In response to Members' queries Officers responded with the following points:

- the allocation of features to special qualities shown in Appendix 1 of the report does not mean that they are only part of the allocated special qualities and the allocations will not affect the assessment.
- The team were looking to develop as many contacts as possible to build a network to help learn what is happening now and to influence future work.
- The team will be looking at climate change and other effects but will have to act within their resources.
- If more than the top 25% of features were to be considered at present the project would become more resource intensive.

- The project will be evidence based and the results will be used for internal actions, how the Authority works with partners to deliver the National Park Management Plan and will influence the next National Park Management Plan. The National Park Management Plan Advisory Group will be kept up to date on progress.

The Chair indicated that queries raised by Members regarding the Authority's stance on CO² and signage on moors regarding the bilberry bumble bee would be responded to outside of the meeting.

The recommendation to note the report was moved and seconded. This was put to the vote and carried.

RESOLVED:

To note the top 25% of special quality features for inclusion in the climate change vulnerability assessment.

13/19 AGREEING THE METHODOLOGY FOR REVIEWING THE NATIONAL PARK LOCAL PLAN (BJT)

The Head of Policy and Communities introduced the report which requested agreement of the broad timescale and principles for programme management for the full review of the Local Plan for the National Park. He amended recommendation 3 and 4 of the report as follows:

Recommendation 3 – amended to by adding the words 'subject to the outcomes of the Governance Review'.

Recommendation 4 – amended by deleting the words 'and scoping'. The words 'terms of reference and scope' were also removed and replaced with 'draft work programme'.

It was agreed to further amend recommendation 3 by adding the words 'as approved by the Authority'.

The recommendation as amended was moved, seconded, put to the vote and carried.

RESOLVED:

- 1. To agree the broad timeframe for reviewing the Local Plan set out in paragraphs 17-29 of the report;**
- 2. To delegate responsibility for the management of the project programme to the Director of Conservation and Planning in consultation with the Member Plan Review Steering Group;**
- 3. To establish a Member Plan Review Steering Group for this purpose and approve the draft terms of reference and scope as set out in Appendix 1 of the report subject to the outcome of the Governance Review as approved by the Authority.**
- 4. To confirm that the detailed programme of the review project will be delegated to the Project Team in consultation with the Member Plan Review**

Steering Group as set out in paragraphs 32 to 37 of the report and they may amend the draft work programme to reflect discussion.

- 5. To confirm that the Member Plan Review Steering Group may also offer a critical friend role in the production of Supplementary Planning Documents.**
- 6. To confirm that attendance at meetings of the Steering Group is an approved duty.**

The meeting ended at 11.45 am

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MINUTES

Meeting:	National Park Authority
Date:	Friday 24 May 2019 at 10.00 am
Venue:	The Board Room, Aldern House, Baslow Road, Bakewell
Chair:	Cllr A McCloy
Present:	Cllr D Chapman, Cllr W Armitage, Cllr J Atkin, Mr J W Berresford, Cllr P Brady, Cllr M Chaplin, Cllr C Farrell, Cllr A R Favell, Cllr C Furness, Mr Z Hamid, Cllr Mrs G Heath, Mr R Helliwell, Cllr B Lewis, Cllr Mrs K Potter, Cllr Mrs L C Roberts, Mr K Smith, Cllr R Walker and Cllr B Woods
Apologies for absence:	Mr P Ancell, Cllr D Birkinshaw, Cllr C Carr, Cllr A Hart, Cllr I Huddlestone, Mr J Macrae, Cllr C McLaren and Cllr J Perkins.

14/19 CHAIR'S ANNOUNCEMENTS

The Chair reported that Cllrs Laws, Howe and Walton had left the Authority following the recent elections, and that a Certificate of Appreciation would be sent to them, as a token of thanks. Cllr Macrae would remain as an Authority Member until such time Cheshire East Council had nominated a replacement, which would be after the Authority AGM in July.

The Chair also welcomed Cllr Farrell, High Peak Borough Council and Cllr Armitage, North East Derbyshire District Council to their first meeting of the Authority as new Members and to Cllr Huddlestone, High Peak Borough Council, who unfortunately couldn't attend the meeting today. Cllr Wharmby from Derbyshire County Council was also welcomed to the meeting as observer, as a replacement for Cllr Perkins following his resignation.

The Chair then presented Certificates of Appreciation to both Cllrs Favell and Roberts, and on behalf of the Authority thanked them both for their years of dedication, commitment and energy, and invited them both to say a few words as this was their last Authority Meeting.

The Chair informed Members that shortlisting had taken place for the 3 Secretary of State vacancies, and that 7 people would be interviewed in 3 weeks time and that the closing date for the Parish Nominations was the 28th May.

The Chair then went on to highlight the following meetings and events he had attended since the last Authority Meeting:

- Attended the 70th Anniversary of the 1949 Act, event held by the Campaign for National Parks at Losehill Hall
- Spoke at the Spirit of Kinder Event, marking the anniversary of the Kinder Mass Trespass
- Attended the opening of the Baslow Woodland Park
- Had a meeting with Derbyshire Police Rural Crime Team
- Attended the opening of Millers Dale Station
- Peak Park Parishes Forum Liaison Meeting

15/19 MINUTES OF PREVIOUS MEETING OF 15 MARCH 2019

The minutes of the last meeting of the Authority held on the 15 March 2019 were approved as a correct record.

16/19 URGENT ITEM - MILLERS DALE STATION GOODS SHED RESTORATION

Emma Stone, Head of Visitor Experience introduced the report which was to seek approval from Members to accept a grant offer of £321,169.63 from the RDPE to restore the goods shed at Millers Dale Station. The grant would cover the full costs of re-roofing and converting the goods shed into a interpretation space, in accordance with planning permission granted in December 2018.

Normally the grant, because of its value, would need Audit, Resource and Performance Committee approval to accept it, but because of the deadlines, the report has had to be brought before the Authority Meeting, to accept the offer of the funding, and to enter into any necessary contracts, as the Authority is looking to complete the works quite rapidly.

Members welcomed the report and thanked Emma on the tremendous piece of work.

The recommendation to approve the report was moved and seconded.

RESOLVED:

- **That the Authority grants approval to the Head of Visitor Experience Development to accept the grant offer of £321,169.63 and**
- **That authority to award contracts in connection with the proposed refurbishment be delegated to the Head of Visitor Experience Development in order to meet the agreed timescales and delivery.**

17/19 PUBLIC PARTICIPATION

One member of the public was present to make representations to the Authority under the Public Participation at Meetings Scheme.

18/19 MEMBERS DECLARATIONS OF INTEREST

Item 7

Cllr Potter declared a personal interest as a member of CPRE who were consulted on the National Park Management Plan.

Cllr Heath declared a personal interest as a member of CPRE who were consulted on the National Park Management Plan.

Cllr Brady declared a personal interest as a Parishes Forum Member

Item 9

Cllr Brady declared a personal interest as a Parishes Forum Member

19/19 MEMBER QUESTION

Under Standing order 1.20(2), Cllr Furness raised a question to Mr Hamid as Chair of Audit, Resources and Performance Committee (ARP).

“In view of the public controversy caused by the current advertisement of sale of minor properties, do you agree with me that an urgent review of minor properties disposals policy is now necessary?”.

Mr Hamid, Chair of Audit, Resources and Performance responded:-

“We have seven minor properties for sale and the tender submissions closed on the 17th May. This is the last tranche of minor property disposals approved by ARP in 2017. We have had 21 submissions from a mix of Parish Councils, local charity, private owners and companies, and each disposal as at least 2 bids. A cross departmental working group of officers is currently scoring the tender submissions, and these will go to Resource Management Meeting for a decision on the 17 June. As a learning organisation, and Chair of ARP, I do think that your point is valid and that it is about time that the Policy is reviewed”

20/19 NATIONAL PARK MANAGEMENT PLAN ANNUAL MONITORING REPORT 2018/19 (MM)

The Chair welcomed Dianne Jeffery, the Independent Chair of the National Park Management Plan Advisory Group to the meeting.

Matt Mardling the Senior Strategy Officer then introduced the covering report and explained to Members that The Environment Act requires the National Park Authorities to produce a Management Plan and update it every 5 years, so this report was to provide them with the monitoring information for the end of the first complete year of the new Management Plan, and identify those delivery areas that are either achieved, at risk of not being achieved and not achieved. Of the 26 delivery actions identified, 24 were achieved, 1 was at risk of not being achieved and 1 was action that was not achieved which related to monitoring of landscape which had proved challenging, but expected to be back on track by the end of the calendar year.

Following the workshop that was held to look at better events management, 5 additional actions will go into the Management Plan going forward, and they will be monitored by the Advisory Group.

Dianne Jeffrey then provided an update on the first year's delivery of the 2018-23 Peak District National Park Management Plan, and highlighted some of the difficult challenges facing the National Park.

She explained that the Advisory Group, which meets 3 times year, help to draw informed opinion and wide ranging interests to help steer and develop the combined work of partners to achieve the objectives. Good example of collaborative co-operative working of people working together with different interests towards same objectives. She then went onto give some examples of how they work.

- Preparing for a future climate – looking at which special qualities of the National Park are at greatest risk, through a climate change vulnerability assessment.
- Farming/land management
- Landscape Conservation
- National Park for everyone
- Encouraging enjoyment
- Supporting thriving and sustainable communities and economy

Members then discussed and made comments on the report and plan.

The Chair on behalf of Members thanked Dianne Jeffrey and the National Park Management Plan Advisory team for their hard work, and was pleased to note that the Annual Event in Autumn would be focussing on climate change.

The recommendation to approve the report subject to additional actions regarding events management was moved, seconded, put to the vote and carried.

RESOLVED:-

- 1. To approve the National Park Management Plan Annual Monitoring Report 2018/19.**
- 2. To note the addition of actions relating to events management as part of the Peak District National Park Management Plan 2018-23 delivery plan.**

21/19 PERFORMANCE REVIEW 2018/19 (A197/HW)

Holly Waterman, Senior Strategy Officer introduced the report.

Members were asked to consider a report on the Performance and Business Plan, which is published every year. It contains 2 main sections, the 1st looks at the Authority's Performance over the last 12 months, this is against the 3rd and final year of the Corporate Strategy 2016-2019 which has now finished, and the 2nd section contains our Corporate Risk Register for 2019/20, which is the first year of the new 2019/2024 Corporate Strategy. This had been discussed in detail at the last Audit, Resources and Performance Committee on the 17th May.

The Chair thanked Holly for her report and asked Members to note the High Risks in the report that were out of our control, 2 of which were dependant on external factors, and the uncertainty regarding Brexit, in particular the Moorlife 2020 European Funding for Moors for the Future work, and the impact on Farmers and Land Management in terms of drawing down of agri-environment payments and moving to the new ELMS system, both of which will be monitored very carefully.

Members welcomed the report and the Officer recommendation was moved and seconded, put to the vote and carried.

RESOLVED:-

- 1. To approve the performance review element of the Performance and Business Plan as described in the table at paragraph 9 and accompanying appendices.**
- 2. To approve the Corporate Risk Register for 2019/20.**
- 3. To delegate completion of details to the Chief Executive, to allow publication by the statutory deadline of the 30th June.**

Cllr Lewis joined the meeting at 11.15

The meeting was adjourned at 11.20 for a short break and reconvened at 11.30

22/19 ADOPTING THE DEVELOPMENT MANAGEMENT POLICIES DPD

The Head of Policy and Communities, Brian Taylor introduced the report, which was to report on the findings of the independent Inspector presiding over the Development Management Policies Development Plan Document (DMDPD), and proposed that the documents and associated Policies Map, be adopted by the National Park Authority. The report also proposed a programme of new Supplementary Planning Documents (SPD) and the revised programme for their delivery, together with a revised standard S106 agreement to allow for a "Mortgagee in Possession" clause.

In introducing the report, an amendment to recommendation 5 was made to remove the word "may" after the words "locally needed affordable homes"

The following spoke under the Public Participation at Meetings Scheme:

- Charlotte Gilbert on behalf of the Local Access Forum to urge Members to designate the Monsal Trail to a bridleway as the High Peak and Tissington Trail to give it extra protection and safe guard it for future generations.

Cllr Potter read out a statement regarding railways and multi user trails. Chair asked that she circulate the papers to any Members that would be interested in reading it.

Members welcomed the new clause regarding S106 agreements and thanked the team for their work. A copy of the plan to be made available to all Members as soon as possible.

The report recommendations were moved, seconded, voted on and carried.

RESOLVED:-

- 1. To adopt the Development Management Policies (DMDPD) and Policies Map to become part 2 of the adopted Local Plan for the National Park.**
- 2. To confirm that by adopting the DMDPD the 2001 saved Local Plan policies are replaced in their entirety.**

3. To note the current status of Supplementary Planning Documents (SPD) as set out in paragraph 15 and confirm that the 2003 Affordable Housing SPD will be replaced by the DM Policies DPD.
4. To confirm the revised programme for delivery of the Supplementary Planning Documents as set out in paragraph 17; and
5. To amend the standard S106 agreement for locally needed affordable homes to allow for the insertion of a “Mortgagee in Possession” clause, on terms to be agreed by the Head of Law in consultation with the Director of Conservation and Planning.

Cllr R Walker left the meeting at 11.55 during consideration of this item.

23/19 MEMBERSHIP OF THE APPOINTMENT PROCESS PANEL (JS)

The Democratic Services Manager, Jason Spencer introduced the report which was to confirm the membership of the Member Appointment Process Panel to oversee the process for making appointments to key positions at the Annual Meeting in July.

RESOLVED:-

1. To appoint Cllr Woods, Cllr Carr, Cllr Macrae and Mr Ancell as Members of the Appointment Process Panel.
2. To confirm that the Panel will look at expressions of interest in the context of appointment principles set out in paragraph 6.

Cllrs Heath and Atkin left the meeting at 12.15

24/19 REPORT OF THE GOVERNANCE REVIEW WORKING GROUP (JS)

The Chair in introducing the report thanked the Members and Officers that had participated in the review. Since it was established, the Working Group had met on a number of occasions in what has been a constructive and positive process.

The Members then considered each of the recommendations set out in Appendix 1 of the report.

Subject 1: The role and accountability of Members

That all Members should be encouraged to take an active interest in the entire National Park, not just to the specific area that is normally allocated to them. The map in Park Life linking Members to specific areas will be discontinued, but Member's photographs and contact details will remain.

The motion was voted and carried.

Subject 2: Committee Issues

That the existing template for meetings of the Authority be amended to help all Members engage in the work of the Authority, and that a new Park Management and Resources Committee be set up to replace the current Audit, Resources & Performance

Committee. Some Members felt that the word “Management” in the title wasn’t appropriate, so further discussion was needed with the Working Group and in consultation with the Chair of ARP, to come up with a new title.

The motion was voted and carried.

Subject 3: Officer Delegation Scheme

That delegations to Officers will be considered in more detail by the Working Group before bringing proposals to the Authority.

The motion was voted and carried.

Subject 4: Member Representatives

A meeting has been planned in June before the AGM to look at the stated purpose of Member Representatives and their briefs. The Working Group will be considering in more detail the Member Representative Roles before bringing proposals to the Authority.

The motion was voted and carried.

RESOLVED:-

- 1. To approve the recommendations of the Working Group.**

The meeting ended at 1.05 pm

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HEALTH AND WELL BEING BOARD
29/01/2019 at 2.00 pm



Present: Councillors Chadderton, Chauhan, Jacques and Sykes

Also in Attendance:

Andrea Entwistle	Principal Policy Officer Health and Wellbeing, Oldham Metropolitan Borough Council (OMBC)
Mike Barker	Strategic Director of Commissioning / Chief Operating Officer, Oldham Cares
Jill Beaumont	Director of Children's Health and Wellbeing, Oldham Cares
Chief Superintendent Neil Evans	Greater Manchester Police
Nicola Firth	Interim Chief Officer / Director of Nursing, Pennine Acute Hospitals / NHS Trust
Majid Hussain	Lay Chair, Oldham Clinical Commissioning Group (CCG)
Dr. Keith Jeffery	Clinical Director for Mental Health, Oldham CCG
Merlin Joseph	Interim Director Children's Services, OMBC
Rebekah Sutcliffe	Strategic Director of Reform, OMBC
Katrina Stephens	Joint Acting Director of Public Health / Consultant in Public Health, OMBC
Mark Warren	Managing Director Community, Health and Social Care Services, OMBC
Carolyn Wilkins	Chief Executive / Accountable Officer, Oldham Cares
Liz Windsor-Welsh	Chief Executive, Acting Together
Fabiola Fuschi	Constitutional Services Officer

1 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors M. Bashforth and Harrison, Dr. J. Patterson, Julie Farley, Stuart Lockwood, Donna McLaughlin and Val Hussain.

In the absence of the Chair and the Vice-Chairs, the Board was asked to nominate a Chair for the duration of today's meeting.

RESOLVED that Majid Hussain be nominated Chair of the Health and Wellbeing Board for the duration of today's meeting.

2 URGENT BUSINESS

There were no items of urgent business received.

3 DECLARATIONS OF INTEREST

There were no declarations of interest received.

4 **PUBLIC QUESTION TIME**

There were no public questions received.

5 **MINUTES OF PREVIOUS MEETING**

RESOLVED that the minutes of the Health and Wellbeing Board meeting held on 13th November 2018 be approved as a correct record.

6 **MINUTES OF THE HEALTH SCRUTINY SUB-COMMITTEE**

RESOLVED that the minutes of the Health Scrutiny Sub-Committee meeting held on 11th September 2019 be noted.

7 **RESOLUTION AND ACTION LOG**

RESOLVED that the Resolution and Action Log for the meeting of the Health and Wellbeing Board held on 13th November 2018 be noted.

8 **MEETING OVERVIEW**

RESOLVED that today's Meeting Overview be noted.

9 **JOINT STRATEGIC NEEDS ASSESSMENT**

Consideration was given to a report of the Interim Director of Public Health which sought to update the Board on the current status of Oldham's Joint Strategic Needs Assessment (JSNA), the establishment of the JSNA Sub-Group and the outline work plan for 2019/20.

The Interim Director of Public Health, accompanied by the Speciality Registrar in Public Health, presented the information and addressed the enquiries of the Board Members.

It was explained that the JSNA was the process utilised to determine the current and future health and social care needs of the local population, to inform decision making and to guide the commissioning of the health, wellbeing and social care services in Oldham. The Health and Wellbeing Board was responsible for the production and the oversight of the JSNA.

In September 2018, the Health and Wellbeing Board had endorsed the key principles for the production and maintenance of the JSNA and had also agreed to the revised form and membership of the JSNA Steering Group (i.e.: sub-group of the Health and Wellbeing Board) which would provide strategic oversight and governance of the JSNA process and products on behalf of Oldham Cares. The JSNA Sub-Group had met at the beginning of this week. A scoping document had been drafted. There were several topics that the JSNA Sub-Group intended to cover and they were all based on Public Health local data and key findings. A specific JSNA for Children in Care would be finalised in March 2019 and engagement with the Children in Care Council was ongoing.

It was also reported that the JSNA web-site had been refreshed and updated. The content had been written with input from the Council's Business Intelligence Team. The web-site contained

Oldham's ward profiles and it would also be possible to produce the cluster profiles. The structure of the web-site was explained. The Board was advised that resources would be necessary to keep the web-site up to date.

The Cabinet Member for Health and Social Care commended the work and the efforts undertaken to produce Oldham's JSNA; the Council and its partners would work together to address the issues outlined in the JSNA document.

RESOLVED that:

1. The update from the first meeting of the re-established JSNA sub-group that took place on 24th January 2019, including the outline work-programme for 2019/20 be noted;
2. The progress made to date to update and refresh the content of Oldham's JSNA web-site be noted.

10

CHILDREN AND YOUNG PEOPLE'S STRATEGIC PARTNERSHIP

The Board considered a report of the Assistant Director Safeguarding and Partnerships which outlined the proposals regarding the development of Oldham's Children and Young People's Strategic Framework and set out the role of the proposed partnership board to deliver Oldham's ambition for children and young people, within the wider Greater Manchester context.

The author of the report and the Cabinet Member for Children's Services attended the meeting to present the information and address the enquiries of the Board Members.

The Cabinet Member for Children's Services explained that, following the request of this Board to review Oldham's strategic arrangements around the Children and Young People's agenda, £12M investment had been signed for Children's Services. The Children and Young People's Partnership had been established to replace the Best Start in Life Partnership. Oldham Council and its partners would meet in two separate workshops to determine the Children and Young People's agenda for the next three years.

Members sought and received clarification / commented on the following points:

- Links between the Children and Young People's Partnership and the Emotional Wellbeing and Mental Health partnership – It was explained that the former would bring together under one framework and governance structure the work of other existing partnerships.
- The terms of reference of the Corporate Parenting Panel had been reviewed as well as the way safeguarding processes would operate across the Borough. Cooperation between the Clinical Commissioning Group, the Police and the Council had been strengthened.

- Knife crime and Public Health issues;
- The partnership would include representation of children's acute and community services as well as prevention pathways;
- Voice of the Child – it was explained that young people and the Youth Council had been consulted from a very early stage in the process. The Children in Care Council would also be consulted as they would have a different experience of services.

RESOLVED that:

1. The approach to establish the Children and Young People's Strategic Framework and Children and the Young People's Strategy via a series of engagement workshops with Oldham Partnership Leaders and children and young people be approved;
2. The approach to establishing the Children and Young People's Strategic Partnership Board be noted and endorsed.

11

SEND UPDATE

Consideration was given to a report of the Director of Education and Early Years on the progress against the Written Statement of Action (WSOA) in relation to the Special Educational Needs and Disability (SEND) inspection by Ofsted and Care Quality Commission (CQC) in October 2017.

The author of the report, accompanied by the Assistant Director of Education (SEND), the Executive Nurse NHS Oldham Clinical Commissioning Group and the Chief Executive Officer of POINT (Parent and Carer Forum) attended the meeting to present the information and address the enquiries of the Board.

It was explained that Oldham had been subject to bi-monthly joint monitoring/support meeting from the Department for Education and NHS England in relation to its progress against the WSOA. The outcome of the last meeting in September 2018 had been very positive. It had been agreed that four of the five priority areas of the WSOA were RAG (Red, Amber, Green) rated "Green" with recognition of the work being progressed on the remaining "Amber" priority area in relation to Education Health Care Plans.

It was also reported that, due to changes to the inspection process by Ofsted, Oldham would receive another inspection anytime from March 2019 onwards.

The Board was informed that the figures for Education Health Care Plans for January 2019 were very positive as 100% of the plans had been issued within the statutory 20-week timescale. February's projections were also very promising. Strong partnership with Health Services at operational and strategic level had been key in moving SEND services forward. A Voice of the Child corporate strategy had been developed with various forms of engagement and involvement with children and young people across numerous services. A SEND event had

taken place in October 2018, with opportunities for young people, parents, carers and professionals to come together to gather feedback about SEND services and share good stories. Another event would take place on 3rd February 2019 to discuss children's transition and post 16 opportunities.

The Board commended the progress made so far on SEND services and acknowledged how significant this was for the lives of many young people and their families. The Board agreed that there were many positive stories that needed to be shared such as the young person from Oldham who had become a Paralympian or the 21 young people who had recently become independent travellers.

RESOLVED that:

1. The content of the report be noted;
2. The progress made in relation to SEND be noted;
3. A communication plan be devised to share the positive stories and achievements of young people in Oldham.

12

OLDHAM'S APPROACH TO CHILD FOOD POVERTY

The Board considered a report of the Principal Policy Officer which informed of the initiatives and strategies that had been put in place in Oldham to tackle child food poverty. The author of the report attended the meeting to present the information and address the enquiries of the Board Members.

A short video was displayed which outlined the extent of the issue in the Borough and how it affected children and their families.

It was reported that during the summer holidays, a pilot was introduced to provide locally sourced healthy food for families and children. This involved delivering food where there were existing activities planned and working with existing activity providers and community partners organisations. The pilot was jointly funded by Oldham Education Partnership and Growing Oldham: Feeding Ambition Partnership. Incredible Future Oldham were commissioned to deliver the food for the pilot. The model followed to deliver the pilot was outlined. It was reported that 3,684 healthy meals had been provided during the six-week summer term, across 19 different sites in the Borough.

In addition to the summer provision, a Christmas Holiday pilot had operated over two weeks in December 2018, in a smaller number of sites. The pilot included a universal central offer of food and activity available in Oldham Central Library for two weeks after Christmas, when the Library was open over eight days. Approximately 40 people (children and families) attended each day, accessing food parcels as well as fresh food.

The next steps would be to develop a wider strategy to address child food poverty in Oldham and to consider links to the Greater Manchester Food Poverty Action Plan, to secure sustainable funding towards key priorities and to deliver additional and improved provision in the future.

The Board Members sought and received clarification / commented on the following points:

- Evidence that food was provided to those children who needed it the most – It was explained that food had been made available where activities for children and their families had already been planned by partner organisations;
- Evaluation of the Christmas pilot – It was explained that the pilot had been based at Oldham Library and three other sites outside that. Operating the pilot over this period had been very difficult as many organisations had not been available;
- Working families were those who struggled the most and needed support;
- How to engage with families with chaotic lives to ensure that they were aware of this offer;
- Tackling the stigma associated with food poverty;
- Strong correlation between deprivation and crime;
- Schools offering breakfast clubs for free and links to the overall agenda of children being fed consistently throughout the year;
- Use of Individual Councillors' Budget to support the action to reduce child food poverty;
- Some of the summer projects on food poverty were linked to the work of the Integrated Care Teams;
- Need to link geographic poverty to an action plan; to look at social value of commissioning and involve private contractors to invest in these activities.

The Chair of the Board and the Cabinet Member for Education and Culture commended the actions taken so far on child food poverty and the importance of access to local, healthy food.

RESOLVED that the content of the report be noted.

13

CORPORATE PARENTING ENGAGEMENT EVENT

A delegation of the Oldham Children in Care Council attended the meeting of the Board to present the Corporate Parenting Awareness week and the Children's Champion Scheme. The following points were shared with the Board Members in order to outline the meaning of Corporate Parenting:

- Stick for us;
- Tell us about our potential and we can achieve our goals;
- Don't treat us differently;
- Make sure that our voice means something;
- Act on what we say;
- If things go wrong, put them right;
- Understand our big issues;
- Speak to us without judging us.

It was explained that one of the main issues that Children in Care and Care Leavers often experienced was inconsistency and having to share the same information every time they came in touch with a new social care professional (i.e.: foster carer,

social worker). The Children's Champion Scheme promoted consistency through supporting a young person through their journey into adulthood and championing him/her to reach his/her potential.

RESOLVED that:

1. The presentation be noted;
2. The Children's Champion Scheme be endorsed.

14

DATE OF NEXT MEETING

RESOLVED that the date and time of the next Health and Wellbeing Board meeting be noted: Tuesday 26th March 2019 at 2 p.m.

The meeting started at 2.00 pm and ended at 3.40 pm

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HEALTH AND WELL BEING BOARD
26/03/2019 at 2.00 pm



Present: Councillor Harrison (Chair)
Councillors M Bashforth, Jacques and Sykes

Mike Barker	Strategic Director of Commissioning/Chief Operating Officer
Jill Beaumont	Director of Children's Health and Wellbeing
Majid Hussain	Lay Chair Clinical Commissioning Group (CCG)
Merlin Joseph	Interim Director of Childrens Services
Stuart Lockwood	Oldham Community Leisure
Donna McLaughlin	Alliance Director, Oldham Cares
Dr. John Patterson	Clinical Commissioning Group
Katrina Stephens	Interim Director of Public Health
Mark Warren	Director, Adult Social Care
Carolyn Wilkins OBE	Chief Executive/Accountable Officer

Also in Attendance:

Andrea Entwistle	Principal Policy Officer - Health and Wellbeing
Dr. Henri Giller	Independent Chair LSCB
Lori Hughes	Constitutional Services

1 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Chadderton, Councillor Chauhan, Dr. Jeffery, Julie Farley, Val Hussain, Dave Smith and Rebekah Sutcliffe.

2 URGENT BUSINESS

There were no items of urgent business received.

3 DECLARATIONS OF INTEREST

There were no declarations of interest received.

4 PUBLIC QUESTION TIME

There were no public questions received.

5 MINUTES OF PREVIOUS MEETING

RESOLVED that the minutes of the Health and Wellbeing Board held on 29th January 2019 be approved as a correct record.

6 MINUTES OF THE HEALTH SCRUTINY SUB-COMMITTEE

RESOLVED that the minutes of the Health Scrutiny Sub-Committee held on 18th December 2018 be noted.

7 RESOLUTION AND ACTION LOG

RESOLVED that Resolutions and Action Log from the meeting held on 29th January 2019 be noted.

MEETING OVERVIEW

RESOLVED that the Meeting Overview for the meeting held on 26th March 2019 be noted.

SAFEGUARDING BOARD ANNUAL REPORTS

The Health and Wellbeing Board gave consideration to the Oldham Safeguarding Board's Annual Report and Business Plan.

The report outlined the key messages from the Safeguarding Adults Board Annual Report for 2017/18, progress made against the Safeguarding Adults Board Business plan 2018/19, the implications for Safeguarding Adults arising from the integration of adult and social care in Oldham, the developing links between the Oldham Safeguarding Adults Board and the Oldham Safeguarding Children's Board and the outcome of the Safeguarding Adults Review and proposed implementation plan.

In accordance with the statutory requirements of the Care Act 2014, Oldham Safeguarding Adults Board must produce and publish a three-year strategy, annual business plan and annual report. The Health and Wellbeing Board had requested updates from the Safeguarding Adults Board on progress against the annual business plan. The update served to provide evidence of how partnership working supported adults to live safely in Oldham, free from abuse and neglect.

The Safeguarding Adults Boards 2017/18 annual report demonstrated the progress made on adult safeguarding and individual partner organisations in 2017/18. The latest annual report brought to a conclusion the previous three-year strategy of the Board.

The new three-year strategy, 2018 – 2021 Priorities, articulated a vision that:

“The people of Oldham had a right to live safely, free from abuse and neglect, and are supported to do so by co-operative communities and organisations which;

- Do not tolerate abuse and neglect.
- Champion making safeguarding personal.
- Work preventatively through early identification of new safeguarding issues.
- Deliver excellent practice as the norm.
- Share information effectively.
- Ensure that the public feel confident that adults are protected.”

Board partners prioritised their commitment to the board, held one another to account effectively and promoted and embedded learning.” The strategic objectives for 2018 – 2021 were outlined at Section 2.2 of the report. These priorities were reflected in the 2018/19 business plan of the board and monitored via the board executive and the Board.

It was acknowledged that further work was required to raise the profile of the Safeguarding Adults Board and to address the priority status of transitions.

The integration of community health and social care services across Oldham took place in 2019 as part of the development of Oldham Cares Integrated Care Organisation (ICO). The ICO had seen the integration of CCG and social care commissioning which in Oldham currently included strategic adult safeguarding services. Alongside significant benefits, a number of unintended consequences linked to local integration were recognised. In January 2019, Oldham Safeguarding Adults Board endorsed 22 individual recommendations regarding how the current local model could be strengthened and improved. An implementation programme brief had been developed to propose an approach to deliver the changes involved and the workstreams to delivery the recommendations. Delivery was expected to take place through three phases of activity. A programme team which included Programme Board arrangements, were in place to direct, co-ordinate and deliver the programme.

The Board remarked on the activity to date benchmarking information. Members were informed that stakeholder engagement was stronger than when the LSAB first stated.

The Board were informed of the effectiveness of integrated working and concrete proposals should be developed in six months. The proposals would come back to the Health and Wellbeing Board to asked what needed to be developed.

Members commented on the Prevention Strategy and were informed that Oldham was seen as an advanced player and the joint approach was influential in reducing conflict.

Members noted the benchmarking with regard to ethnicity of the population and were informed of work with the faith communities and that links needed to be strengthened. Some initiatives were needed to engage communities.

Consideration was also given to the Local Safeguarding Children's Annual Board Annual Report 2017/18 and the 2018/19 Business Plan. The annual report detailed the partnership's safeguarding activity over the 12 month period and assessed the impact this activity against the LSCB's Strategic Plan for 2015/18.

The report identified the strategic safeguarding priorities for the next three-year period – 2019/2021 which were:

1. Domestic Abuse
2. Complex and Contextual Safeguarding
3. Children not accessing education including elective home education
4. Transitions

5. Understanding the impact of trauma on children and young people
6. Child's lived experience.

The Business Plan 2018/19 was guided by the priorities outlined in the Strategic Plan. It was noted that the LSCB had commissioned a large number of Serious Case Reviews during the 12-month period which had impacted on the ability to progress some action to the desired stage. Some actions were agreed to be carried into the 2019/20 business plan.

RESOLVED that:

1. The Local Safeguarding Adults Board Annual Report for 2017/18, the Business Plan 2018/19 and Safeguarding Review be noted.
2. The Local Safeguarding Children's Board Annual Report for 2017/18, the Business Plan 2018/19 be noted.

10

TOBACCO CONTROL

The Health and Wellbeing Board gave consideration to a report which provided an update on tobacco control across Oldham. On 14th March 2017, the Board agreed outcomes and actions for Oldham's Tobacco Control Action Plan and a vision to create a smoke free borough. The outcomes were to reduce the number of tobacco users in Oldham; reduce exposure to second-hand smoke (focussing on children and young people) and reduce tobacco related health inequalities.

The Board were requested to note progress against the three actions set out in the Tobacco Control Action Plan. The three actions were:

- To complete the first phase of the CLear process;
- Review the Council's smoking policy; and
- Reduce the number of women who smoke during pregnancy.

The Board were requested to commit continued support of the Tobacco Control agenda which included:

- Consideration of the next steps of the CLear self-assessment process;
- Support to the implementation of the CURE project in Royal Oldham Hospital;
- Support to the continuation of the Supporting a Smokefree Pregnancy Scheme; and
- Support to the improvement of access to stop smoking treatments including e-cigarettes.

The report provided a current position on the three priorities which included the option to invite a 'peer-assessment team' to make a report for the Council to decide how to move forward, the Council smoke free policy which would go live on 1st April 2019 and support for a Smokefree Pregnancy Scheme (SaSFPS).

The report also outlined CURE (Conversation, Understand, Replace, Experts and Evidence-based treatments). The Greater Manchester tobacco control plan, Making Smoking History (MSH) advocated a comprehensive whole system approach to tackling tobacco. The CURE programme was an integral component of delivering the plan and was included in its strategy. Rollout had begun with the launch of CURE at Wythenshawe Hospital in October 2018. Royal Oldham Hospital was in the first wave of hospitals asked to rollout CURE and an initiation meeting had been scheduled for 10th April 2019.

In October 2018, Oldham had launched the annual Stopober campaign with an event hosted by the Greater Manchester Fire and Rescue Service (GMFRS), Turning Point, Positive Steps and Oldham Council. The event included an official signing of a partnership agreement between the organisations which encouraged close partnership working and a set out a number of objectives.

The report also set out the latest findings related to E-cigarettes which concluded electronic cigarettes generated higher quit rates than nicotine replacement therapies (NRT), e-cigarettes achieved this at a much lower cost; and e-cigarettes starter packs should become one of the Stop Smoking Services (SSS) treatment options.

It was noted that the number of people accessing the stop smoking services had decreased year on year, both locally and nationally. Stop smoking services had been in existence for almost 20 years, models of delivery had evolved but some of the processes and mechanisms that supported delivery had not developed. People who continued to smoke were some of the most addicted smokers who required more intensive support and easier access to services and treatments. Access could be improved through the utilisation of pharmacies. Another option could be to disaggregate the costs of stop smoking treatments from the prescribing budget. The options would be explored as part of the Thriving Communities and Health Improvement workstream of Oldham Cares.

The Board were informed that according to the latest data Oldham was in line with the national average but reductions were not significant in manual occupations and those with long term mental conditions. Progress was noted against actions and an assessment had been undertaken. The Board were informed of the smoke free initiative and the next stage in terms of a peer assessment. The Board were also informed smoke free pregnancy scheme, additional training being provided. The Board were also informed about the CURE Programme and support to those to quit whilst in acute care. The stop smoking model had not changed and a different model of support may be needed.

Members asked if people who smoked cannabis were classed as smokers or if it was categorised differently. It was explained that it depended on how individuals identified themselves.

Members asked about the smoking ban on sites and how this was going to be policed and in terms of the Council ban if this included vaping and if Tommyfield Market was included. Members were informed that the ban included all Council spaces and no smoking would be encouraged in all public places. Members asked about the possibility of banning e-cigarettes. E-cigarettes were being kept under review. Members asked if chewing tobacco was monitored and it was not.

The Board were informed of engagement with the voluntary sector and private businesses. The Board also discussed support to residential workers in stressful situations and children looked after where there was a high incidence of smoking. Support would need to be thought through and staff taking on leadership roles for young people. Members also commented on smoking ban in schools. The Board were informed of a full communications plan and a refresh to keep momentum going.

RESOLVED that:

1. The progress on the three key actions as set out in the Tobacco Control Action Plan be noted.
2. A commitment of continued support of the Tobacco Control Agenda be supported which included:
 - a. The next steps of the CLear self-assessment process.
 - b. The implementation of the CURE project in Royal Oldham Hospital.
 - c. The continuation of the Supporting a Smokefree Pregnancy Scheme.
 - d. The improvement of access to stop smoking treatments including e-cigarettes.

11

DATE AND TIME OF NEXT MEETING

RESOLVED that the date and time of the next meeting would be agreed at Annual Council.

The meeting started at 2.00 pm and ended at 3.28 pm



**(MioCare Group CIC, Oldham Care and Support Ltd,
MioCare Services Ltd)**

**Minutes of the Board of Directors' Meeting
14th January 2019**

Present:	Board Members Peter White – Deputy Chair, Non-Executive Board Member (PW) Jeff Jones – Non-Executive Board Member (JJ) Cllr Derek Heffernan – (Cllr DH) Karl Dean – Managing Director (KD)	In attendance Valerie Perrins – Associate Director QPC (VP) June Rainford – Associate Director OPS & COoH (JR) Helen Ramsden – Interim Assistant Director of Joint Commissioning and Safeguarding (HR) Paul Wilkinson – Finance Manager (PWi) Karen Wilson – Business Support Manager (Minutes)
Apologies:	Cllr Fida Hussain (Cllr FH) – Chair Cathy Butterworth – Non-Executive Board Member (CB) Cllr Marie Bashforth (MB) Cllr Zahid Chauhan (Cllr ZC)	Diane Taylor – Associate Director LD & MH (DT) Mark Warren – Shareholder's Advisor & DASS (MW)

No	Agenda Item	Action
1	In Confidence Section One matter was discussed with PW, JJ and DH present.	
2	Welcome, Introduction, attendees and apologies PW welcomed the Board members and officers joined the meeting. PW advised he would Chair the meeting in the absence of Cllr FH. Apologies were noted from Cllr FH, Cllr ZC, Cllr MB, CB, MW and DT. It was noted that CB had provided written feedback to the papers which will be considered as part of the meeting.	
3	Declaration of Interest Cllr Heffernan is a customer of Comfort Call and a member of the Pennine Care NHS Joint Overview and Scrutiny Committee.	
	For Information	

4	<p>Minutes of Last Meeting</p> <ul style="list-style-type: none"> a) The confidential minutes of the last Board meeting held on 12th November 2018 were agreed as a true and accurate record. b) The public minutes of the last Board meeting held on 12th November 2018 were agreed as a true and accurate record. c) The Board action list was discussed and updated accordingly with acknowledgement of the actions yet to be completed. d) A verbal update from the recent Operations Committee held on 9th January 2019 was provided by PW. e) It was noted that the Finance Audit and Risk Committee hadn't met since November's Board meeting. 	
5	<p>MioCare Group Calendar</p> <p>The calendar was discussed and KD reminded members of the Getting in the Know (GITK) event taking place on 7th February 2019.</p> <p>PW and CB send apologies for GITK.</p>	
6	<p>Enablement</p> <p>KD gave a presentation to the Board which explained the integration journey in Oldham and the role of the MioCare Group.</p> <p>KD advised the following: There is a need to consider the future governance arrangements of the group. Further discussions will be held regarding how integration will impact on the group's learning disabilities portfolio of services.</p> <p>PW advised that Members need to understand what integration means for the group and how the organisation will change. PW said members need to have a good understanding of the learning disability side of the business as well as the services that fall under the Enablement transformation. Clarity is also required about MioCare Services.</p> <p>PW thanked KD for the presentation and requested a further presentation on integration be given at February's Board Away Day session.</p> <p>Action: KD to give a further presentation about the impact of integration on the group at the Board Away Day.</p>	KD
For Discussion		
7	<p>MD Update</p> <p>KD gave an update on the following areas:</p> <ul style="list-style-type: none"> - A summary of performance against the 2018 deliverables and offered that 	

	<p>2018 had been a very successful year for MioCare Group. PW agreed that it has been an excellent year.</p> <ul style="list-style-type: none"> - Commissioners within Oldham Cares have accepted a proposal for the 'hosting' of the community health contract from July 2019. - The voluntary Trade Union recognition agreement was signed in December 2018. - The next Getting in the Know event will take place at Chadderton Town Hall on 7th February 2019. There will be a morning and afternoon session and all Members are invited and encouraged to attend. - The AGM and annual staff awards night will take place at Smokies Park Hotel on 21st March 2019 and all Members are invited and encouraged to attend. More details of the event to follow. - A fixed term role of Specialist Practitioner and a permanent role of Operations Manager for the SHALD project have been identified in response to a growing portfolio of services for people with a complex learning disability. - Board were asked to discuss and agree to reducing the number of formal Board meetings from 6 to 4 now that the committees are fully embedded. Due to the number of apologies received from members, a discussion will take place at the Board Away Day. - The Board Away Day will take place at Ena Hughes on February 21st, 2019 2pm until 6pm. - A high-quality Extra Care bid was submitted by SLT in early December 2018. The outcome will be known in early February 2019 and Members will be advised of the outcome. - The system's winter plans were effective until 29th December 2018 when demand significantly increased. Despite the challenges there was always capacity in the community and MioCare played a key role in creating flow. - An update was given on the new SHALD project and a presentation will be given at March's Board meeting. <p>PW thanked KD for the paper.</p> <p>Action: Members to discuss the number of Board meetings at the Away Day.</p>	PW
8	<p>Management Accounts</p> <p>PWi advised Members the surplus for the Group in 2018 is £82k, which is £39k above the budget set for the year.</p> <p>. PWi advised that these numbers were subject to the external audit which will be carried out by Grant Thornton.</p>	
9	<p>Draft 2019 Budget</p> <p>PWi informed Members the draft budget shows a consolidated position of a £43k surplus for 2019. Included within these figures for OCS is an income target of £246k and a 1.5% efficiency target across all services.</p> <p>The MioCare Services budget is heavily dependent on the outcome of the tender for</p>	

	<p>the Extra Care service. No growth is incorporated in the current budget calculations.</p> <p>JJ suggested that MioCare and the Council should consider moving its year end date from January to April to match the Council's.</p> <p>PW thanked PWi for an informative paper and noted that a final budget paper would come to March's Board meeting.</p>	
10	<p>Risk Report</p> <p>KD presented the risk paper and advised that as FAR hadn't met since Board he had reviewed the register. As a result, 2 of the risks had been reduced from a 12 to a 9 and a further 2 risks had been merged into 1.</p> <p>KD informed Members that the current risk register had been developed over 5 years ago and as the operating environment had significantly changed and many of the risks mitigated perhaps the Board would benefit from starting afresh and look at the key risks afresh in current climate.</p> <p>KD proposed that the risk register form a substantive item at the FAR Committee on the 4th February 2019 with the Committee identifying the key current risks to the business and discuss the outcome with Members at the Board Away Day.</p> <p>PW offered that as a Board whatever risks we identify we need to be actively managing and hopefully reducing the risk score over time. JJ offered there will be some risks that will be out of our control as an organisation and will always be assessed as high.</p> <p>Decision: Members agree to the recommendation for FAR Committee to identify the key risks of the business and discuss with Board members at the Board Away Day.</p>	
	For Decision	
11	<p>Governance Action Plan</p> <p>KD advised Members that approval is required for the 2019 Governance Action Plan. The plan largely comprises the recommendations from the recent internal audit on the Group's governance arrangements.</p> <p>Chair suggested the FAR Committee own the action plan and update Board Members at each meeting as appropriate.</p> <p>KD advised that he is reluctant to remove the action plan as a standing item of the Board meetings due to this evolving through the year but could report by exception.</p>	
12	<p>Draft Strategic Business Plan and 2019 Objectives</p> <p>KD informed Members it was appropriate to refresh the business plan for the year ahead and requested agreement of the 2019 deliverables. KD informed members that 4 deliverables had been identified for 2019 that will define the organisation going forward. It was agreed that SHALD, Extra Care contract outcome, Community Enablement and wider integration should be prioritised by Board and SLT.</p> <p>PW said that he was concerned about the resilience of SLT and given the objectives</p>	

	<p>for the year.</p> <p>KD offered that the outcome of the Extra Care contract will be known by then and he will bring a proposal to the away day.</p> <p>Decision: Members agreed the SWOT analysis and SLT resources would be revisited at the Board Away Day.</p>	
13	<p>AOB and Close</p> <p>PW clarified that the matters for consideration at the Board Away Day were:</p> <ul style="list-style-type: none"> Business Plan – SWOT and Resources Integration The key risks to the business Frequency of Board Meetings 	

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Minutes

Oldham Leadership Board

Thursday 17 January

Lees Suite

Present:	Cllr Sean Fielding Cllr Arooj Shah Dr Carolyn Wilkins OBE Majid Hussain Bill Lovat Cllr Jenny Harrison Rebekah Sutcliffe Liz Windsor-Welsh Alun Francis Donna McLaughlin Vinny Roche Supt Danny Inglis Jack Sharpe Nicola Frith Stuart Lockwood Vicky Sugars	Leader, Oldham Council (Chair) Deputy Leader of Oldham Council Chief Executive, Oldham Council Oldham CCG Regional Director, Regenda Homes Councillor, Oldham Council Director of Reform, OMBC Chief Executive, Action Together Principal, The Oldham College Pennine Acute Hospital Trust Chief Executive, FCHO Greater Manchester Police Pennine Acute Hospital Trust Oldham CCG Chief Executive, Oldham Community Power Strategy, Partnerships and Policy Manager
Apologies	Cllr Zahid Chauhan Jayne Clarke CS Neil Evans Ray Ward Helen Lockwood Emma Barton Jeremy Broadbent Dave Benstead Katrina Stephens	Councillor, Oldham Council Oldham Sixth Form College Greater Manchester Police Corporate & Commercial, Oldham Council Co-ops & Neighbourhoods, Oldham Council Director of Economy, Oldham Council Business Representative Chair of the Economy & Skills Partnership and Oldham Business Leadership Group Interim Director Public Health, Oldham Council

1 Minutes of the last meeting and matters arising

- 1.1 The minutes of the last meeting on 15 November 2018 were approved as an accurate record.
- 1.2 Cllr Fielding (Chair) welcomed new members of the board, Bill Lovat and Majid Hussain.
- 1.3 **Holts flats**
 The blockage regarding incomplete flats being built in Holts is still in place. Carol Brown has been successful in getting a meeting with the owners of the site and taking steps forward. The Council is willing to discuss the option of part funding the project. We need

to move this forward collectively and use this as a model for how we can resolve similar issues at other sites. Rebekah Sutcliffe reinforced that the team in Holts and Lees need to be made aware of this information. Vinny Roche will email Cllr Jenny Harrison with the key messages and information needed for her to give updates to the community.

1.4 **Whole System Winter Preparations**

There was discussion around whole system winter preparations.

- Strong infrastructure is in place in case of severe weather conditions
- Flu vaccine has done well in key groups. Issue with over 65s resulted in delay in this group receiving the vaccine.
- Royal Oldham Hospital had 120 inpatients with flu. This number is the highest across GM.
- Zero patients were considered 'stranded at hospital'.
- The key challenge faced over the Christmas period was the A&E not being big enough to deal with the volume of ambulance arrivals.

The excellent work of teams across the system and the levels of preparation compared to previous years were acknowledged. It was also acknowledged that the plans in place are effective and robust, and that it is a result of system condition that some areas struggled.

Planning for next winter has begun with a focus on key messaging. A suggestion was put to the Board to 'piggy back' on messaging that is already working, such as bin collection dates over the Christmas period, to get information out about where to find healthcare during this time.

ACTION:

1. **The minutes of the last meeting were agreed as an accurate record.**
2. **Building owners and OMBC officers to meet to discuss options going forward**
3. **Vinny Roche to forward key messaging and information regarding Holts flats to Cllr Jenny Harrison**

UPDATES:

ACTION 2: HOLTS FLATS

OMBC officers and the owners of the building met. In response to concerns raised, the company have put forward intentions to secure the site, and that the development into flats will continue. Timescales remain unclear due to other projects nearing completion, but work on the site will commence upon these completions. There will be continued pressure for secure and long term improvement to the site.

2 Scaling up place based working and reform in Oldham

2.1 Cllr Fielding provided some background information on priorities around the reform agenda and Oldham Council's role in this. Going forward, reform should happen co-operatively with Elected Members, not independent of them. We can bring public services together and include an element of local democracy, and we'd be the first place to do this.

2.2 Rebekah Sutcliffe and Vicky Sugars presented to the Board six principles that have been agreed by GM for reform. The white paper these are drawn from has been informed by the work of the Oldham Leadership Board. We need to be mindful that reform itself does not become a goal, but that improved health outcomes remain the objective. We need to make sense of how our discreet work is interdependent and where those interdependencies are.

2.3 The white paper does not make the role of the VCSFE sector in integrated system change clear, and does not highlight the work and contributions of the sector well enough.

2.4 There was debate and discussion around the proposed options for geographical alignment. The white paper published by GM requires us to establish our current baseline and report back to them, and it was reinforced that Oldham is not starting from scratch, and that a lot of the work members of the Board have been doing are what has informed the paper itself. Various indicative options showing alternative ways of dividing the borough into five footprints were shown to the Board.

- Opportunities to look at all our funding as one integrated budget and to ensure we have effective use of the funding we have were discussed.
- VCSFE in Oldham is viewed as an equal partner in achieving the six criteria for reform, though the white paper does not make their role explicit.
- There was general consensus that the current model is not working and that reform was needed. Decision making needs to evidence-based and tailored to each footprint.
- Five footprints was agreed by the Board to be the right number. Some organisations currently work to four footprints, but will be able to combine footprints or reform their models of working in order to fit with the building blocks of the new geographical alignment p
- The Board agreed that the focus of reform should be clear, and that we should be wary of reform itself becoming the goal instead of focus on improved outcomes.

2.5 Debate around geographical alignment

Criteria for geographical alignment were discussed, and Vicky presented some indicative options for debate. The options showed various compositions for five footprints, and it was explained that five were chosen as any more than this would have been operationally difficult.

The Board agreed that five footprints was appropriate and that the current model was not

an option for improving outcomes. The discussion focussed on the levels decision-making, geographical appropriateness of the footprints proposed; the need to work co-operatively and quickly to deliver the new model; how this will work under the GM reform model and how we will report back to GM; the importance of the role of Elected Members in system change and reform; that access to and quality of services should always be at the forefront of our reform; the challenge of budget constraints; relationships between wards and the different needs within them; a focus on what is best for Oldham, not necessarily for individual organisations; a tailored approach for each footprint to meet each footprint's needs; the need for phasing work to ensure significant change is delivered; the need for an effective timeframe and framework within which to operate to ensure maximum delivery; that geographical alignment may require a great deal of work but may also be the least impactful of the 6 key areas for reform outlined by GM.

It was clarified what agreement would mean and look like to the Board. The Board needs to agree a framework to move the work forward, and announce the framework and agreement as soon as possible. It was agreed that an idea of what 'go live' will look like would be useful for Elected Members, and that communication was key to the success of the new footprints.

In addition to the options presented, there is a parallel district review in terms of this wider model.

ACTIONS:

1. **Vicky Sugars will draft a framework and timeframe to present for the next meeting of the Board to make recommendations and agree.**

3 GM Place Leaders Programme feedback and next steps for Oldham (tabled at meeting)

- 3.1 Supt Danny Inglis provided an update on the GM Place Leaders Programme, which took place over the last 12 months. He felt that it was different to other leadership training, and noticed a difference in the effectiveness in the way he forms new relationships and maintains existing ones. He also took part in A Day In Their Shoes which he found a useful experience. Leaders who took part in the experience will get together on 5 March for a reflection event where they can share their experiences and good practice. Rebekah noted that the presence of VCSFE leaders during the course helped to ground the conversations in place instead of in organisations.
- 3.2 Leadership variances across professions was noted; that organisations tend to teach leadership in their own way and not in an holistic, collaborative way. Carolyn gave some insight into the background of the design of the programme, and how the aim was to startle people's thinking out of old habits and into a way of working with social connectedness. We need to act at a cluster level, as well as at a leadership and a borough level.
- 3.3 Liz Windsor-Welsh noted that the crux for everything is the quality of the relationships made and the honesty of these relationships. How can we model what do every day and

translate this into the system while we work together as a system? We need to bring relationship-building culture shift into our everyday work.

ACTIONS:

1. **Vicky Sugars and Partners to develop proposals for a place leadership course to bring back to the Board**

4 Single Use Plastic Free Oldham (report enclosed)

- 4.1 Justine Addy presented the Single Use Plastic Free Oldham strategy on behalf of Andy Hunt.
- 4.2 On 28 March, Council passed a motion for a single use plastic strategy to be developed. On 17 December the strategy was approved, with the recommendation to ask members of the Oldham Leadership Board to consider the issue of single use plastic across their organisations and to produce an action plan on how they will reduce the issue. There has been a big push around communication to businesses and residents across the borough which will roll out from the end of January.
- 4.3 It was highlighted that there are small things that can already be done – i.e. changing from plastic cups to paper ones for water coolers. Vinny Roche and Liz Windsor-Welsh both offered help from FCHO and Action Together to get maximum results from messaging.
- 4.4 There was discussion around the need for messaging around personal behaviour – i.e. bringing reusable cups or bottles. It was discussed that behaviour change is a difficult challenge, and the example of Boots meal deals requiring a drink in a plastic bottle with no other options available was noted. There was further discussion regarding reverse vending machines. The role of communication and the large role it will play in the strategy was discussed.

ACTIONS:

1. **Justine Addy to circulate action and communication plans regarding Plastic Free Oldham.**
2. **Partners to contact Justine, or provide a contact to Justine, to discuss working toward 'plastic free'.**

5 AOB

- 5.1 Nicola Firth – Royal Oldham Hospital manages the largest endoscopy service, we have just become Joint Accreditation Group accreditation. Very difficult to achieve and a massive achievement for ROH and the services provided.

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COUNCIL

Update on Actions from Council

Portfolio Holder: Various

Officer Contact: Director of Legal Services

Report Author: Elizabeth Drogan, Head of Democratic Services
Ext. 4705

10th July 2019

Reason for Decision

The decision is for Elected Members to note the updates to the actions from previous Council meetings.

Executive Summary

1. This report provides feedback to the Council on actions taken at the Council meeting on 20th March 2019 and 22nd May 2019.
2. This report also provides feedback on other issues raised at that meeting and previous meetings.

Recommendations

Council are asked to note the actions and correspondence received regarding motions agreed at previous Council meetings.

Update on Actions from Council**1 Background**

- 1.1 The report sets out the actions officers have taken on motions of outstanding business and notice of motions approved at the Council meeting held on 20th March 2019 and 22nd May 2019.

2 Current Position

- 2.1 The current position from actions as a result of motions is set out in the table at Appendix One. Letters are attached at Appendix Two in response to the actions approved at Council.

3 Options/Alternatives

- 3.1 N/A

4 Preferred Option

- 4.1 N/A

5 Consultation

- 5.1 N/A

6 Financial Implications

- 6.1 N/A

7 Legal Services Comments

- 7.1 N/A

8. Co-operative Agenda

- 8.1 N/A

9 Human Resources Comments

- 9.1 N/A

10 Risk Assessments

- 10.1 N/A

11 IT Implications

- 11.1 N/A

12 Property Implications

- 12.1 N/A

13	Procurement Implications
13.1	N/A
14	Environmental and Health & Safety Implications
14.1	N/A
15	Equality, community cohesion and crime implications
15.1	None
16	Equality Impact Assessment Completed?
16.1	No
17	Key Decision
17.1	No
18	Key Decision Reference
18.1	N/A
19	Background Papers
19.1	<p>The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:</p> <ul style="list-style-type: none"> • Agenda and minutes of the Council meeting held 20th March 2019 and 22nd May 2019 are available online at: http://committees.oldham.gov.uk/mgCommitteeDetails
20	Appendices
20.1	Appendix 1 – actions taken following the Council meeting held on 20 th March 2019 and 22 nd May 2019
20.2	Appendix 2 – Letters and other information received in response to actions approved at previous Council meetings.

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Actions from Council 20 March 2019 and 22 May 2019

ACTION	RESPONSE	WHO RESPONSIBLE	DATE COMPLETED
Leader and Cabinet Member Question: Cllr Hudson re Dawson's Field (20 March 2019)	In progress.	Cllr Judd	In progress.
Administration Motion 1: Educational Performance (20 March 2019)	Investing in capacity Work with partner organisations and parents Schools to share best practice Work be expanded to tackle holiday hunger and create breakfast clubs Evidence to be submitted to the HCLG Committee inquiry into local government finance	Cllr Mushtaq Cllr Jabbar	See Appendix 1 for information in response to the motion received on 28 June 2019 Information as attached at Appendix 2 was submitted on 17 April 2019
Administration Motion 2: Police Funding (20 March 2019)	Write to Nick Hurd MP, Minister of State for Policing and the Fire Service Stronger relationships between councillors, communities and police by developing new district working methods Work in and with communities to understand the causes Response received from Minister of State for Policing and the Fire Service dated 1 May 2019 received	Chief Executive Cllr Shah	25 th March 2019 See Appendix 2 for information in response to the motion received on 28 June 2019

	7 May 2019		
Opposition Motion 1: Tackling Dog Fouling and Nuisance (20 March 2019)	Consultation be undertaken on application of maximum on the spot penalty and O&S Board asked to examine current examples of best practice and confer with the Dog Trust	People & Place / O&S Board	The motion was taken to the O&S Board at the meeting held on 18 June 2019. The Board has requested that initial investigations be made into examples of best practice and the potential contribution of the Dogs Trust and the matter be considered further at the next meeting in conjunction with the work programme.
Opposition Motion 2: Tackling Speeding (20 March 2019)	O&S Board asked to identify locations, explore availability of funding, investigate how to work with residents' groups and explore establishing 'bus gates'	O&S Board	The motion was taken to the O&S Board meeting held on 18 June 2019. The Board requested further information and evidence be sought on the issues raised in the Motion including the potential for further work with the police and the community, and the matter be considered further at the next meeting in conjunction with the work programme.
Opposition Motion 3: Pension Scheme Divestment from Fracking and Fossil Fuels (20 March 2019)	Write to the Chief Executive of the Greater Manchester Pension Fund and the Mayor of Greater Manchester	Chief Executive	25 th March 2019
Joint Authority Minutes: Police and Crime Panel, 29 Nov 2018, GM Police and Crime Plan (20	Further information to be sent.	Cllr Williams	In Progress.

March 2019)			
Welfare Reform Update (20 March 2019)	RESOLVED that the Welfare Reform Update be noted.	Council	Council noted the report on 20 March 2019
Update on Actions from Council (20 March 2019)	RESOLVED that the update on actions from Council be noted.	Council	Council noted the report on 20 March 2019
Statement of Community Involvement 2019 (20 March 2019)	RESOLVED that the Statement for Community Involvement (SCI) 2019 be adopted and available to view alongside the schedule of comments and the Equality Impact Assessment (EqIA).	Council	Council approved the report on 20 March 2019
22 May 2019			
Results of the Local Elections	RESOLVED that the results of the Local Election be noted.	Council	Council noted the report on 22 May 2019
Appointment of Deputy Leader, Cabinet Members and Deputy Cabinet Members and Allocation of Portfolios and Delegation of Executive Functions	RESOLVED that the appointment of the Deputy Leaders, Cabinet Members, Deputy Cabinet Members, the allocation of portfolios to Cabinet Members and the determination of delegations to executive functions for 2019/20 be noted as outlined in the report.	Council	Council noted the report on 22 May 2019
Opposition Nominations to the Shadow Cabinet 2019/20	RESOLVED that the appointment of the Opposition Leader and the Shadow Cabinet as circulated at the meeting and as set out in the report be noted.	Council	Council noted the report on 22 May 2019
Reviewing District Working in Oldham	RESOLVED that: 1. The District Executives be disestablished and a dedicated District Lead Elected Member role responsible for all coordination of local activity	Council	Council approved the report on 22 May 2019.

	<p>and investment be established.</p> <ol style="list-style-type: none"> Individual elected member budgets be increased from £5,000 to £6,000. A £500k Local Improvement Fund be created to support District priorities. 		
GM Transport Committee – Roles and Responsibilities	<p>RESOLVED that:</p> <ol style="list-style-type: none"> The establishment of the new GM Transport Committee as a joint committee of the 10 districts, GMCA and Mayor be approved. The Terms of Reference and Operating Agreement for the Committee as set out in Schedule 1 of the report be approved. The functions as set out in the Terms of Reference be delegated to the Transport Committee. 	Council	Council approved the report on 22 May 2019
Appointments to Committees and Composition of Political Groups 2019/20	RESOLVED that resolutions as contained within the report be approved.	Council	Council approved the resolutions contained within the report on 22 May 2019.
Appointments to Outside Bodies 2019/20	<p>RESOLVED that:</p> <ol style="list-style-type: none"> The appointments to the Outside Bodies as listed in the Appendices as circulated for the 2019/20 Municipal Year be agreed. Any outstanding 	Council	Council approved the report on 22 May 2019. The relevant Outside Bodies were notified.

	appointments be delegated to the Chief Executive in consultation with the Leader of the Council and the Leader of the Main Opposition Group.		
Council Meetings and Municipal Calendar 2019/20	RESOLVED that: <ol style="list-style-type: none"> 1. The meetings of the Council be held on the following dates in the 2019/20 Municipal Year, commencing at 6.00 p.m. unless otherwise shown: 10th July 2019 11th September 2019 6th November 2019 11th December 2019 26th February 2020 (Budget) 18th March 2020 2. The Council's Calendar of Meetings for the Municipal Year 2019/20 be approved. 3. Approval of any outstanding dates or changes to dates be delegated to the Chief Executive in consultation with Group Leaders. 	Council	Council approved the report on 22 May 2019. Dates have been uploaded onto modern.gov.
Update to the Constitution and Amendments	RESOLVED that: <ol style="list-style-type: none"> 1. The proposed amendments / changes to the Constitution as detailed within the report be approved. 	Council	Council approved the report on 22 May 2019.

	<p>2. Any future changes to the Specific Officer Functions be delegated to the Monitoring Officer and reported to the next available Council.</p> <p>3. The Council's existing Constitution be reaffirmed.</p>		
Members Allowance Scheme	<p>RESOLVED that:</p> <p>1. The recommendation of the Independent Remuneration Panel be noted.</p> <p>2. The Members Allowances Scheme for 2019/20 as detailed at Appendix 1 of the report be approved.</p> <p>3. The proposal that District Executive Leads receive the allowance specified for District Executive Chairs be agreed following the approval of the District Working Report.</p> <p>4. The allowance for the Health Scrutiny Chair following the agreement of a stand-alone Health Scrutiny Committee be agreed as circulated.</p>	Council	Council approved the report on 22 May 2019.

Previous to 20 March 2019 Council:			
ACTION	RESPONSE	WHO RESPONSIBLE	DATE COMPLETED

Opposition Business 3 – Restricting new Hot Food Takeaways near Schools (28 March 2018)	Under Council Procedure Rule 8.4(d) the motion was referred to Overview and Scrutiny Board.	Overview and Scrutiny Board	In progress.
Opposition Business 1: Keeping Our Villages and Rural Areas HGV Free (12 Sept 2018)	Overview and Scrutiny to examine the merits of establishing a lorry watch scheme	O&S Board	See Note 1 Below.
Outstanding Business: Creating a Healthy and Thriving Oldham	A Health Impact Assessment Process be created.	Councillor Chauhan and Director of Public Health	See Note 2 below.
Youth Council: National Exemption on Prescription Charges	Explore locally funded options	Councillor Chadderton	Funding was approved by the Commissioning Partnership Board on 30 May 2019.
Ward Member Question from Cllr Harkness re Tackling Speeding (12 Dec 2018)	Response provided. See Note 3 below.	Councillor Shah	Response sent 15 March 2019
Ward Member Question from Cllr Sheldon re Crossroads near Royal George (12 Dec 2018)	Response provided. See Note 4 below.	Councillor Shah	Response sent 28 March 2019

Opposition Motion 1: Improving Public Safety in Oldham's Night Time Economy	O&S Board to examine in conjunction with relevant partners	Overview and Scrutiny Board	A briefing note was discussed on what actions were taking place on the 'Ask Angela' scheme and other working being undertaken relating to improving public safety at the O&S Board on 18 June 2019. The Board as requested a further report on the extent and/or progress of work to the O&S Board meeting in September 2019.
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Note 1: Council Motion – Keeping our Villages and Rural Areas HGV Free:
Work is still in progress to train volunteers.

Note 2: Creating a Health and Thriving Oldham

Following a council motion proposed by Cllr Chauhan in September 2018 options have been explored for Public Health to lead a process to ensure that the potential health impacts are considered as part of decisions taken by regulatory and planning functions across the Council. Initial discussions have been held with key colleagues in Licensing and Planning.

A process has been created to allow representations to be made by Public Health in respect of alcohol licensing applications. Public Health and Business Intelligence will develop a toolkit around alcohol-related harm at LSOA-level across Oldham. This will then be used to apply objective measures of alcohol-related harm to each planning application. Public Health will submit a report detailing representations and present these when required at licensing committee hearings. Training and awareness raising will be delivered among elected members (particularly members of the Licensing Committee) around alcohol-related harm and the rationale behind Public Health representations on alcohol licence applications.

Note 3: Response from Councillor Shah to Councillor Harkness re Tackling Speeding:

Thank you for your message from October regarding speeding in the borough. I apologise for the delay in responding to it in writing – we have been looking at activities across GM to ensure the local responses to speeding are as effective as possible. While I would note that the borough performs significantly better than the average for the UK when it comes to serious injury and death on the roads, road safety remains an issue of serious concern and something that we are working hard to improve further.

In response to the specific proposals in your message:

1. Purchase and deploy mobile speed cameras

This is unfortunately not possible according to current national policing regulations. For Greater Manchester, Drivesafe are the region's Safety Camera partners. This means they are the only enforcing body that can issue Fixed Penalty Notices to speeding motorists. If we were able to

purchase separate speed cameras it also wouldn't be possible to offset the costs against the fines received as any monies generated goes directly to the Government's consolidated Treasury Fund rather than to local enforcement authorities.

2. Work with community and residents' group to establish Community Speed Watch schemes in the Borough

Community Speed Watch groups have started to be established across GM, in association with Drivesafe, and the CA is keen to encourage similar community led responses where there is demand. In Oldham there are currently two formally registered groups around Woodhouses and another being established through the leadership of Cllr Phythian in Royton North. If you would be keen to pursue the development of further such groups officers are happy to assist. Please note though that when a new group is to be established the Police must lead, organise and manage the site, and it must be staffed by appropriately trained operatives.

3. Bus gates outside schools

We are working particularly hard with officers to improve road safety around schools. This work is driven by an evidence based, data led strategy to best direct limited budgets, allowing us to introduce bespoke safety measures that achieve the greatest benefits where problems are identified. As well as working with GM to reduce the number of cars on the road through the Clean Air strategy, and the walking and cycling work led by Chris Boardman, the Labour Group have specifically emphasized the need to prioritise road safety measures around schools in the coming municipal year. To that effect, we would be pleased to work with you and officers to further explore and identify effective solutions where there is clear need.

4. Increase Community Concern speed enforcement sites

Similar to the community speedwatch schemes, speed enforcement sites are led by Drivesafe. The Mayor has promoted such community led responses and again, officers have indicated a willingness to support you in developing sites with Drivesafe.

Thank you for your continued commitment to improving the safety of Oldham's roads – it is very welcome and I look forward to working further with you and officers over the coming months to ensure we have the safest roads possible.

Note 4: Response from Councillor Shah to Councillor Sheldon re Royal George Junction:

I am writing to update you following discussions I have held with officers regarding the junction at the Royal George and your request for a lower speed limit.

Officers have looked into the situation at the junction and concluded that accidents at the junction tend not to be speed related, but where they do occur this happens because of a lack of clarity for motorists as to where they are supposed to give way. This finding is consistent with a previous independent review conducted by Transport for Greater Manchester. Officers have reported to me that in practice reducing the speed limit at the junction would be counter-productive because of the regulations regarding signage. If the 30 miles per hour zone were extended into the junction it would remove the speed gateways that lead to the speed limit signs, meaning that drivers wouldn't see a speed limit sign for a significantly longer distance of road.

The roads around the junction have recently been resurfaced and the give way marking repainted, and officers believe this will resolve any outstanding accident risk. They have confirmed that the junction will continue to be monitored as part of our ongoing road safety improvement practices, and I will write to you again if issues are identified.

If you have further concerns about the junction please don't hesitate to contact me.

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Update from Council Actions – July 2019

Motion: Educational Performance (March 2019)

Continue investing in capacity building at good and outstanding schools, so that more of our young people can attend the school of their choice

The council's investment programme aimed at building capacity in good and outstanding schools across the borough is continuing. Supplementing the council's established investment timetable, the Greater Manchester Combined Authority have recently announced a £6.95 million investment to create a new Construction Skills Centre at the Oldham College, which is rated good by Ofsted.

Work with partner organisations and parents to ensure all children arrive on their first day at school ready to learn

A significant amount of work is taking place with parents and partner organisations to improve school readiness including:

- Early Literacy
 - 31 Oldham schools are currently working with the National Children's Bureau delivering the evidence based *Making it REAL* (Raising Early Achievement in Literacy) family literacy programme. The Making it REAL programme promotes early literacy and helps practitioners to build parents' knowledge and confidence so that they can help their children with reading and writing and create an early home learning environment. The programme has offered families eight home visits and eight group literacy events. The programme will continue to be delivered with a smaller cohort of schools during 19-20.
 - REAL beginnings home learning programme (Making it REAL programme for children 1-2 years) is currently being delivered through Oldham's Right Start service with 30 targeted families. The programme has offered families 6 home visits and six early literacy events.
 - 21 non maintained early years settings are currently involved in an early literacy programme. Practitioners receive training and follow up coaching support from Oldham's teaching schools specialist leaders of education for early years.
- Communication, speech and language
 - Implementation of the evidence based ELKLAN Speech and Language training has been highly successful over the past 2 years at helping the early years workforce develop key speaking and listening skills, proved to ensure later success in school, of all children especially those with SLCN. An annual training programme is in place for both the Speech and Language Support for 0-3s and the 3-5s. Over 200 practitioners from schools, settings and partner agencies have been trained in ELKLAN.
 - The Wellcomm¹ screening and intervention tool is becoming well embedded across the borough. The Wellcomm Toolkit provides a complete, sustainable speech and language toolkit that can be used by all early Years practitioners.

¹ <https://www.gl-assessment.co.uk/products/wellcomm/>

A comprehensive training programme has been delivered over the past two years with practitioners from schools, early years settings, children centres, health and wider stakeholders services. Over 260 practitioners from schools, settings and partner agencies have been trained in Wellcomm. Anecdotal evidence from practitioners is that Wellcomm is having an impact on children's progress in communication and language.

- *Babbling Babies* and *Little Talkers* parent and child interaction groups, co-produced with Oldham's Speech and Language Therapy Service, are delivered by the Right Start service in children's centres. The groups focus on improving interactions in order to facilitate an increased development rate in children's development of play, attention, listening, understanding, expression and use of language.
- The Ages and Stages Questionnaire, has been introduced as part of the Healthy Child Programme and the wider Right Start model. The questionnaire pinpoints the developmental progress of children between the ages of one month to 5 ½ years. Results are analysed by the Right Start Service and LA to inform delivery and access to interventions for families and children and to inform strategic decisions and resource deployment.
- Maternal mental health
 - One of the strongest predictors of wellbeing in early years is the mental health and wellbeing of the mother or caregiver. Maternal depression can lead to impaired parent and child attachment, emotional and behavioural problems, language delay.
 - Two clinically proven key assessment and relationship based interventions i.e. Newborn behavioural Observation (NBO) and Neonatal Behavioural assessment (NBAS) are being delivered to babies (from birth to 3 months) by Right Start health visitors to support improvement in maternal confidence and self-esteem, parental sensitivity and responsiveness, attachment and bonding, parent-infant interactions, parents understanding of their baby's language and ultimately improved developmental outcomes.
 - Implementation and delivery of the Solihull Approach within the Right Start service The Solihull Approach aims to increase emotional health and wellbeing through both practitioners and parents by using a model of containment, reciprocity and behaviour management. The service also delivers a targeted *Solihull Understanding Your Child's Behaviour* 10 week parenting group for parents with children from universal to complex needs and aged 0-18 years

Continue to support schools to work together and share best practice, learning from one another for the benefit of all our young people

Some examples of the ways Oldham Council is working with schools and sharing best practice include:

- The Early Years Foundation Stage Hub is well embedded. The aim of the hub is to promote and support collaborative working between the council early years team and practitioners in schools to support school improvement and school readiness. Recent work includes facilitating early years settings and schools coming together to share practice in relation to assessing and tracking children's progress and supporting effective transitions to school.
- Teaching schools and specialist leaders of education are utilised across the borough for instance a teaching schools delivers a *Sharing Best Practice around Phonics workshop* for senior leaders in schools.

- This year the LA has funded an early years peer to peer programme with 4 primary schools. The aim of the programme is to:
 - Work collaboratively with colleagues to identify outcomes which the whole group wished to achieve and was committed to working towards.
 - Support school improvement through an iterative process of self-evaluation, peer review and exploration of good practice in the EYFS.
 - Share issues between the cluster of schools in a climate of openness and honesty and to problem-solve in order to reach agreed outcomes.
 - Develop evidence- based practice that identified effective strategies to address priorities which could be shared and celebrated.

- The work of the Oldham Education Partnership and the Local Authority alongside the Opportunity Area has given Oldham a structure for renewing its partnerships, and better supporting and enabling a system led model. The designation of the Oldham Opportunity Area has given us a unique opportunity to accelerate and coordinate improvement.
- Oldham has a good understanding of its strengths, and consultation with stakeholders and common agreement by headteachers and partners about priorities and intelligence gathering to direct action has been positive. There is the additional advantage of using the financial resource from the Opportunity Area and Oldham Education Partnership to focus on improvement and the three priorities below are key focus areas
 - Ensuring all children are school ready by the age of five
 - Raising attainment for all, and raising it fastest for disadvantaged pupils
 - All children and young people to be ready for life, learning and work

- The Oldham Education Partnership and Local Authority facilitate the collection of intelligence from all schools and academies including areas of practice they can share with the wider community. The sharing of this knowledge is further enhanced through a range of facilitated networks that include
 - Secondary Subject networks in a range of areas including English, science, geography and art
 - Primary subjects groups for English, science and mathematics
 - A range of developmental conferences where schools work together and forge additional links, areas covered have included
 - Leadership
 - Literacy
 - International New Arrivals
 - Pupil Premium
 - Leadership networks and training have been developed to include
 - Oldham Aspirant School Leaders Programme – developing opportunities for leaders that want to progress in Oldham
 - The Oldham Way to Leadership Success – a programme for Oldham aspirant Headteachers
 - Funded access to a range of leadership training including NPQH, NPQSL, NPQML
 - Working closely with a range of Teaching Schools and National Support schools to provide School to School Support and Continuing Professional Development across Oldham Schools.

- A wide range of stakeholder events have been held to support schools in supporting students with SEND. These have included training for leaders at all levels including

- Co-production workshops with SENCOs on new annual review operational plan and processes
 - SENCO development days focused on role of EHC officer and role of SENCOs
 - SENCO forums to develop graduated response tools now on the local offer
 - Two days Leadership Conference focused on SEND
 - Co-production of new SEND Inclusion Strategy due to be launched
 - Co-production of SEND Inclusion Strategy with SENCOs
- Regular Chair of Governor Briefings are held to ensure Governors are aware of best practice across Oldham and to support them in their role. This is complemented by a range of optional training and development opportunities (online and face to face) that give Governors from different schools the opportunities to work together, access resources and share good practice
- Showcasing and sharing good practice workshops led by staff (at all levels) from Oldham Schools have been incorporated into the 2019 Oldham Learning Festival.
- Behaviour and Attendance partnerships are in place for primary and secondary schools. These ensure that there are forums for a range of professionals from schools, council and other agencies to review protocols and share practice which supports the inclusion of children and young people. Seven Oldham schools are currently engaged in a diminishing exclusions programme with a national provider which is intended to impact on exclusion outcomes.

Expand work to tackle holiday hunger and create breakfast clubs in schools across the borough

The third pilot exploring ways to tackle holiday hunger took place over Easter, with 1,479 meals served to children and parents. The council is currently tendering for a delivery partner organisation to support the development of a sustainable, long term approach to tackling holiday hunger. Provider selection is expected shortly.

Breakfast club provision takes place in different forms across the borough. The council has recently conducted a survey with schools and other providers to map the provision that already exists and understand better the barriers or challenges that schools face. This will inform council activity to support provision, including the creation of new breakfast clubs and work to help those already providing a service.

Submit evidence to the forthcoming Housing, Communities and Local Government Committee inquiry into local government finance, highlighting the impact of funding cuts on services and restrictions this places on the council's ability to support our schools and tackle the concerning levels of child poverty in the borough

Evidence was submitted to the Housing, Communities and Local Government Committee on 17th April 2019.

**Housing, Communities and Local Government Committee
Inquiry into Local Government Finance and the 2019 Spending Review
Oldham Council written submission**

1. Background and Introduction

- 1.1. The purpose of this paper is to assist the Committee's inquiry regarding the effectiveness of existing funding arrangements for Local Government in terms of ensuring resources meet need and demand for local services both now and in the future. Specifically, the paper will cover:
- What lessons can be learned from past changes to local government funding in England, the current financial situation of councils, and how this has affected their ability to deliver services;
 - The efficiency, fitness for purpose and sustainability of the current system for funding local government (central government funding, council tax, business rates retention and other income); how it could be improved, including options for widening the available sources of funding; and what lessons can be learned from other jurisdictions;
 - How funding needs of local government are assessed. The current and forecast funding needs of local government and how these needs can be better understood at both a national and local level;
 - The approach the Government should take to local government funding as part of the 2019 Spending Review, what the key features of that settlement should be, and what the potential merits are of new or alternative approaches to the provision of funding within the review.

2. Lessons to learn from past changes to Local Government Funding

- 2.1. The six guiding principles underpinning the Fair Funding review showed initial promise in demonstrating that lessons had been learned from past changes to the Local Government finance system. Those principles are Simplicity, Transparency, Contemporary, Sustainability, Robustness and Stability.
- 2.2. Unfortunately, experience suggests the review itself is falling short against these principles in a number of key areas:

Simplicity – The exclusion and simplification of measures and indices from the proposed formula risks leaving 'high needs' authorities with insufficient resources to meet their statutory commitments. Proposals to exclude measures of deprivation from the foundation formula and the potential over-simplification of formulas for assessing Adults and Children's Social Care spending needs particularly cause concern. The Council is also concerned about the lack of proposals to fund services where there are existing levels of unmet need including in the area of Home to School Transport and in supporting those with no recourse to public funds.

Transparency – Much of the review and most recently the consultation paper published alongside the 2019/20 Local Government Finance Settlement was supported by little in the way of published evidence and analysis. Most

notably, Local Authorities were not provided with exemplifications setting out how proposals included within the review would affect the resource allocations of individual local authorities. Furthermore, it is evident that the proposed formula will still allow Ministers to significantly influence resource allocations through adjustments to damping arrangements and the weightings given to particular elements of the formula.

Contemporary – Although it is laudable to aim to use timely and up to date cost driver information, it is clear that elements of the formula still rely on older data (e.g. from the 2011 census) which will not take account of major policy and service developments such as the roll out of Universal Credit.

Sustainability – Once again, the proposed formula is a relative distribution model concerned with determining each authority's proportion of funding rather than the amount required. Whilst there continues to be a disconnect between quantum of resources provided and the duties placed on Local Authorities, one can never truly say the funding model is sustainable.

Robustness – The absence of a figure for quantum of funding and associated local authority exemplifications means it is not yet possible to assess the robustness of any Fair Funding review proposals.

Stability – If some of the proposals set out in the review are taken forward (e.g. removal of deprivation measures from the Foundation Formula), it is likely some high needs authorities will be left with insufficient resources to meet their statutory commitments. This, together with no clarity on the likely quantum of funding for local government undermines the stability of the Local Government finance system.

- 2.3. For a truly sustainable system of Local Government Finance, there needs to be a clear evidence-based link that demonstrates the funding provided to individual authorities is sufficient to meet statutory commitments and as well as provide for an element of local decision making and local setting of priorities. Throughout the last decade, there has been a lack of proper impact assessments to show the effect austerity has had within specific local areas. There has also been a failure to address the cumulative impact of policy and funding changes across Government departments. The sector needs full transparency not just around calculations and exemplifications but where Ministers have brought their influence to bear through adjustments to weightings and other formula elements.
- 2.4. Oldham also believes pushing ahead with the devolution agenda provides an opportunity to reverse decades of centralisation which controls not only spending decisions but also the ability to raise revenue locally. Local areas need much greater control over resources to ensure that services are commissioned and delivered in an efficient and effective way to meet local priorities. No-one is better placed to understand assets, opportunities and challenges than local leaders working in a place-based partnership.

- 2.5. As part of this devolution agenda, Oldham strongly supports the continuation of the Greater Manchester 100% Business Rates Retention Pilot Scheme beyond the current Spending Review Period. The pilot scheme has successfully demonstrated how full rates retention could operate in practice and has fostered closer co-operation between the Combined Authority and the ten participating Greater Manchester Districts. The Government intends to move to 75% rates retention from 2020/21 and would have moved to full rates retention had there been sufficient time in the parliamentary calendar to enact the necessary primary legislation. Given the direction of travel with regard to rates retention, Oldham strongly believes there is merit in retaining the pilot scheme to fully test and review the arrangements through a reset process and through other proposed reforms such as simplifying the administration of the system.
- 2.6. Furthermore, given Council Tax in England is based on property values last determined 28 years ago, the time for a fundamental review of the system of local government taxation is long-overdue if only to address some of the indefensible disparity in levels of local taxation that now exist. For example, how is it justifiable that Band D Council Tax in the prosperous London Borough of Westminster is £753.85 when compared to a 'high needs' borough like Oldham where, due to long-standing disparities in the assessment of spending need, it is £1,899.61. The regressive nature of the tax is also illustrated by the fact that full time weekly average earnings are just £481 per week in Oldham compared to £786 per week in Westminster.
- 2.7. Whilst the Government has expressed the view that Local Authorities should be self-sufficient from a funding perspective, a reformed finance system will always need an element of equalisation as the ability to raise local income varies significantly across the country. Continuing with the theme of self-sufficiency in the next Spending Review period carries the following risks:
- Further divergence between funding and spending need;
 - New burdens and policy changes being introduced without enough funding to support them at a local level;
 - That increases in locally generated funding fail to keep pace with demographic change;
 - Increased tax competition between local authorities and volatility in revenue forecasts.
3. **Efficiency, fitness for purpose and sustainability of the current system for funding local government and how it could be improved**
- 3.1. Funding to local authorities has reduced dramatically since 2010, when the austerity programme began. The most grant dependent councils (which arguably have greatest need) have lost the greatest proportion of funding. The LGA has identified a funding gap of £3.2 billion by 2020 and states that councils will have lost 60p in every pound by the end of the decade
- 3.2. The first priority for the 2019 Spending Review in the context of Local Government is to address the massive shortfall in quantum of funding. The

quantum of local government funding must be sufficient to deliver basic services of equivalent quality across the country. The Department and the Treasury should listen to the warnings of the Public Accounts Committee, the LGA and others that they must make a rational, evidence-based assessment of the total value of funding necessary for Councils to deliver basic services. To date, they have not shared evidence of having done so.

- 3.3. Spending pressures in high needs authorities have also been exacerbated by a change to funding profiles. In 2010, more than 60% of Local Government funding was allocated on a needs basis. By 2017/18, year on year cuts to Core Spending Power reduced this to just 40% of the total with Council Tax and Incentives making up the remaining 60%.
- 3.4. Whilst Oldham is supportive of the principle of deploying fiscal incentives to promote increases in housing provision (e.g. through New Homes Bonus) and promote economic growth through Business Rates Retention, priority must be given to ensuring Councils have sufficient resources to fund essential local services.
- 3.5. Oldham believes the following developments within the current system have detracted from fitness for purpose and sustainability:
 - The 'rolling in' to Settlement Funding Assessment of previously separate funding streams for items such as Council Tax Support/Reduction Schemes which have subsequently been cut without any reference or connection to level of need;
 - The opaque nature of the workings of the current formula which prevent Councils from easily assessing how much of their funding allocation is driven by the services they provide and their demographic profile;
 - Formula 'damping' has been 'baked in' to funding allocations since 2013 when the formula element of needs funding was last reviewed. Based on analysis prepared by SIGOMA, this has exacerbated funding disparities across areas whereby 209 councils received a total £565 million less than their formula share in order for 143 authorities to receive £565 million more;
 - The provision of additional funding to some areas (at the expense of others) which was not evidence based but the apparent result of lobbying activity. This includes the provision of Rural Services Grant, Transition Grant and the elimination of negative RSG;
 - The introduction of new funding mechanisms which fail to fully take account of need or the ability to raise local revenue; Adult Social Care Precept being the primary example;
 - The offer and subsequent rolling in (and cutting) of Council Tax Freeze Grant which have contributed to the need for above-inflation increases in Council Tax levels since the 2016 Spending Review;
 - The provision of a large number of one-off or temporary funding streams/mechanisms; particularly in the arena of Social Care (e.g. Improved Better Care Fund). These funding streams have no certainty beyond the current Spending Review period and present a considerable challenge when it comes to robust financial planning beyond 2020;

- Problems with funding for schools; particularly pressures associated with High Needs leaving many authorities managing deficits without adequate support from the Department for Education;
 - The Government's plan to publish the Spending Review alongside the Autumn Budget leaving Councils with little time to plan for the year ahead. In this situation, Councils risk making too many spending reductions if their forecasts are too pessimistic. Alternatively, they may under-estimate the challenge leaving insufficient time to reduce spending in a controlled and sustainable manner.
- 3.6. An example of the inadequacy of temporary/one-off funding is illustrated by the £410m announced in the 2018 Autumn Budget to support 'Social Care' in 2019/20. Oldham's share of this funding represents a one-off allocation of £1.917m. However, in the context of local Children's Social Care services this is woefully inadequate. In 2018/19, the Council approved £8.063m of additional ongoing funding support for Children's Social Care to address severe spending pressures within the service. In 2019/20, an additional £4.611m of funding for this service is required adding up to a combined ongoing pressure of almost £12.7m.
- 3.7. The previous section of this paper has highlighted Oldham's concerns regarding the Fair Funding review. As well as addressing these issues, Oldham believes the process for resetting the Business Rates Retention system should:
- Explore MHCLG's proposals for simplifying the administration of the system to reduce revenue volatility and also hopefully release millions of pounds back into the system currently held as provision for Business rates appeals;
 - Equalise the growth incentive across all areas so that a given percentage of business rates growth delivers an equivalent increase in spending power;
 - Continue with 100% rates retention in existing selected pilot scheme areas.

4. Assessment of Funding Needs of Local Government

- 4.1. The Fair Funding review heralded a much-needed overhaul of the Local Government Finance system. Unfortunately, some of the proposals set out in the recent consultation paper risk undermining the sustainability of the system going forward and leaving some authorities with insufficient funds to meet their Statutory Duties.
- 4.2. There are assumptions built into the most recent Fair Funding review announcements that are not supported by, and even run counter to, the available evidence. This risks the credibility of the review with the sector and would perpetuate the now well-established practice of shifting the greatest burdens onto the poorest areas for a long time to come. Proposals which provide most cause for concern include:

- The omission of deprivation from the foundation formula;
- The continued inclusion of Area Cost Adjustment factors in all service specific formulae which is not evidence-based;
- The inclusion of a rural sparsity adjustment in all service specific formulae which is also not evidence-based.

- 4.3. Oldham wishes to draw the Committee's attention to the following statement from the Institute for Fiscal Studies:

"The rationale for basing the Foundation Formula (for services such as waste collection, libraries, parks, housing, planning and central administration) on population only is weak: the statistical results cited by the MHCLG are not strong enough to support such a decision. In particular, the fact that population explains the vast majority of variation in spending and factors like deprivation explain very little is unsurprising: population varies so much between councils that it is inevitable that it will drive nearly all differences in overall spending levels. This would be true even if factors like deprivation are highly significant drivers of variation in spending need per person"

Source: IFS Response to the Ministry of Housing, Communities and Local Government's Consultation (21 Feb 2019)

- 4.4. Oldham reiterates the need for a clear evidence-based link that demonstrates the funding provided to individual authorities is sufficient to meet statutory commitments and as well as provide for an element of local decision making and local setting of priorities. For a truly dynamic system of Local Government funding, focusing on a 'relative' distribution formula is not sufficient. Where Government policy (directly or indirectly) places additional burdens on the Local Government sector, there should be a clear process for assessing the financial implications of those burdens alongside proposals for how they are to be financed without simply assuming resources can be shifted from other service areas without consequence.
- 4.5. One such area where major policy change has had a significant but largely unrecognised impact on local authorities is welfare reform. Benefit caps, freezes and restriction of entitlement have resulted in greater pressure on Councils to:
- Support people into and remain in employment;
 - Meet housing need and deal with rising levels of rent arrears and homelessness;
 - Signpost residents to local support services and targeting communications to groups most at risk (e.g. through welfare rights advice services);
 - Increase debt collection activity; particularly for working age residents in receipt of Council Tax Support. Funding for Council Tax support was localised in 2013/14 with a 10% cut and has further reduced year on year in line with cuts in Settlement Funding Assessment. Funding for Local Welfare Provision was similarly 'rolled in' and cut in line with Settlement Funding Assessment.

- 4.6. Other policy areas where additional responsibilities have been passed to Local Government without sufficient funding include:
- Additional responsibilities to support Care Leavers including a new duty to provide a personal adviser up to age 25;
 - The Homelessness Reduction Act 2017 places additional responsibilities on Local Authorities to prevent homelessness in their areas but came with just £73m of funding nationally;
 - National Living Wage increases which have not been funded.
- 4.7. In terms of assessing funding need, Oldham would also welcome more research and funding for early intervention and prevention services which in the longer term should help address long-standing inequalities and issues associated with deprivation. The level of cuts experienced since 2010 and uncertainty for the planning period ahead means inevitably that crisis work is prioritised over preventative work.
- 4.8. A robust and objective assessment of spending needs must be accompanied by an assessment of each local authorities' ability to raise revenue through local taxation.

Council Tax

- 4.9. Council Tax is agreed by all to be a regressive tax with some of the poorest communities facing the highest Council Tax Charges. As stated at paragraph 2.6, Band D Council Tax in the prosperous London Borough of Westminster is £753.85 whereas in the far less prosperous borough of Oldham it is £1,899.61. The regressive nature of the tax is also illustrated by the fact that full time weekly average earnings are just £481 per week in Oldham compared to £786 per week in Westminster
- 4.10. This is due to a combination of factors, the most important of which are:
- A failure to carry out a national revaluation of domestic properties. Bandings are currently based on property values at 1 April 1991;
 - An inequality in grant funding and other income that has allowed some wealthy areas to charge very low levels of tax;
 - A national relief system that is inflexible to local circumstances.
- 4.11. It is also a matter of concern that, in their fair funding proposals, MHCLG do not intend to recognise the different levels of Council Tax support in assessing relative resource. It must be clear that authorities with a greater benefit dependent population will face a greater pressure in assessing and collecting Council Tax from those individuals
- 4.12. In the absence of a fundamental review of the system of local taxation, Oldham believes that, at the very least, the system of Council Tax, Council Tax reliefs and Council Tax support needs reforming to ensure that all authorities are levying Council Tax in proportion to current property values and are not suffering locally for national relief schemes. The ability of some

authorities to raise greater Council Tax must also be fully recognised by adjusting funding allocations.

Business Rates

4.13. Business Rates have been criticised for their complexity, unfairness and the fiscal burden they place on businesses. High Street retailers, in particular, are under pressure and feel they are bearing an unfair burden of tax by comparison to online retail.

4.14. In addition to challenges associated with the system of taxation, the Business Rates Retention system introduced in 2013 has introduced a significant element of risk and uncertainty into the Local Government Finance system. As well as long standing issues associated with Business Rates appeals, other funding pressures have resulted from:

- The claim for Business Rate Relief from Health Care Trusts which simply diverts resource from one part of the public sector to another whilst simultaneously enriching advisers and lawyers advising on the claim;
- No recognition of the fiscal impact on Councils associated with Academy conversion by Schools (whereby Academies are entitled to claim 80% charitable relief);
- A multitude of HM Treasury policy announcements relating to Business Rates reliefs and discounts and the switch from RPI to CPI which has resulted in resources being deployed to manage the mechanics of the rates retention system instead of focusing on improving Business Rates growth;
- Rates avoidance activity (e.g. through manipulation of charitable relief rules) which is difficult and costly to identify and mitigate.

4.15. As explained at paragraph 3.7, the Council believes there is merit in:

- Exploring MHCLG's proposals for simplifying the administration of the Business Rates Retention system to reduce revenue volatility and also hopefully release millions of pounds back into the system currently held as provision for Business rates appeals;
- Equalising the growth incentive across all areas so that a given percentage of business rates growth delivers an equivalent increase in spending power;
- Continuing with 100% rates retention in existing selected pilot scheme areas.

5. The approach the Government should take to local government funding as part of the 2019 Spending Review

5.1. First and foremost, the 2019 Spending Review in the context of Local Government must address the significant shortfall in quantum of funding resulting from almost a decade of austerity. The Government should commit to provide funding which is sufficient to deliver basic services of equivalent quality across the country. In conducting the review, the Council would

encourage HM Treasury to look beyond individual departments and better understand the interdependencies which impact on service delivery, for example the NHS long term plan and Social Care/Public Health Services.

- 5.2. The Government must also set out a mechanism for adjusting the quantum of funding available to Local Government which recognises and deals adequately with the impact national policy measures have in local areas. In the recent past there has been little to no recognition of the impact that welfare, social care and education reform has had on the ability of local authorities to continue financing and providing local services. Future Local Government Finance Settlements should match the Spending Review period and provide certainty of funding for resource planning purposes. In addition, the Government should recognise that the aim of increasing self-sufficiency of funding within all Local Authority areas is unrealistic and carries significant risks to the overall stability and sustainability of the system.
- 5.3. The Council remains concerned about the direction of travel and early conclusions being drawn under the Fair Funding review. In particular, some proposals being given serious consideration do not appear to be evidence-based. Due to the lack of exemplifications and evidence-based proposals, perhaps consideration should be given to allowing more time for proper consideration of options for the new regime with a view to its introduction from 2021/22.
- 5.4. Clarity is needed in relation to some major policy areas which impact on Local Authorities. In particular, further delays to the publication of the Social Care green paper is extremely disappointing. The absence of clarity around Social Care and Public Health funding is a major risk to the ambitions of the NHS plan as are existing barriers to integration.
- 5.5. With regard to local taxation, the Council would welcome measures that at least reduce the regressive effects of Council Tax, deal with significant disparities in local levels of Band D equivalent Council Tax and allow for more local discretion in the application of reliefs and discounts. The Government should urgently address the fact that those on low earnings pay over a far greater proportion of their income in Council Tax than high earners. With regard to Business Rates, simplification of the administration of the system, equalisation of the growth incentive and the continued piloting of 100% rates retention within the Greater Manchester area would all be welcomed.
- 5.6. Finally, pushing ahead with the devolution agenda offers significant promise for the integration of policies and decision making at a local level. Progress so far has already led to new models of local service delivery as well as better co-ordination of interventions to drive productivity growth. It is unfortunate that the consultation on the forthcoming Shared Prosperity Fund has been delayed carrying the risk that it will not be in place to fund vital programmes of work across Greater Manchester.

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Administration Motion 2 (20 March 2019): Police Funding

- *Build stronger relationships between councillors, communities and the police by developing new district working methods*
 - There have been significant changes in the overall operating environment since the Council introduced District working. As a result, the role of elected members and District Teams has become more challenging and complex and it has been necessary to understand what the role requires in the future and how elected members and District Teams can be supported to perform their roles.
 - The council conducted a District Review, looking at the effectiveness of District Executives, considering how elected members can be supported in their role as democratic leaders at a place-based level.
 - Following the conclusion of this review, the decision was taken to remove District Executives and their accompanying budgets. Individual councillor budgets have been increased from £5,000 to £6,000 and a new Local Improvement Fund totalling £500,000 has been introduced. This fund will be available to districts to bid into, allowing greater flexibility through a larger pot that can fund the kind of long-term, transformational projects that previous district-level budgets could not support.
 - Alongside the changes to budgets, officers are supporting districts to create new community engagement plans. Working with the council's communications team as well as officers in districts, councillors are now being supported to reach out to residents in a way that creates engagement on the issues that really affect local communities, far beyond the very small amount of engagement that took place under the District Executive model.

- *Work in and with communities to build understanding of the causes of and solutions to violent crime, taking a holistic approach similar to that which has seen success in Scotland*
 - Work is being carried out to review the range of ways in which the council and partners work with communities to address the causes of and solutions to crime.
 - Part of this work has seen the creation of a new portfolio for Social Justice and Communities, that puts particular emphasis on the importance of community-level working and engagement with young people to ensure all of our young residents have a stake in their own lives and their neighbourhood.
 - Funding is being sought to support this work, and the cabinet member for Social Justice and Communities will be bringing this forward shortly.

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Home Office

Rt Hon Nick Hurd MP
Minister of State for Policing
and the Fire Service

2 Marsham Street,
London SW1P 4DF
www.gov.uk/home-office

Dr Carolyn Wilkins OBE
Chief Executive
Oldham MBC
Level 3
Civic Centre
West Street
Oldham
OL1 1UG

HOCS Reference: MIN/0005370/19
Your Reference: Council-Crime-20190320

01 MAY 2019

Dr Wilkins

Thank you for your letter of 25 March about Oldham Council's resolution on police funding. I am sorry for the delay in my response.

Prior to this year's Police Funding Settlement being announced, we reviewed the changing and increasingly complex demands on the police. We responded by increasing funding for policing by over £1 billion, including precept and the £100 million fund to tackle serious violence, and will enable the police to manage their pension costs of approximately £330 million next year while continuing to recruit and fill capability gaps, such as the shortage of detectives.

Overall, funding direct from the Government has increased by over £520 million this year, with a further £512 million coming from council tax. Setting a cash limit on increases of £2 a month for a typical household across the country is also a fair approach for taxpayers. Setting the police precept is ultimately a matter for individual Police and Crime Commissioners (PCCs) or Mayors, taking into account the views of the local community and Police and Crime Panels.

PCCs have already announced plans to recruit over 2,900 additional police officers, and around 600 additional police staff and Police Community Support Officers (PCSOs) this year. The police need to use this money well, which means every force saving money on procurement and the back office, so it can be re-invested in the front line to continue improving the service to the public. As you point out in your letter, Greater Manchester Police will see their funding increase by £35.8 million this year with the Mayor planning to recruit at least 320 more police officers.

I understand your worries about violent crime and I can assure you and your fellow councillors that the Government is deeply concerned about the recent rise in serious violence, particularly knife crime, which is robbing too many children and young people of their futures. This is a challenge that affects all of society, and the Government is determined to ensure we have the strongest possible response in place to tackle serious violence.

On 9 April 2018 we published the Serious Violence Strategy to take action to address serious violence and in particular the increases in knife crime, gun crime and homicide. The Strategy outlines an ambitious programme involving 61 commitments and actions to make a real difference and reduce violent crime.

Since launching the Strategy, we have made significant progress in delivering our key commitments, including:

- Our Early Intervention Youth Fund of £22 million is already supporting 29 projects in England and Wales. Over £17 million has already been allocated to projects delivering interventions to young people at risk of criminal involvement, gang exploitation and county lines.
- Providing £3.6 million for a new National County Lines Co-ordination Centre. The centre was established to tackle violent and exploitative criminal activity associated with county lines and became fully operational in September 2018. The National County Lines Co-ordination Centre has co-ordinated two separate weeks of intensive law enforcement action resulting in more than 1,000 arrests, over 1,300 individuals engaged for safeguarding, and significant seizures of weapons and drugs.
- An anti-knife crime Community Fund which provided £1.5 million in 2018/19 to support 68 projects.
- Introducing a new Offensive Weapons Bill to strengthen up legislation on firearms, knives and corrosive substances.
- £1.4 million to support a new national police capability to tackle gang- related activity on social media.
- The National knife crime media campaign - #knifefree - to raise awareness of the consequences of knife crime, and
- Providing additional oversight and external challenge of this critical work by establishing a cross party, cross sector, Serious Violence Taskforce which is chaired by the Home Secretary.

We were pleased to have awarded Positive Steps in Oldham £19,654 to deliver the 'Blunt' programme to young people aged 10-18 who have been identified as being at risk of perpetrating knife crime under the anti-knife crime Community Fund 2018/19. We were also pleased to have offered Greater Manchester Combined Authority £1,014,500 to run a project which will support a whole-system approach to early intervention and prevention of youth violence under the Early Intervention Youth Fund.

The Strategy represents a step change in the way we think and respond to serious violence. Our approach is not solely focused on law enforcement, very important as that is, but depends also on a multi-agency approach across a number of sectors such as education, health, social services, housing, youth services, victim services and others. In particular, the Strategy stresses the importance of early intervention to tackle the root causes of serious violence and provide young people with the skills and resilience to lead productive lives free from violence.

In addition to this, on 2 October 2018 the Home Secretary announced further measures to help tackle violent crime building on the work outlined in the Serious Violence Strategy. The new package of announcements to be taken forward by the Government includes:

- a consultation on new legal duty to underpin a 'public health' approach to tackling serious violence - this would mean police officers, education partners, local authority and health care professionals will have a new legal duty to take action and prevent violent crime. This statutory duty would make serious violence a top priority for all key partners, ensuring that all agencies are working together to prevent young people being caught in the criminal cycle. The Consultation launched on 1 April, for a period of eight weeks, closing on 28 May. Further information can be found at: <https://www.gov.uk/government/consultations/serious-violence-new-legal-duty-to-support-multi-agency-action>;
- a new £200 million youth endowment fund - this will be delivered over ten years and will support interventions with children and young people at risk of involvement in crime and violence. It will focus on those most at risk, such as children who may not be engaged with education, who are displaying signs of aggression or involvement in anti-social behaviour. Its role is to find and test the best ideas and approaches, and work with partners to scale these up. The fund will be run by the charity Impetus, working in partnership with the Early Intervention Foundation and Social Investment Business; and
- an Independent Review of Drug Misuse - on 8 February, we appointed Dame Carol Black to lead a major review that will look into the ways in which drugs are fuelling serious violence. The initial stage of the review will look at who drug users are, what they are taking and how often in order to build the most in-depth and comprehensive picture of this issue to date. The Review, which will build on existing Government strategies to combat drugs, serious violence and serious and organised crime, will examine the harms that drugs cause and the best ways to prevent drug taking. It will also examine the drivers behind recent trends such as the increased recreational use of class A drugs by young adults.

However, in view of the continuing level of violence, it has become clear that we must go further. That is why the Chancellor of the Exchequer recently announced £100 million funding in 2019/20, including £80 million of new funding from the Treasury, which will help in the police's immediate response to the rise in serious knife crime, enabling priority forces to immediately begin planning to put in place the additional capacity they need.

The funding will also be invested in Violence Reduction Units, bringing together a range of agencies including health, education, social services and others, to develop a multi-agency approach in preventing serious violence altogether. It is important that we recognise that greater law enforcement on its own will not reduce serious violence and that we must continue to focus on prevention.

The majority of the investment will go towards supporting police forces where violent crime is impacting the most, to take immediate action to suppress the violence we are seeing, to make our streets safer. We are engaging with partners including the National Police Chiefs' Council and the Association of Police and Crime Commissioners and we are developing the criteria by which forces will receive this funding.

I hope this reassures you and your fellow councillors about the action the Government is taking to tackle serious violence and the increase in police funding.

A handwritten signature in black ink, appearing to read 'Nick Hurd'.

Rt Hon Nick Hurd MP



Report to COUNCIL

Revision to the Council's NJC grading structure following the 2019 NJC Green Book pay award

Portfolio Holder:

Councillor Jabbar MBE, Deputy Leader & Cabinet Member for Finance & Corporate Resources

Officer Contact: Rebekah Sutcliffe, Strategic Director for Reform

Report Author: Corrina Sutton, Strategic Lead for Reward & Recognition

Ext. 3703

10th July 2019

Reason for Decision

The 2019 NJC Green Book pay award has, as part of the settlement, realigned the national pay spine, to ensure future compliance with the National Minimum/Living Wage and to even the spaces out between the cash value of each spinal column point. As Oldham Council is a member of the Local Government Association (LGA), we are bound by the outcome of negotiated agreements between the national unions and the LGA employers' side, we are now obliged to meet our employees' contractual requirements to review our local NJC grading structure to be able to comply with these national provisions.

Executive Summary

Following the settlement of the national NJC pay award by the Local Government Association and the Single Status trades unions; Unison, GMB & Unite the Union, individual councils have had to review their local NJC grading structure to take account of the revisions to the national pay spine plus the national joint advice regarding its practical application. Within this framework, the council developed proposals to revise our local NJC grading structure and opened negotiations with local and regional trades union officers. Following this dialogue, amendments were made to the original proposals to secure an 'in-principle' collective agreement, deemed to be acceptable to both parties, subject to the agreement of union members and full Council. The amendments to the NJC grading structure are presented to Council for a decision on adoption.

Recommendations

It is recommended that Council adopt the revised NJC grading structure for staff on Green Book terms and conditions, as given in Appendix 2, with an effective implementation date of 1st April 2019.

Revision to the Council's NJC grading structure following the 2019 NJC Green Book pay award

1 Background

- 1.1 The 2019 pay award for NJC Green Book employees is determined nationally between the Local Government Association (LGA) and the Single Status trades unions; Unison, GMB and Unite the Union. Nearly 90% of our employees are on this set of terms and conditions, so decisions taken nationally with respect to cost of living increases could have a substantive effect on the wages budgets for individual councils.
- 1.2 Typically, previous NJC pay awards have applied a percentage increase to most of the individual spinal column points (SCP's) which make up the national pay spine, with the lowest paid having a larger proportional increase, as this is based specific cash amounts (bottom loading). In 2019, the national pay spine was refreshed to take account of continual removal of the lowest SCP to ensure compliance with the National Minimum Wage (NMW) and compression of hourly rates, due to the bottom loading of pay awards being applied differently in each year.
- 1.3 The refresh consisted of:
- A starting salary of £9.00 per hour
 - 'Pairing off' old SCP's up to current SCP 17 to create half the number of new SCP's at the bottom of the spine
 - Having equal steps of 2% between each SCP pay point – up to the current SCP 28
 - Inserting five new SCP's (SCP 10, 13, 16, 18 & 21) to facilitate these even steps between SCP's
 - A 'cost of living' pay rise of 2% for the current SCP 29 and above
 - Re-numbering the SCP's from the current SCP 6 – 49 to, in future, SCP 1 - 43
- 1.4 There was a national collective agreement, so the provisions are automatically applied within employee contracts where this is specified. This then requires councils who members of the LGA to then make local decisions, with respect to amending their individual grading structures, which then overlay across this national pay spine. Within Oldham this exercise would then apply to the Council, community schools, voluntary controlled (VC) schools, voluntary aided (VA) schools, Oldham Care & Support (OCS) and to TUPE transfer employees working for Unity Partnership. The exercise would also apply to Academies where they are on NJC Green Book terms and conditions, but they may choose to apply it differently to suit their individual circumstances.

2 Applying the revised national pay spine within the Council

- 2.1 A number of options for amending our local grading structure were considered in advance of the required negotiations with the local and regional officers from the trades unions. It was deemed to be appropriate, by both parties, to apply any changes in the grading structure after eligible staff had gone through their incremental progression on 1st April 2019. The options were based on a set of design principles, which reflected the national joint advice on how to implement the pay award. The design principles were:
- Maximum of six SCP's within a grade (comply with Equality legislation)
 - Overlaps between each grade will be the maximum of one SCP

-
- Minimum increase for employees as part of their cost of living pay award would be at least 2%
 - SCP's will assimilate to the new SCP numbers as cited in the national collective agreement
 - No re-evaluation of job roles
 - Maintain effective differentials between established roles in career graded structures
 - Increments to be progressed first before the pay award is applied
- 2.2 Formal negotiations with the trades unions commenced in November 2018, and concluded on 15th May 2019 with an 'in-principle' collective agreement, based on the final employer side proposals as detailed in this report. Points for negotiation included:
- Extending Grade 1 to have incremental progression, rather than operate as a spot-point as it does presently
 - Reaffirming the Council's commitment to pay the Foundation Living Wage
 - Determining how some, or all, of the brand new SCP's would feature in the grading structure going forward and if there would be some perceptions effect due to where they would be introduced within the grades
 - Senior Manager grades, for posts currently over SCP 49 are local to Oldham Council and, as such, not covered by this national agreement. SM1 was extended to include an additional SCP at the start of the grade, to five SCP's. No change was made to the top of the grade
- 2.3 The basis for the options for proposals kept grade maximums at the point where the national pay circular stated that they should be assimilated to. This would minimise the expense of assimilation and moving over to the new pay spine. Then grades had to be kept to six SCP's wide with only single SCP overlap, which then principally dictated the shape of the proposed revisions for the grading structure. The design of the current grading structure was created as part of the implementation of Single Status in 2011, but the two-SCP overlap between several of the grades has sometimes made promotion opportunities less attractive, as the perception is that the salaries for old and new job roles will be similar in the short term.
- 2.4 For most staff, overlaying the revised grading structure within this financial year will not see any changes to their salary, as they have already received their cost of living pay award. For some staff at the start of Grade 4 (currently SCP 20 & 21), Grade 5 (currently SCP's 24 & 25), Grade 6 (currently SCP 28) and Grade 7 (currently SCP 33), there will be an increase in their salary on assimilation to the new structure, to be able to comply with the design principles and the national joint guidance. These grades will need to start slightly higher than within the current pay spine, however, there are no changes to the top SCP of each grade.
- 2.5 With respect to individual employees, the unions were concerned that some existing employees in Grades 3, 4 & 5 would take longer to reach their grade maximums than under the current pay spine. This is due to where the brand new national SCP's are inserted into the revised pay spine, which only sit within these three grades. There were lengthy discussions on this matter, with agreement being reached on the trades union proposal that to avoid any 'detriment', advocating that affected employees could be given a double increment in some years to lift them over the brand new increments. This would happen over the next four years, as existing staff, employed up to 15th May 2019, gradually progress through those grades. It would not apply to new starters or existing employees in Grades 3, 4 & 5 where their progression journey had not been lengthened.
- 2.6 This approach was accepted by the Council, as it would apply to a specific pool of employees, which would diminish over time as employees reached the grade maximum, changed grade and/or left the Council. Advice given by the Local Government
-

Association and North West Regional Employers had advocated using the brand new SCP's as good practice, although individual Councils are not obliged to use all of the SCP's on the national pay spine if they deem that it is not appropriate in their circumstances. Using all of the available SCP's does mean there are even incremental pay gaps between each SCP at all grades. If they were left out of the structure, then there would be permanent wider gaps between some SCP's within grades 3, 4 & 5, so every employee would have benefit from this going forward, with the ongoing increased cost to the wage bill this would bring.

- 2.7 Oldham is the last local authority in Greater Manchester to reach agreement with the Single Status unions, and these other authorities have all achieved a local collective agreement. In addition, a local collective agreement has been reached with Oldham Care & Support.
- 2.8 Reaching a collective agreement with the trades unions has significant benefits both for employee relations but also in that the variation to terms required to implement the new pay line would automatically be embedded within employee's terms and conditions. The impact of this is a smoother and quicker transition onto the new grading structure and will avoid undertaking a complex and damaging exercise to either reach individual employee agreement, or to commence a ninety day period of consultation on the potential requirement to dismiss existing employee contracts, and then to re-engage staff on revised contracts containing the new grading structure. This process would have had to have been undertaken across the Council and for schools, and carries with it a potentially significant risk of unfair dismissal claims.

3. Revised Council Grading Structure

- 3.1 The existing Council grading structure with pre-pay award cash values is attached at Appendix 1. The grading structure that has been agreed 'in-principle', with the trades unions is attached at Appendix 2. The differences between the old and the new structures are:

Grade	Change from old Grade	Change in new Grade
Grade 1	Spot point	4 SCP's wide
Grade 2	5 SCP's wide with double overlap with Grade 3	3 SCP's wide with single overlap with grades 1 & 3
Grade 3	Double overlap with grades 2 & 4	Single overlap with Grade 2 & no overlap with Grade 4
Grade 4	Double overlap with grades 3 & 5	Does not overlap with any grade
Grade 5	Double overlap with grades 4 & 6	Single overlap with Grade 6 and no overlap with Grade 4
Grade 6	6 SCP's wide with double overlap at Grade 5 & single overlap at Grade 7	5 SCP's wide with single overlap at Grade 5 & no overlap at Grade 7
Grade 7	6 SCP's wide with single overlap at Grade 6	5 SCP's wide with no overlap at Grade 6
Grade 8	No change	
Grade 9	No change	
Grade 10	No change	
SM3	No change	
SM2	No change	

SM1	4 SCP's wide	5 SCP's wide
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4. Recommendation for Council

- 4.1 It is recommended that Council adopt the revised NJC grading structure for staff on Green Book terms and conditions, as given in Appendix 2, with an effective implementation date of 1st April 2019.

5 Consultation

- 5.1 The process of revising the council's grading structure has been extensively consulted with the Single Status trades unions and is a result of negotiation to move to a position which is acceptable to both parties. Achieving a collective agreement, continues to nurture the close working relationship the council has developed with its trades unions in a partnership-style approach, and it also reduces the number of potential risks that the council could be exposed to.
- 5.2 Internally within the council, advice has regularly been sought from the council's legal services to ensure that any proposals discussed with the unions were robust and legally sound. Much joint modelling was undertaken with the Medium Term Financial Strategy team to ensure that any proposals that were considered were financially viable over the longer term, both with determining the initial model for opening consultation with the unions and then modelling responses and counter-proposals. The Schools Finance team was kept informed of principle developments as they proceeded. Another key stakeholder was the HR Systems team at Unity Partnership, so that they could proactively consider the impact required on the current and future payroll system as the negotiations were progressing.

6. Implementation of the revised NJC grading structure

- 6.1 If Council is minded to approve the proposed revisions to the NJC grading structure, as per Appendix 2, then the revisions to the grading structure will be made co-terminus with the implementation of the new HR/Payroll software (iTrent) for the council and for the schools that buy back their payroll services from Unity Partnership. If a school sources their payroll services from another provider, they could implement the revisions to the grading structure sooner. All schools will have to get the agreement of their governing bodies to implement once Council has approved or would have to negotiate their own structure. Schools will be supported through the approval process with informative statements that they can base their reports on and the grading charts for consistency.
- 6.2 When the revised grading structure is implemented at the point the new HR/Payroll system has gone live, then some employees will be owed some back-pay, where the start of their new grade is higher than to where their current SCP aligns. For most employees, if the move to the revised grading structure is completed within the financial year will not see any change their salary, as the cost of living element has already been implemented by the HR Systems team within Unity Partnership.
- 6.3 Joint communications will be developed with the support of the Communications team and Single Status trades unions to write comprehensive frequently asked questions (FAQ's) to staff and other documents such as communications with the circa 300 employees out of the whole workforce who will benefit with incremental acceleration over the brand new increments. A list of these employees will be kept until they are at the top of their grade,

changed grade or left the organisation, with regular reviews to make sure that it is accurate and up to date.

7 Financial Implications

- 7.1 The Finance Service have been involved throughout the consultation stage of this proposal and the anticipated costs of the revised NJC grading structure have been fully incorporated into the Councils financial forecasts presented in the Revenue Budget 2019/20 and Medium Term Financial Strategy 2019/20 to 2023/24, approved by Council on 27 February 2019.
- 7.2 This report seeks to formally approve the revised NJC grading structure included in the aforementioned forecasts and as such the recommendation to adopt the revised grading structure will not incur any additional costs over and above those already accounted for.

Neil Stott, Finance Manager – MTFS team

8 Legal Services Comments

- 8.1 Legal comments have been provided previously to the effect that in any process of dismissal and re-engagement there is the potential for challenge, for example, by way of allegations of breach of contract and/ or unfair dismissal but where appropriate options have been considered, a lawful process adopted and there can be demonstrated a genuine business case for the proposals the risk of a successful legal challenge is considered to be low. Further, it is noted that an EIA has been completed and therefore any challenge in this regard should also be low.

Radhika Aggarwal, Principal Employment Solicitor

9. Co-operative Agenda

- 9.1 This whole exercise has been undertaken with the Council's co-operative values at the heart of it. Working together with our trades union colleagues, has meant building a relationship based on respect, being open and being responsible in our respective positions to support positive employee engagement, which in turn supports local residents and customers of the Council to have good levels of customer service. The Council has also been working together with its partners, MioCare, Unity Partnership and Schools to keep them informed and take their points of view into consideration.
- 9.2 The Council is seeking to fairly implement the pay award, and to continue its commitment to pay the Foundation Living Wage. Relevant Members have been consulted through the process to ensure that understand the requirement of the pay award, and have helped to shape proposals, and will be making the final decision following executive recommendations, for the Council to be fully accountable for the course of action that it will decide to take.

10 Human Resources Comments

- 10.1 This report has been written by People Services, and so the HR comments are integrated within this report.

Corrina Sutton, Strategic Lead for Reward & Recognition

11 **Risk Assessments**

11.1 There are no specific risks associated with this report.

Mark Stenson, Head of Corporate Governance

12 **IT Implications**

12.1 The revised grading structure will be implemented within payroll when iTrent goes live. This is to preserve capacity and expertise to be focused on the timely and accurate delivery of the People Programme. A change in the grading structure of the council and in schools has been taken into account in both the project planning processes and the technical specification of the system. The payroll data is being held securely and centrally as a snapshot in time and the end of every month which will allow the correct calculation to be run once the new solution has been implemented. This will allow the calculation for backpay to be applied where applicable.

Irfan Rasul, Digital Technology Officer, Unity Partnership

13 **Property Implications**

13.1 Not applicable.

14 **Procurement Implications**

14.1 Not applicable.

15 **Environmental and Health & Safety Implications**

15.1 Not applicable.

16 **Equality, community cohesion and crime implications**

16.1 None – the review of the Council grading structure is an internal issue and will not affect our local communities.

17 **Equality Impact Assessment Completed?**

17.1 Yes – this was completed as standard as there is a potential impact on pay for some of our workforce. Overlaying our revised grading structure over the re-negotiated pay spine would not be to the detriment to any of our employees, so there would be no negative impact. Our NJC Green Book workforce is predominately female, so any positive effect on the workforce, would more positively affect women more than men. As this is a result of the structure of the workforce, and not the application of the grading structure, the EIA was ended at the Stage 1, as the Council is implementing national advice given by the Local Government Association and been fully consulted with the national, regional, and local Single Status trades unions, to ensure that the employee voice is at the centre of any decision-making processes.

18 **Key Decision**

18.1 No

19 **Key Decision Reference**

19.1 Not applicable.

20 **Background Papers**

20.1 The Equality Impact Assessment (EIA) is available as a background paper.

21 **Appendices**

21.1 Appendix 1 – Pre-pay award grading structure for Oldham Council

21.2 Appendix 2 – Proposed grading structure for Oldham Council

Appendix 1; Pre-Pay Award Grading Structure for Oldham Council

SCP		01/04/2018	Hourly rate
Grade 1	12	£17,173	£8.9838
	13	£17,391	£9.0978
	14	£17,681	£9.2495
	15	£17,972	£9.4018
Grade 2	16	£18,319	£9.5833
	17	£18,672	£9.7680
	18	£18,870	£9.8715
	19	£19,446	£10.1729
Grade 3	20	£19,819	£10.3680
	21	£20,541	£10.7457
	22	£21,074	£11.0245
	23	£21,693	£11.3483
Grade 4	24	£22,401	£11.7187
	25	£23,111	£12.0901
	26	£23,866	£12.4851
	27	£24,657	£12.8989
Grade 5	28	£25,463	£13.3206
	29	£26,470	£13.8473
	30	£27,358	£14.3119
	31	£28,221	£14.7634
Grade 6	32	£29,055	£15.1997
	33	£29,909	£15.6464
	34	£30,756	£16.0895
	35	£31,401	£16.4269
Grade 7	36	£32,233	£16.8622
	37	£33,136	£17.3346
	38	£34,106	£17.8420
	39	£35,229	£18.4295
Grade 8	40	£36,153	£18.9129
	41	£37,107	£19.4119
	42	£38,052	£19.9063
	43	£39,002	£20.4033
Grade 9	44	£39,961	£20.9049
	45	£40,858	£21.3742
	46	£41,846	£21.8911
	47	£42,806	£22.3933
Grade 10	48	£43,757	£22.8908
	49	£44,697	£23.3825
	50	£45,637	£23.8743
	51	£46,578	£24.3665
SM3	52	£47,517	£24.8577
	53	£48,457	£25.3495
	54	£49,397	£25.8412
	55	£50,336	£26.3325
SM2	56	£51,278	£26.8253
	57	£52,217	£27.3165
SM1	66	£60,676	£31.7417
	67	£61,618	£32.2345
	68	£62,557	£32.7257
	69	£63,499	£33.2185

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Appendix 2 – Proposed Grading Structure for Oldham Council

SCP		01/04/2019	Hourly rate	
	Grade 1	1	£17,364	£9.0837
		2	£17,711	£9.2652
		3	£18,065	£9.4504
Grade 2		4	£18,426	£9.6393
		5	£18,795	£9.8323
	Grade 3	6	£19,171	£10.0290
		7	£19,554	£10.2294
		8	£19,945	£10.4339
		9	£20,344	£10.6426
		10 (New SCP)	£20,751	£10.8555
		11	£21,166	£11.0726
Grade 4		12	£21,589	£11.2939
		13 (New SCP)	£22,021	£11.5199
		14	£22,462	£11.7506
		15	£22,911	£11.9855
		16 (New SCP)	£23,369	£12.2251
		17	£23,836	£12.4694
	Grade 5	18 (New SCP)	£24,313	£12.7190
		19	£24,799	£12.9732
		20	£25,295	£13.2327
		21 (New SCP)	£25,801	£13.4974
		22	£26,317	£13.7673
Grade 6		23	£26,999	£14.1241
		24	£27,905	£14.5980
		25	£28,785	£15.0584
		26	£29,636	£15.5036
		27	£30,507	£15.9592
	Grade 7	28	£31,371	£16.4112
		29	£32,029	£16.7554
		30	£32,878	£17.1996
		31	£33,799	£17.6814
Grade 8		32	£34,788	£18.1988
		33	£35,934	£18.7983
		34	£36,876	£19.2911
		35	£37,849	£19.8001
	Grade 9	36	£38,813	£20.3044
		37	£39,782	£20.8113
		38	£40,760	£21.3229
		39	£41,675	£21.8016
Grade 10		40	£42,683	£22.3289
		41	£43,662	£22.8411
		42	£44,632	£23.3485
		43	£46,591	£23.8502
	SM3	44	£46,550	£24.3519
		45	£47,510	£24.8541
		46	£48,468	£25.3552
		47	£49,427	£25.8569
SM2		48	£50,384	£26.3576
		49	£51,343	£26.8593
		50	£52,304	£27.3620
		51	£53,262	£27.8631
	SM1	59 (New local SCP)	£60,932	£31.8756
		60	£61,890	£32.3767
		61	£62,851	£32.8795
		62	£63,809	£33.3806
		63	£64,769	£33.8828



Report to CABINET

The Housing Strategy

Portfolio Holder:

Councillor Hannah Roberts, Cabinet Member-Housing.

Officer Contact: Helen Lockwood, Deputy Chief Executive, People and Place.

Report Author: Bryn Cooke, Head of Strategic Housing and Property Partnerships

10th July 2019

Reason for Decision

The previous Housing Strategy (2015- 2018) was approved by Cabinet in April 2015. It was a three year document that reflected the key housing challenges and opportunities facing Oldham at that time. Good practice dictates that housing strategies are reviewed every five years and no longer than every seven years. In addition as a local authority there is a statutory responsibility to periodically review the housing needs of the borough in relation to housing conditions and the needs of the local authority area. This statutory responsibility is usually articulated through the periodic publications of a housing strategy and housing stock condition surveys.

Executive Summary

Oldham has a diverse housing market: stretching out from a town centre surrounded by an inner ring of high density and compact terraced housing neighbourhoods which are increasingly areas of regeneration priority, to outer suburbs, semi- rural parish standalone settlements and dispersed smaller rural settlements within green belt and countryside.

There has been significant changes in our local housing market and our service operating model since our last housing strategy was refreshed. Devolution has occurred, with agreement to meet our housing targets through a Greater Manchester spatial planning process. Alongside this major shift and together with new burdens in national planning methodologies and standards, now dictates the need for a completely new approach to how we meet our statutory planning and housing responsibilities. This new housing strategy will complement our existing homelessness strategy, link to our 30 year housing revenue account business plan and set out the evidence base for the development of our new local plan.

The new housing strategy also responds to the travel of direction towards working in a new integrated health and social care service cluster model being driven by Oldham Cares. The housing strategy therefore picks up in one of its key themes on the key function housing plays in supporting health and social care integration and wider public service reform.

A key objective of the development of the new housing strategy has been to reset the housing delivery governance framework that can start to tackle the challenges identified in the evidence base. Help meet the opportunities to achieve the housing priority themes acknowledged over the

short, medium and long term. The accompanying delivery plan seeks to begin to start to locate housing and place shaping at the heart of Oldham's collective vision for the Borough.

The new housing strategy will

- Enable the Council to determine priorities in each district or local housing market area as defined by the LHNA evidence base;
- Inform bids for both public and private funding to support the development of new homes in Oldham.
- Support the Council and its partners to make more informed People and Place making decisions about the targeting and future integrated commissioning priorities under for example the Integrated Care Organisation (Oldham Cares) and underpin external funding bids to support investment in existing housing services and stock in Oldham.
- Enable the Council to focus and develop new policies and ways of working that better fit the operating environment.
- Inform the Council to progress its energy conservation work, and to satisfy the Council's obligations under the Home Energy Conservation Act 1995 and subsequent guidance.

Recommendations

To note the adoption of the Housing Strategy by Cabinet on the 24th June 2019.

Adoption of the Housing Strategy

1 Background

- 1.1 The new housing strategy has been developing since January 2018, alongside a Local Housing Needs Assessment (LHNA), Strategic Housing Market Assessment (SHMA) and private rented sector study.
- 1.2 This work is now completed and has encompassed a full literature review and has been developed alongside wide ranging political and stakeholder input. A robust evidence base has formed the basis from which the strategies key themes and actions have been developed. For example our LHNA has been fully updated with two primary surveys: a borough wide household survey and insightful housing market survey including interviews with local estate agents and lettings agents. The LHNA will be legally binding in planning policy terms and follows the National Planning Policy Framework guidelines.
- 1.3 The new housing strategy has also been developed in line with the Oldham Plan, the Greater Manchester Spatial Framework and the Greater Manchester housing strategy. The Councils leadership have also had an opportunity to discuss and endorse the further development of the key themes emerging in the strategy in January 2019 and the draft strategy was shared with the Overview and Scrutiny board in March 2019. Final internal and stakeholder consultation and input was concluded in March 2019 and public consultation was opened in May 2019 and closed on the 4 June 2019.

2 Current Position

- 2.1 There has been significant changes in our local housing market and our service operating model since our last housing strategy was refreshed. Devolution has occurred, with agreement to meet our housing targets through a Greater Manchester spatial planning process. Alongside this major shift and new burdens in national planning methodologies and standards, now dictate the need for a completely new approach to how we meet our statutory planning and housing responsibilities. This new housing strategy will complement our existing homelessness strategy, link to our 30 year housing revenue account business plan and set out the evidence base for the development of our new local plan.
- 2.2 The new housing strategy also responds to the travel of direction towards working in a new integrated health and social care service cluster model being driven in part by Oldham Cares. The housing strategy therefore picks up in one of its key themes on the key function housing plays in supporting health and social care integration and wider public service reform.
- 2.3 Work has been completed through the standard MHCLG methodology to calculate the local housing need figure for Oldham. The Greater Manchester SHMA has also confirmed Oldham as a Housing Market Area (HMA). In addition the completion of a local housing needs assessment (LHNA) has broken down the overall housing needs into the requirements for specific housing and affordability types and groups as per the National Planning Policy Framework (NPPF).
- 2.4 A key objective of the development of the new housing strategy has therefore been to reset the housing delivery framework that tackle the challenges and help meet the opportunities to achieve the housing priorities identified over the short, medium and long term. It should be viewed as a key strategic document in helping shape future service

models and the strategy seeks to place housing and place shaping at the heart of Oldham Partnerships collective vision for the Borough.

2.5 The new strategy will support Oldham Plan in the following ways:-

- Inform Oldham's strategic housing priorities with a robust analysis off the Oldham LHNA consistent with National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) and other good practice; and provides a key piece of evidence to support the preparation and implementation of the Council's Local Plan;
- Created a socio-economic profile of households living in the Borough, including the key relationships between key economic assessments, stock conditions, affordability and housing need for each district;
- Created an evidence base that provides an overview of housing issues within the Borough, in particular those that have synergy with the requirements of the Greater Manchester Spatial Framework (GMSF), our developing Thriving Communities Index, and enables the Council to better understand local housing needs and be better enabled to identify the demand for different types of housing and affordability at a more granular level as per the NPPG;
- The Council is now able to determine the need for affordable housing for Oldham and a number of broad local housing market area boundaries defined by affordability and housing characteristics;

2.6 The new housing strategy will

- Enable the Council to determine priorities in each district or local housing market area as defined by the LHNA evidence base;
- Inform bids for both public and private funding to support the development of new homes in Oldham.
- Support the Council and its partners to make more informed People and Place making decisions about the targeting and future integrated commissioning priorities under for example the already Integrated Care Organisation (Oldham Cares) and underpin external funding bids to support investment in existing housing services and stock in Oldham.
- Enable the Council to focus and develop new policies and ways of working that better fit the operating environment.
- Inform the Council to progress its energy conservation work, and to satisfy the Council's obligations under the Home Energy Conservation Act

3 **Consultation**

- 3.1 Consultation opened up with a postal housing study survey to 15,000 residents of the borough. Workshops and stakeholder events have taken place with the services within the Council, the Director of those services and with external partners and elected members. Public consultation began through a drop in event on the 12 December 2018. The Overview and Scrutiny Board noted the report on the 5 March 2019. The extensive consultation process ended with the draft strategy opened up for public comment for four weeks until this closed on the 4 June 2019.

4. **Equality, community cohesion and crime implications**

4.1 The new housing Strategy aligns to the Corporate plan in the following ways and the outcomes of the delivery plan are intended to continue to develop more cohesive communities.-

An inclusive Economy –where people and enterprise thrive.

- Attracting investment and encouraging business and enterprise to thrive. Through investment in new homes and attracting investment from developers both public and private.
- Delivering key regeneration projects that are growing our business base, creating jobs and transforming opportunities The residential elements set out in for example the Town Centre master-plans and house building feeds local building suppliers and products.
- Working with Partners to create quality work prospects-and ensuring all residents can access new skills and opportunities and be work-ready. New house building provides a range of apprenticeship and skilled and manual work opportunities

Thriving Communities –where everyone is empowered to do their bit.

- Increasing the sense of involvement and ownership of issues that affect people and they care about. Through the adoption of place plans. The strategy would make public that the Council will consider the potential for a series of Place Plans, drawn up with residents as part of the local planning or neighbourhood planning processes, to support positive resident engagement in building Oldham's future and the Council's goal of a Cooperative Council. These Place Plans might include consideration of (for example):
 1. What functions their locality might fulfil within the borough and Greater Manchester e.g. an economic centre, a place for young professionals to live, a recreational area etc;
 2. Access to transport and active travel routes, schools, retail, business locations, green spaces, leisure facilities, amenities;
 3. The roles of community groups and the voluntary sector might play in contributing to public life working alongside public service providers;
 4. The type and design of homes developed in each place (drawing on the evidence-base);
 5. The spaces between the homes and buildings – making sure there are attractive shared spaces, including green spaces, where residents are inspired to meet and interact.
- Nurturing and safeguarding strong neighbourhoods that work together to improve their lives and the communities around them. The delivery plan calls upon the development of a Health and Care Action Plan that sets out the full range of actions we will take to ensure that housing-related matters that impact on people's health and wellbeing are being addressed. Through the Action Plan we want to be in a position to develop a Healthy Housing Services in line with the direction of travel with the strategic ambitions of the Greater Manchester Combined Authority:
 1. Support residents through a jointly commissioned 'Care and Repair' offer to carry out necessary works to their homes, ideally when this is prescribed via social prescribing or identified through MECC or another route;

-
2. Reduce the likelihood that older residents will fall in their home and develop a 'rapid response' service that responds quickly when they do fall in order to stabilise their condition in their home and avoid a visit to A&E;
 3. Seek out and find 'hidden' residents, who may not be visited by a frontline worker, but who may be in need of medical attention and/or have other needs;
 4. Support positive relationships between tenants and private landlords to support successful tenancies and prevent illegal and 'no fault' evictions;
 5. Minimise the negative effects for households living in temporary accommodation;
 6. Ensure that people being discharged from hospital will go back to a home that is 'fit for discharge' either on their day of discharge or soon after so that it will not impede their recovery;
 7. Routinely record details of people's living circumstances and home condition whenever a health, care or housing staff member makes a visit, in order to build a database of where the problems might lie.

5. **Equality Impact Assessment Completed?**

5.1 Yes, Appendix 5 and Appendix 6.

6 **Background Papers**

6.1 Overview and Scrutiny Report- 5 March 2019

7 **Appendices**

7.1 Appendix 1- Housing Strategy 2019

Appendix 2- The Local Housing Needs Assessment

Appendix 3- Private Rented Sector Report

Oldham

Housing Strategy 2019





Contents

Foreword

A Vision for Oldham

Oldham is a borough of contrasts and strong communities. We have an impressive history of technological innovation and entrepreneurship which made us the world's cotton manufacturing centre.

The borough is the home of many inspiring individuals who have helped shape our lives and whose legacy we honour, including many ordinary men and women who did extraordinary things. We have remembered many of these in our commemorations of the First World War over the past four years. A promise made in 1919 to build 'homes fit for heroes'. Our vision a hundred years later is to work to secure every resident a home which meets their needs: a home which is safe, warm and affordable.

We want to make Oldham a place where every resident, as well as those looking to settle here, can find a home they want at a price they can afford. We know we have too much older terraced housing in central areas, much of which is in poor condition. This means too many residents live in homes that are in poor repair or overcrowded. At the same time economically active households look outside the borough for more modern, attractive housing to settle and bring up their families. The Government has set us a challenging annual development target of 716 new homes. This is an opportunity to increase the quality and choice available at different prices, and across tenures, including homes for social rent. There are too many local people who have no home at all, including rough sleepers, and some neighbourhoods have large numbers of transient households. In common with other areas, Oldham has growing numbers of older residents who will need homes to meet their changing needs. We face growing pressure on restricted resources in the context of Government policy which focuses on home ownership and offers subsidies for social rented and affordable housing largely elsewhere in England.

Our overall aim is to create an attractive 'housing offer' for existing and new residents by making a wider range of housing and financial products available alongside good advice and publicity about how to access those opportunities. We will need to be bold and innovative to tackle all the challenges this strategy has identified. For example, we are working to bring empty homes back into use and up to a good state of repair. We will need to make the best use of our resources and find ways to make existing homes suitable for changing needs. One step could be helping older home owners to access ethical equity loans to improve their home. We anticipate more movement as people find homes that are more suitable for their needs and lifestyles and vacate others which will, in turn, increase choice for other people to find a suitable home.

Oldham's rapidly improving schools are committed to an educational experience for our children and young people, that raises the bar. We will make the most of the road, rail and tram network to create a place where people can enjoy good connectivity and get on in their lives. We want business leaders to establish high quality businesses here – both large and small – and to help local people to find routes into good employment. We will create a good mix of appealing homes in safe and attractive neighbourhoods so that people will want, and be able to afford, to live here. We will develop sustainable ways of looking after our older and more vulnerable residents so that they get the support and care they need and have the opportunity to give something back.

We've made a start but there's much more to do

The 'Oldham offer' will underpin our efforts to reverse some negative trends. We must halt the outflow of too many talented young people who move away never to return. We must derive greater benefit from our proximity to Manchester – the major, growing economic centre of the north – enabling more of our residents to secure high quality jobs in the city and drawing people who work there to live and spend their money in Oldham. And we must continue to make Oldham a place where people from different cultural backgrounds feel good living, working and spending their time in shared spaces and neighbourhoods.

We are working to modernise the district town centres too. The Oldham Town Centre and Royton Masterplans, which are being shaped by local people and partners, are driving the development of new shops, restaurants, independent businesses, leisure facilities, homes and communal spaces. We want each of our town centres to be a place that everyone can enjoy and for Oldham Town Centre to develop a residential offer that is attractive for young and old alike. We are committed to securing brownfield development, re-purposing our derelict industrial sites, including those occupied by redundant cotton mills. This is complex work, but we are determined to find positive purposes for these over time, so they can support our wider vision.

We have the right ingredients to make Oldham a modern thriving place where people can fulfil their potential, businesses can succeed, and vulnerable citizens can live happily. We have made a start and the changes are already underway. Significant challenges remain, but we will work through them drawing on the energy and creativity of our workforce, residents and partners to find solutions together. We will do #ourbit and we hope you will do #yourbit so that together we will get the #result: safe, warm, comfortable homes that meet the needs of Oldham's residents



Hannah Roberts

Councillor. Hannah Roberts,
Lead Cabinet Member for Housing

1 Executive summary

This Housing Strategy and underpinning delivery plan mark a significant change in how we think about, organise for and take decisions and action on housing over the coming years.

An attractive 'Housing Offer' to support an inclusive economy

Our aim is to provide a diverse Oldham Housing Offer that is attractive and meets the needs of different sections of the population at different stages of their lives. We are being more creative than in the past in our efforts to enable people to find housing solutions that suit them. Our proposals here go beyond the projected numbers of new homes and focus on the dynamics between people, homes and the wider economy. For example, helping an older person to meet their need for a smaller more manageable home might also provide an opportunity to help an overcrowded household to meet their need for a larger home. Providing specific types of residential space close to facilities that we know young people will find compelling might help to bolster Oldham's economy and reduce the outflow of younger economically active people from leaving. Providing a locally focused mutual exchange scheme for council and housing association residents to swap homes, might enable more people to find a more suitable home without having to sit waiting on the housing register for a home allocation.

As well as our ambitions to build a broader range of housing in the borough, we are considering how best the council can support people in a wider range of housing situations. For example, by putting up equity that enables people to buy a home or to renovate a poor condition home, or both. Through owning loan shares in many homes that are repaid either over a given time period or on sale of the home, Oldham Council could create a progressive and gradual new way to subsidise housing to make it affordable.





The Oldham Housing Offer

- Greater diversity in the type of new homes built
- More choice in affordable homes and financial products
- Homes attractive to young people
- Homes suitable for older people
- Specialised and supported housing for vulnerable people
- More homes accessible to large and intergenerational families to relieve overcrowding
- Options to 'Do It Yourself' and support for community-led housing
- Greater choice for existing tenants
- Making better use of existing properties by bringing empty homes back into use
- Improved quality and condition of homes and tenancies for private tenants.

We will provide advice and signposting to the full range of housing options available through the Oldham Housing Offer

New ways of working

When it comes to delivering the new housing offer, the old methods will not be adequate. Oldham for example, now needs to account for the number of new homes it builds against a nationally set target number, in a Housing Delivery Test, yet there is a limited land supply and many unviable brownfield sites that are not, as they stand, sufficiently attractive to developers.

The council therefore intends to develop a broad ‘toolkit’ of approaches that will help increase certainty for developers and reduce the burden on difficult sites. This can be done for example, by changing the way we negotiate planning obligations and by exploring the creation of a flexible Oldham Housing Fund and improving existing homes to make neighbourhoods more attractive to potential purchasers. We intend to draw on these new tools in a flexible way on a site by site basis. We will encourage and develop partnerships with those developers and registered housing providers that show a high level of commitment to our vision and work with them to support sites being built out.

The council will also take direct action to build new homes. We will consider how we might best deliver this using our new Housing Revenue Account borrowing capability, and which partnerships and/or delivery models will enable us to do this most effectively.

Delivering the housing offer

The scale of housing development

The Greater Manchester (GM) Plan for Homes, Jobs, and the Environment is starting to provide a credible framework for Oldham to design its future on a broader stage. In a bid to boost northern competitiveness, the GM Plan projects the need for more new homes in Oldham over the period 2018-37. At the time of writing Oldham’s Local Housing Need is for 716 homes a year. More than double the number built annually over recent years. Scaling up the level of development over the next five years and making sure we deliver the right mix of size, type, tenure and affordability of homes in each neighbourhood, to make Oldham an attractive place to live (see page 7), is going to require a whole new way of working.

Making evidence-based decisions about housing

In order to improve our ability to steer housing development across the borough, we have undertaken a resident-informed local housing needs assessment and further research into how Oldham’s private rented sector is operating. These published documents have given us a detailed and comprehensive evidence-base and together they show what is happening in our housing market. We have also consulted a wide age range of residents on housing-related matters and have listened to what disabled people, people with dementia, people who have a mental health problem, people with a learning disability and care leavers say they need in terms of housing. Together, these help to explain some of the changes and challenges Oldham is experiencing. They point to land and investment decisions that will need to be taken; and they put forward proposals for the type and size of homes, and specialised/supported housing, that could be built in each district to provide for the projected population increase.

Place offer to support the Oldham Plan

We want to build on our Oldham plan model and housing policies like our Private Sector Housing Selective Licensing Scheme, which are enabling a more proactive approach to solving neighbourhood problems with residents. We want to take further steps and continue to invite residents to work co-operatively with us to co-produce Place Plans that will provide a blueprint for how their neighbourhood might develop over the next 20 years.

Our newly-refreshed local housing needs assessment provides us with a robust evidence-base that helps provide substantiated insights into how Oldham's Housing Economy currently works, forecasts future housing needs projections and identifies gaps. These 'Housing Insights' will help to contribute to the development of a better Local Plan and help steer the right sort of new housing development. But rather than being merely a paper exercise, we want residents to work with us to make sense of the evidence and shape what happens in their neighbourhoods. We will ask them to consider what the evidence is saying about housing requirements in their neighbourhoods and together these will provide a vehicle for constructive conversations about how both the housing and the place offer for their neighbourhood might change for the better.

We therefore want to provide a vehicle through the creation of Place Plans for local people to share the long-term future for their neighbourhoods within the wider context of the Oldham Plan and Greater Manchester Plan for Homes, Jobs and the Environment.

While Place Plans and the Housing Insights that inform them would not in themselves be statutory documents, they would contribute to the statutory Local Plan or neighbourhood planning processes. These 'Place Plans' would build on the three themes of the Oldham Plan: thriving communities, an inclusive economy and co-operative services. They would be a vehicle for conversations about how neighbourhoods might respond to evidence of need, draw on their many strengths and make the most of opportunities available in order for us to work co-operatively to meet future housing and employment needs and shape the public realm over the next 15-20 years to support a compelling vision for the community.





Better housing and support to improve people's lives

Partners in Oldham share an ambition to achieve and sustain the greatest and fastest possible improvement in the health and wellbeing of Oldham's residents by 2020. While we made significant physical improvement to privately owned homes between 2010 and 2015. Our privately owned housing, and especially its private rented sector, remains in some areas in very poor condition and relatively unhealthy compared to the national average.

This industrial legacy that created swathes of terraced housing presents a heavy cost to some of our residents and our public services today. Despite having very little capital resource to invest in these poor condition predominately terraced homes, we intend to develop a long-term joint 'Healthy Homes' plan of action to radically improve them.

Our health and social care services have a key interest in many housing issues. The health of our population is at a greater risk from poor housing conditions. The quality of homes is a driver of health inequalities, with those living in poverty more likely to live in poorer housing, unstable housing circumstances or lack accommodation altogether.

We intend to change our governance arrangements so that the Strategic Housing Partnership Board and Oldham Cares work together to develop and implement a comprehensive, coordinated and person-centred approach across health, plus Adult and Childrens social care to improve people's health and wellbeing through the home.

This will include campaigning with our Greater Manchester partners for more 'Healthy Homes' resources that will enable us to take action. In the short term we will continue to do more to reduce the number of residents living in fuel poverty by increasing the resources for our very successful Warm Homes Scheme. We will also increase our ability to identify the most vulnerable people living in the poorest quality homes and concentrate efforts on them.

Taking opportunities

While we are proposing significant changes to the way we do things, we have built this strategy and delivery plan on exciting work that is already underway and working well. We are not deterred by the major challenges and a lack of resources, rather we are determined to create and to readily take opportunities to overcome the significant housing, economic and other challenges Oldham faces and work towards achieving our long-term vision for the borough with Greater Manchester.

We are confident this strategy will take Oldham closer to realising its ambitions.

2 Housing and the Oldham Plan

This Housing Strategy is grounded in the ethos of the Oldham Plan. The delivery model is based around three fundamental changes which will work together to deliver the ambitions of this Plan. These shifts are complemented and supported by a focus on two key enablers – public service reform and empowering people and communities.

While we made significant physical improvement to privately owned homes between 2010 and 2015, Oldham's privately owned housing, and especially its private rented sector, remains in some areas of the Borough in very poor condition. This industrial legacy that created swathes of terraced housing presents a heavy cost to some of our residents and our public services today. Despite having very little capital resource to invest in these poor condition predominately terraced homes, we intend to develop a long-term joint Health and Housing plan of action to radically improve them.

Our health services have a key interest in many housing issues. The health of our population is at a greater risk from poor housing conditions. The quality of homes is a driver of health inequalities.

We intend to change our governance arrangements to work together to develop and implement a comprehensive, coordinated and person-centred approach across health, Adult and Childrens social care to improve people's health and wellbeing through the home.

This will include campaigning with our Greater Manchester partners for more 'Healthy Homes' resources that will enable us to do more. In the short term we will seek to increase the resources for our Warm Homes Scheme. We will also increase our ability to identify the most vulnerable people living in the poorest quality homes and concentrate our efforts on them.

The actions we take with our partners in the delivery plan that underpins this strategy will support the three changes.

1 Inclusive Economy: We will facilitate development of the right mix of new homes in accessible locations and set out a long-term plan to improve our existing housing to create an 'Oldham Housing Offer'. This will meet the aspirations and needs of Oldham's residents and will continue to welcome newcomers to the town – people who have come here to work or commute to the major regional centres and contribute to the local economy. We will support developers that are committed to delivering our vision and that offer good well designed housing, employment opportunities and training for our residents.

We will continue to work with our housing partners to push for the best possible outcomes from Greater Manchester devolution through influencing the investment model and the delivery of public service reform. We will maximise the collective strengths by making the most out of every pound we spend, every asset we have and through our collective workforce for public good. We will also use our collective influence across our housing partnerships to campaign on the issues that matter most to residents and have a collective Oldham voice at Greater Manchester level.

2 Co-operative Services: We are listening hard to understand our communities' experiences of housing and how people want to live their lives. We will work in partnership with local communities inviting them to work co-operatively with us to co-produce evidence-based Place Plans, Housing Insights and Masterplans to shape Oldham's neighbourhoods and town centres, including decisions about where new homes are built and priorities for action on housing.

3 Thriving Communities: We will continue our work with residents to solve difficulties that arise in their neighbourhoods. Selective licensing is enabling us to take a more proactive approach in areas where there are high levels of private renting and our more focused and tailored localised responses enables us to be effective in tackling specific issues that arise. We will ensure that the condition of people's homes is taken into account when determining how best to address people's health and social care issues and target our limited resources, for example, to keep people warm in their homes. We will help new residents to settle into communities and for our existing residents we will continue to help connect and create opportunities for them to meet and socialise with their neighbours.



3 Oldham Housing

Successes, challenges and opportunities

3.1 Our successes so far

Oldham Council and our partners have had many successes over the last few years that have helped improve housing in Oldham. These include:

- The council has used its land to deliver more than 300 high quality affordable and aspirational homes over the last three years, and developers are on site building a further 388 properties.
- Between 2010 and 2015 the condition of private housing improved significantly. The number of dwellings with a category 1 hazard as defined by the Housing health and safety rating system (HHRS) reduced from 14.5 per cent in 2010 to 9.4 per cent in 2015 and the percentage of non-decent private homes decreased from 30.6 per cent to 22.2 per cent. This was due principally to the now-expired nationally funded Oldham-Rochdale Housing Market Renewal programme that enabled major change and some selective clearance to privately owned housing to improve the lives of residents in a few locations.
- Oldham Council has a private landlord forum providing a point of contact and place for dialogue and learning.
- Since May 2015 the council's selective licensing team have licensed 1894 properties and carried out 1199 audits to protect the public health and make a positive difference to tenants in those areas.
- We work closely with other services, such as the police, taking a multi-disciplinary approach to tackling issues of community safety and to resolve problems when they arise.
- Tenants appear to be staying longer in their current properties, which could indicate they are more settled. The council's Selective Licensing Scheme which has served over 1,200 Enforcement Notices to protect public health could be making a positive difference to tenants in those areas.
- In the last year the selective licensing team have prosecuted 34 landlords who have refused to license their properties.
- We have helped more than 6,000 households out of fuel poverty over the last six years and others living in very poor condition homes.
- We have prevented 487 people from becoming homeless in 2017-18
- We currently offer a Home Improve Equity Loan Scheme across the borough. From 2005, we have provided 267 loans with currently a value of £5.55 million in outstanding value to be repaid on sale of property. The council has committed further funding of £508,000 over the next two years. We have received repayments of £990k to date.

3.2 Our challenges

Oldham has many housing challenges. They are, as in many parts of England, quite complex and resolving them will take a range of actions on many fronts sustained over a long period of time. The council, working co-operatively with residents and partners, is determined to address the challenges and to forge a new future using all the available powers at our disposal.

The key issues are set out below:

- Oldham is not considered nationally to be a place of high housing need and so is not currently a priority for funding or assistance from many Government housing funding programmes.
- Oldham's local housing need is for 716 homes a year, this is a big increase from the current Local Plan housing requirement of 289 homes annually. The new national Housing Delivery Test also requires the council to put in place an action plan to set out how the local housing need will be delivered.
- Oldham's housing has been affected over the years by poor performance of the local economy. Our income levels are 6 per cent lower than Greater Manchester and 12 per cent lower than the national average.
- Our borough has the highest proportion of pre-1919 terraced homes in Greater Manchester (41 per cent) and they're concentrated in East and West Oldham (58.4 per cent and 56.1 per cent), those parts of the borough that show the greatest levels of disadvantage and deprivation.
- Although private sector housing conditions improved between 2010 and 2015 levels of disrepair in this sector remain high. In 2015, 13.6 per cent of homes were in disrepair compared to the national average of 5 per cent.
- Oldham also has a high proportion of properties in lower council tax bands, with 71 per cent of households in a band A or B property.
- The borough has lower than average, (and falling), home ownership levels compared both to GM and England. This due to persistent outward migration of more economically active groups and buy to let purchases, especially in the urban core.
- Younger people (aged 20 – 29) are leaving the borough to live elsewhere. There is projected to be a 7 per cent fall in the number of people living in Oldham aged 20-29 between 2016 and 2026.
- Levels of overcrowding are high and are a legacy of historic low new supply of larger family accommodation; our terraced housing stock has been absorbing a large proportion of household growth.
- There is a limited supply of viable sites on which to support the intended scale of housing development.
- Action to make brownfield land ready for new housing development is something we need to prioritise. We will need to implement a range of ways to improve the viability of these sites.
- The number of social rented, affordable and private rented homes becoming available for letting to new tenants is declining sharply. A so called 'tightening' of access to our rented housing stock is therefore occurring.



- Fewer homes becoming available for lettings makes it difficult for the council to assist residents in meeting their housing needs.
- Our population is ageing. By 2035 the number of people over 75 is projected to increase by more than 10,000. We will need to create many more homes that are attractive, accessible, affordable and suitable for older people.
- Welfare reform and particularly the introduction of Universal Credit is putting pressure on people's finances and leading to increased homelessness.

3.3 Our opportunities

There are also some opportunities to improve our housing offer and the place offer. We intend to reshape them to the benefit of our residents.

- Oldham's housing is relatively affordable compared to other parts of the North West and nationally. Given the right 'housing offer' and 'place offer', housing affordability could attract economically active young professionals and families considering settling here; it could also help to address the current out-migration of some of these households.
- Building new homes at the level of annual new supply required (an average of 716 homes a year) provides an opportunity to increase the choices available so that more people can find a suitable home in a place they like and at a price they can afford.
- Through the delivery of a broader range of housing tenure and type, particularly in the most disadvantaged areas, there is an opportunity to reduce social and economic segregation and achieve a better mix of incomes.
- There is an opportunity to explore new housing development models, such as a Local Housing Company and alternative financial incentive schemes to support more of Oldham's residents from a wider variety of income groups, including young people, who want to access home ownership. These may also help to attract new economically active residents to live in Oldham.
- Selective Licensing and our continued efforts to review our approach and develop constructive working relationships with private landlords has the potential to drive up property and management standards in the sector.
- Developing Housing Action Area Pilots in the most disadvantaged neighbourhoods to help build resilience, community confidence and raise standards in the private rented sector increasing their desirability.
- Working with Greater Manchester on improving transport networks and helping to bring new investment and businesses to the region presents many opportunities to strengthen our place and housing offer.
- Greater Manchester Devolution and working locally to develop 'Healthy Homes' between housing, health and social care will provide many opportunities for coordinating and joining up services around people.

4 An attractive Housing Offer

Supporting an inclusive economy

Year-on-year, significantly fewer of Oldham's homes are becoming available to rent in both the social and private sectors. This is partly due to the choice of housing available being fairly limited, making it difficult for people to find a new home that suits them when their needs change.

We expect to diversify what is available creating a better range of types of housing for people to choose from. This will give people more scope to move from their current home to something that suits them better, freeing up their home for someone else to occupy. We want to create a housing offer that works for people who already live here, for economically active people thinking about whether to settle and stay living in Oldham, and for those in housing need. We want everyone to be able to find a place they can afford that meets their needs and where they can live happily.

4.1 More new homes providing greater choice in type, size, tenure and affordability

The 2019 draft Greater Manchester Strategic Framework: GM Plan for Homes, Jobs and the Environment proposes a target of around 201,000 additional homes (net) to be delivered over the period 2018-2037 to accommodate its growing population. It is proposed to phase the provision of these new homes: in Oldham it proposes the provision of 450 new homes per year between 2018-2023, increasing up to 860 new homes per year between 2024 and 2037. .



The evidence is telling us that as well as needing to build significantly more than double the number of new homes as have been built in recent years, we need:

- A more diverse range of homes in terms of their size, type, tenure and affordability offering greater choice in all areas;
- New homes for social rent in places with lower levels of social housing;
- New homes for affordable rent;
- An expansion of the ‘intermediate sector’ including new homes for shared ownership;
- To provide a stronger steer through the planning system to ensure the right homes are built on each site that comes forward so we can create a better balance of housing on offer in each neighbourhood;
- To favour strategic locations for new housebuilding – including Oldham Town Centre and other district centres and sites accessible to tram stops, road and rail networks and motorways. Homes are built on each site that comes forward in order to create a better balance of housing on offer in each neighbourhood;

What we will do

Working with developers and registered providers, we intend to make sure that the new homes built in Oldham are matched to the evidence of what’s required and where.



4.2 Financial schemes to help people access home ownership

For many of Oldham’s residents, access to social housing or affordable rent is not necessarily their preferred option. There is a range of financial schemes now available that can help people to buy a home they want at a price they can afford. We intend to make these schemes available for those who can’t afford to purchase a home on the open market but who can’t readily access a social or affordable housing either.

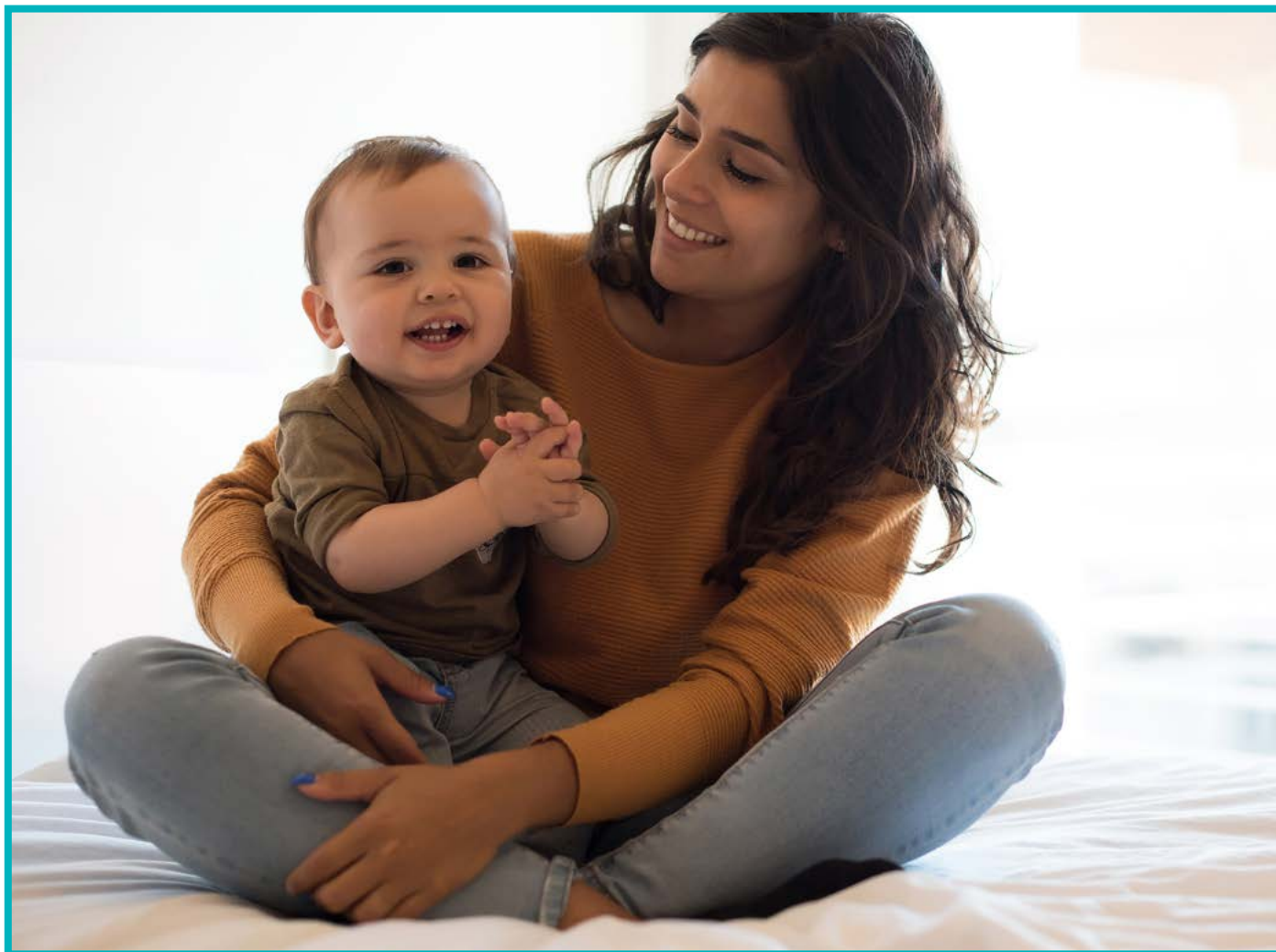
What we will do

We will provide targeted information to Oldham’s residents on government Help to Buy schemes and encourage developers to provide bona fide assistance to help people to purchase a home. We are also considering introducing a Tenants Incentive Scheme to help social housing tenants to access home ownership and other types of direct support that might be appropriate.



4.3 Homes attractive to young people

The most successful places over the next decade will be those that can retain a younger labour force. It is essential that Oldham finds a way of retaining more of its talented and economically active young people.



We want all young people to have routes to independence and to choose to stay living in here. These groups include those graduating from nearby colleges, those learning a trade or profession through an apprenticeship, young people who might be attracted to move to Oldham after university to take up a job locally, people with learning and physical disabilities and those leaving the care system.

We are committed to finding out what young people really want from their housing and living experience and to making sure that is available, including in Oldham Town Centre.

What we will do

We will undertake a range of consultation, research, mapping and modelling and will work with young people to make sure they can access suitable and attractive accommodation.



4.4 Homes attractive, suitable and accessible for older people

The number of people in Oldham over the age of 75 is projected to increase by more than 10,000 by 2035. We currently have too few homes that are attractive and suitable for older people as they become frail and there are indications that too many older people are living in residential or nursing provision when they may not need to be there.

In 2017 there were 253 extra care flats, 325 sheltered and 700 bungalows all for social rent and with provisions for level access and bathroom facilities. Demand for these types of homes outstrips supply. At the same time, analysis of GM comparator authorities shows that Oldham has 118 per 1,000 people aged over 75 living in private residential and nursing provision – the highest level across Greater Manchester. The top reasons older people ask to be rehoused through the housing register are that their current property is unsuitable, they want to move into sheltered housing, or because their current home is too big.

A Strategic Housing for Older People (SHOP) analysis in 2016 recommended that Oldham should aim to expand the number of Extra Care places available as an alternative to residential care. It showed a current shortfall of 80 units that will rise to 340 by 2035. Two projects completed within the last six years have shown us that there are older people from Black and Minority Ethnic (BME) communities who require specific forms of support to access suitable housing, health and extra care services.

Based on this evidence, we are taking a range of actions to expand the housing choices available for Oldham's growing older population so that they can find suitable homes with good facilities and a range of support options on hand. We want people to feel supported to make a positive decision to move to a new home in later life that better suits their needs. We also want older people to be well supported if they decide to stay in their existing home.



What we are already doing

- We provide Disabled Facilities Grant funded adaptations to around 200 people each year, most of whom are older people;
- We have 253 units of extra care housing with support and care;
- We have 2,000 sheltered housing units, around half of which are category 2 and have scheme managers on site;
- We have three 'reablement flats' in our extra care schemes, that are used as temporary accommodation for mainly older people to receive 'reablement' support once they've left hospital;
- We have a Community Alarm scheme, 'helpline' that is currently being reviewed along with a review of our use of assistive technology;
- We have a CQC-registered mobile response team who assist older people who have fallen in their homes, and help them to recover quickly in most instances avoiding a hospital admission;
- Greater Manchester is undertaking a review of Home Improvement Agency/Care and Repair provision across the conurbation and will draw up recommendations from that in due course.

What we will do



We will consider the recommendations emerging from the Greater Manchester Home Improvement/Care and Repair review as soon as they emerge. We will also consider reviewing our existing ethical equity loan fund. This will look to widen equity loans to enable poorer older home owners, living in the worst condition accommodation, to improve their homes. The loan funding plus any interest or value-linked uplift would be repayable on sale of the home and would, therefore, become available for further lending.

4.5 Specialised and supported housing for vulnerable people

We aim to ensure provision of sufficient specialised homes with support to meet local needs. Our overall approach is:

- Early intervention and prevention;
- Reduce the need for residential and acute services;
- Personalised, locally delivered services including information and advice to promote independence and use local assets.

For disabled people, our priority is to help the 728 applicants on the Disabled Persons Housing Register to match with accommodation that works for them, adapting it where necessary. We are also focused on getting the right type of housing built to meet existing and emerging needs.

For people with dementia, our priority is to support people to stay in their own homes for as long as possible and to prevent hospital stays and moves to residential care. We also need to explore housing options for people with advanced dementia.

For people with mental health problems, our priority is to provide high quality, varied and flexible supported housing solutions that enable people to step up and step down; adjusting to their changing health needs and with a focus on rehabilitation and improvement. This includes solutions for people living in mainstream housing with family or friends, providing the right levels of supported housing with wrap around care and support and also some intensive support in semi-secure and hospital settings.

For people with a learning disability, our priority is to provide a better range of housing options for people which meet their support and care needs. This includes people with low and medium care needs in transition and who need options to support their route to independence, those living with older carers, and those with complex needs/behaviours which challenge.

For care leavers, our priority is securing sufficient suitable and semi-independent accommodation with support and emergency accommodation that can be accessed 'on the day' if necessary, to support the increasing numbers of young people moving from the care system into independence.

What we have already done

The council has recently undertaken a comprehensive assessment of the needs for different types of specialised accommodation with support. This has involved listening extensively to what people, families and carers have said they need and want, including disabled people, people with dementia, mental health difficulties or people with a learning disability.

In response to our findings we:

- Have made some changes to the way we manage and advertise the Disabled Persons Housing Register and support people in order to enable more direct matching, promotion between partners and automated bidding for those who need specialist support to access housing;
- Have identified a range of ways of filling gaps in provision for people with mental health difficulties and for some people with a learning disability including: good neighbour schemes, a network model where people living in their own homes support each other with their daily lives, Shared Lives – a CQC registered model in which people live with a family and are helped in various ways with their day to day lives to live interdependently, housing with support services or personal assistants, respite and rehabilitation options, shared accommodation with floating support and information and advice services;
- Are building a new purpose built supported housing scheme for adults with a learning disability and complex needs in Hollinwood;
- Are looking into new models of accommodation for people with a learning disability which can provide a positive and supportive environment.

What we will do



Continue to make changes to improve how we manage the Disabled Persons Housing Register and the process of applying and matching with suitable properties to support greater opportunities for community integration and minimise harassment and victimisation. are looking into new models of accommodation for people with a learning disability which can provide a positive and supportive environment.

Investigate housing-with-care options for people with dementia with Health and Social Care and our partners that facilitate people to stay in their own homes for as long as possible and prevent hospital stays. This will inform how we provide accommodation, support and care options in future.

Explore best practice in housing options for people with advanced dementia, including whether or not enhanced extra care schemes could provide a suitable solution.

Explore opportunities to provide accommodation with integrated opportunities for training, employment and apprenticeships for people with a Learning Disability, to help maximise independence.

Talk to care leavers to find out what it is that they would find most useful in terms of pathways into independence.

Review our approach to sourcing suitable accommodation with support for young people between 16 and 25 leaving the care system, including consideration of dedicated units to provide 'on-the-day' emergency accommodation and semi-independent homes for longer-term occupation for those moving to independence.

4.6 Gypsy, Traveller and Travelling Showpeople accommodation needs

We will continue to work with our other Greater Manchester authorities to review the current and future accommodation needs of Gypsies and Travellers, and Travelling Showpeople.

What we have done:

In late 2013 arc4 was commissioned to update the Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA) for the Greater Manchester Authorities of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan.

This concluded that the overall pitch and plot requirements over 5 years 2014/15 to 2018/19 and subsequent 15 years 2019/20 to 2033/34 in Oldham was zero.

What we will do



We will keep under review the level of pitch and plot provision that would remain appropriate for the Gypsy and Traveller and Travelling Showpeople population in line with the Greater Manchester (GTAA).

4.7 More homes accessible to large and intergenerational families to relieve overcrowding

Evidence shows that there are high and rising levels of overcrowding in Oldham caused partly by the lack of new supply of homes compared to household formation. Too many people have to continue living in the family home beyond when they're ready to move out. We want to create more options for larger and intergenerational households to live comfortably together.

We will seek to address this by creating opportunities for older people living in large homes to rightsize, supporting the development of more large homes and helping overcrowded households to raise the finance to move to a larger, more suitable home.

What we will do



We will address this by creating opportunities for older people living in large homes to right-size, supporting development of more large homes. We will also look to help overcrowded households, subject to an eligibility criteria, to raise the finance to move to a larger, more suitable home.

4.8 Options to Do It Yourself and support for co-operative community-led housing options

Some people want a more hands-on experience to designing, building and managing their home. Others want to live in semi-communal environments or to own property within a cooperative model of home ownership. We want to make it possible for individuals and self-organising groups to develop their own homes, and cooperative schemes and management models that may be outside of traditional provision. We are particularly interested in encouraging intergenerational co-housing schemes where people of different ages live in close proximity, become friends and share many aspects of everyday living.

Working with our registered housing partners, and looking at innovations happening elsewhere, we aim to expand the options for self-build, custom-build and a range of community-led and owned schemes within Oldham. We will explore how we might best support development of these schemes, including the potential to draw on resources from Homes England's Community Housing Fund. We will also promote Homeshare as a route to companionship for some people.

What we will do



Working with our housing partners, and looking at innovations happening elsewhere, we aim to expand the options for self-build, custom-build and a range of community living within Oldham. We will also explore the potential for Homes England's Community Housing Fund to support the above developments.

4.9 Greater choice for council and registered provider tenants

Almost half of households that can no longer readily apply to our housing register were already housing association tenants who are seeking a transfer to a more suitable home. And almost half are overcrowded households.

It may be possible for some households who are already council or housing association tenants to find another home that is more suitable to their needs through direct contact with each other. Oldham Council does not currently have a borough wide local Mutual Exchange scheme in place with all its partners with access to affordable housing. However, we know that most moves of social housing tenants take place within the borough.

We will consider re-establishing a local mutual exchange scheme, working with all of our local housing association partners, building on existing schemes and best practice from elsewhere. We will also consider additional activities to help people to meet face to face, such as speed-meeting events.

4.10 Making better use of existing properties by bringing empty homes back into use

On 1 December 2018 there were 1,109 properties that have been empty for more than six months in Oldham and is consistent within the national average. Of these, 229 have been empty for more than two years, 135 for more than five years and 13 for longer. These dwellings often need attention to bring them up to a decent standard. Those in the worst condition can sometimes reduce the desirability of neighbourhoods.

Over the last year the council has helped bring 488 empty homes back into use. We are now upping our efforts in taking action on empty properties in order to both increase the supply of homes available and to increase the desirability of certain neighbourhoods.



What we are already doing

- We are working with Homes England on pilots to establish two viable schemes to bring empty homes back into use – a ‘Lease and Repair’ scheme and a ‘Purchase and Repair’ scheme.

What we will do



If these pilots are successful, they will be rolled out elsewhere.
We will also consider variations on these schemes in order to bring more empty homes back into use.

4.11 Improved quality and condition of homes and tenancies for private tenants

Some neighbourhoods have very high levels of private renting concentrated in pre-war terraced homes. Some landlords only own and rent out one property and we know that many use one of the 97 letting agents operating locally. It’s important that the relationship between landlord and tenants works. The council already provides a bond scheme, through which we help tenants to negotiate terms, and provide a deposit or equivalent to enable the tenant to secure the tenancy. We also provide a tenancy sustainment service.

What we’re already doing

- Three years ago, we introduced ‘Selective Licensing’ in eight tightly defined neighbourhoods. Landlords operating in these neighbourhoods are required to purchase a licence from the council and to meet certain standards. We are considering a range of other actions to support tenants.
- We are currently undertaking a review of our Selective Licensing programme to understand what it is achieving in terms of improvements in housing and management and for the wider neighbourhoods.
- We also license some Houses in Multiple Occupation as required by law and are extending this to include properties which house five people or more in two or more separate households that require licensing under the Prescribed Description Order 2018.

What we will do



We are considering a range of actions through developing Housing Action Areas and an appropriate intervention delivery model to drive up standards such as a Local Housing Company. This will run alongside Selective Licensing to drive even further improvement in the private rented sector.

4.12 Advice and signposting to the full range of housing options

We want people to be well-informed about their housing choices and how to access different types of homes. That includes people currently living here and those attracted to move to Oldham from elsewhere. Our intention is to provide more and better targeted information and advice about the full range of options to rent and buy through the Oldham Housing Offer.

We intend to undertake a review of our Housing Options, Advice and Tenancy Support Service and look at how we can best provide a progressive service.

What we will do



As well as our register of people in housing need seeking a social tenancy, we will hold a broader register of people looking to access home ownership or a private rented home so that we can provide access to appropriate information on relevant options.

The service will help people who are struggling to access a social housing tenancy due to affordability issues to take steps towards making sustainable rent payments and fulfilling other aspects of the tenancy conditions. The service will also interrogate why some tenancies fail and develop better approaches to sustaining them in future. We will look to review the service more regularly and extend the reach of the options more widely, identifying places where we will reach people who may be looking for a home within the Oldham Housing Offer.



5 Delivering the Housing Offer

Oldham needs to build more than twice as many homes a year up to 2037 than it currently does and will have to account for the numbers built against a national target through the Housing Delivery Test.

At the same time it needs to develop places and neighbourhoods that are attractive to existing and new residents. It also needs to meet a wide range of needs and aspirations for housing. The large majority of new homes will be built by developers and registered housing providers with the council playing a critical role in enabling effective partnerships so that sufficient homes are built of the right types and in the right places.

At the heart of this is building strong relationships with and understanding our partners, their strengths, specialisms, ambitions and motivations. In particular, how they match the vision for our borough set out in this strategy and in our Oldham Plan. We want to develop our relationship with the full range of registered housing providers and developers who are committed to improving Oldham in the long-term, offering good jobs, training and apprenticeships for Oldham's residents and who are using local supply chains.

The ambitions set out in this strategy to deliver more new homes will require a different approach to supporting viability in the most appropriate way on a site-by-site basis. In particular, if we are to be successful, in redeveloping more of the borough's brownfield land.

We also want to support local people who want to build their own home, to manage their own scheme or to live in semi-communal environments where people share aspects of their daily lives and which provides the context for low level support. The council also intends to take on a development role focused on filling gaps in market and registered housing provider provision.

As a council, we will upgrade our approach to both enabling and direct delivery, drawing intelligently on a wide range of approaches and tools to support our partners and residents to deliver the numbers and the range of types of home required.

Homes England periodically updates the types of funding and support it makes available to councils and registered housing providers and the conditions of that support. Specific funds usually last for a finite period. We want to be always looking ahead and prepared, with residential-led schemes ready to be developed, so that we can bid for gap funding from these funds or other sources, such as at Greater Manchester level, to enable development to go ahead.

5.1 Partnerships with committed developers and registered housing providers to build homes and places

We see our developers and registered housing providers as a valuable asset and want to work in partnership with them to engender support for the ambitions set out in this strategy.

We know that each registered housing provider has different capacities, capabilities and strengths. Some have the development capacity to build large numbers of new homes while others have innovated and developed specialisms in care and support, or in building cohesive neighbourhoods. We want to make sure that we play to all those strengths. We also want to make sure that all partners are taking actions in support of our housing delivery targets.

What we will do



Actively manage relationships with registered housing providers, drawing up a simple MoU with each one, to identify and draw on their particular strengths in support of the ambitions and targets set out in this strategy.

We want to provide better opportunities for local small and medium sized housebuilders and developers who are committed to playing a positive role in achieving our housing targets, to submit and win contracts with Oldham Council

5.2 Extracting greater co-operative and social value from contracts

The council is in the process of adopting a new methodology for maximising social value opportunities across all its contracts. Close working with us and community partners throughout the term of the contract will ensure that contractors deliver types of social value that are most useful to communities, because they are co-produced with them.

What we will do



There is no limit to the types of Social Value that might be negotiated with contractors. We envisage elements such as improvements to the public realm, street furniture, children's play facilities and design features to make neighbourhoods more secure and age friendly could be among those required by developers as their added contribution to improving neighbourhoods.

5.3 Improving the viability of difficult sites with developers

The council wants to address the issue of difficult-to-develop sites for two reasons. The first is that brownfield sites, and to differing degrees the high numbers of former cotton mills, are preventing Oldham from moving on from its rich industrial past and are now holding it back from achieving the delivery of new homes. The second reason is that the number of greenfield sites available for development is very limited and we know that many of these are valued and used by the community.

The council needs to take action through a combination of measures and in partnership with registered housing providers and Homes England, to make sure developers get a viable return on their investment. We want to listen to housing developers and develop a positive dialogue with them so we can support viability in the most appropriate way on a site-by-site basis, and so that they agree to employ local people, create apprenticeships and draw on local supply chains

What we will do



The range of actions we are taking to improve development viability include:

Land price and planning obligations: We want to make sure that the places where we want development to happen are viable and attractive from a development point of view. We will look into a range of approaches to improving viability including how we might adjust our approach to planning obligations, packaging sites, providing greater clarity and exploring sources of 'gap funding'.

Developer certainty and cash-flow: We want to make sure that developers feel free to develop, unconstrained by concerns around their ability to sell new homes. We intend to support sales of completed homes and defer payment on the sale of council land for housing until house sales have taken place.

Identify new sources of funding: Those earmarked for specific purposes, where this helps Oldham to achieve its aims, and to create an Oldham Housing Fund that can be drawn on, for example by offering developer loans to make sites viable.

Improving housing markets: In some localities, action is required to upgrade the quality of existing homes, environments and management practices.

5.4 Support for self-build and co-operative community-led models of housing

As a Co-operative Council, we want to support individuals and groups to develop their own homes or cooperative models of housing such as housing cooperatives, co-housing and community land trusts.

As well as Homes England's Community Housing Fund, new possibilities for enabling community-led models are emerging, as shown by recent work carried out for Greater Manchester. These include acquiring suitable land for example through One Public Estate, securing finance through Social Investment Funds and capacity building support through enabling hubs.

What we will do

The council will investigate these and other models with interested residents and explore how they might best be employed to meet the demand and aspiration among our residents for self-build and community-led housing schemes.



5.5 The council's direct roles in delivering homes

The council owns around 2,300 homes, including 1,500 sheltered homes. We have a small home-building programme which includes a supported housing scheme for people with Learning Disabilities.

We are committed to building some new social housing in the future, despite this tenure no longer being supported through the government's affordable homes programme. We will consider how best to use our HRA borrowing capabilities and explore ways of providing new social homes using other sources and through partnerships with registered housing providers.

What we will do

Consider a range of development vehicles for increasing the volume and filling gaps in provision so that the right types, sizes, tenures, affordability and specialised homes are developed. This could include high quality private rented accommodation as well as other types of housing to fill gaps in the market and improve developer confidence.



5.6 Co-ordinated working between housing and planning

We will improve our internal working so that housing and planning decisions are better coordinated. For example, this strategy and the evidence that underpins it will help to inform the Local Plan. In terms of operational coordination, the Housing Insights we produce will be used in pre-application discussions with developers and planning permissions that align to and help deliver the strategy will be favoured.

6 Place offer to support the Oldham Plan

A good mix of new and improved homes and support services must go hand in hand alongside building the confidence and desirability of Oldham's neighbourhoods.

People place a high value on the quality and suitability of local environments, facilities and services, the local education and employment offer and on having a stake in community life. This is because these things are critical to people's health, happiness and productivity. A good place offer and high-quality public realm are a major consideration for people who are making decisions about whether or not to live, work and spend their time and money in the borough.

Oldham's places vary to a large extent in terms of the types and condition of homes, their demographics, character, culture, affluence or poverty levels, quality of the public realm and assets. Given that places/neighbourhoods have different needs and aspirations we intend to move away from a 'one-size-fits-all' approach and adopt a tailored approach, working with local communities to shape the housing offer, amenities, services and public realm in each area.

6.1 Place-based approach to solving problems and co-producing solutions with residents

We want to work with residents to understand and develop solutions to local issues including difficult and deep-seated issues. We will support them to take the lead where possible; where it is more appropriate for the council or one or more of our partners to take action we will listen to residents and work with them to deliver the right response in a timely way.

What we are already doing

We have a Thriving Communities Programme focused on building community strengths and resilience. What happens and where is informed by evidence emerging from a Thriving Community Index (TCI) of 26 indicators that give a deep insight into how well each neighbourhood is functioning, what is driving demand and behaviour, and how that's changing over time.

It is used to inform what type of public services or intervention might be appropriate in which locations, in order to support that neighbourhood to become more resilient and to thrive. The programme has several other elements including:

- Building community groups and community-led activities to widen the choice of activities available to residents;
- Social prescribing with guidance to connect patients to suitable community support;
- Fast Grants (£50 to £500) to enable grassroots community groups to make small but significant changes, locally;
- Social Action Fund (£850k) to address loneliness, physical and mental health;

- Workforce Development to empower hairdressers, off licence workers, taxi drivers and others to play their part in connecting and supporting vulnerable people.

We have also undertaken a Locality Asset Review that establishes the types and quantity of public assets available within the districts of Chadderton, Failsworth and Hollinwood, Oldham East, Oldham West, Royton and Shaw, and Saddleworth and Lees, and their constituent neighbourhoods and how they can be best utilised to support this programme and our wider Public Service Reform priorities.

Multi-agency place-based teams working in a truly integrated way across agencies (including housing/environmental health) have started a radical transformation of public service delivery in four neighbourhoods: Holts and Lees, Limehurst and Hollinwood, Westwood and North Chadderton and Hathershaw. Their work is informed by insights from the Thriving Communities Indicator and the teams are starting to address difficult issues such as organised crime.

What we will do



Establish a Community Hub in some areas to support and take forward many of these programmes.

We will consider how best to bring together the work of these Place-Based Teams and private sector housing work – including selective licensing and empty homes – and with resident involvement, to make the biggest impact possible on one or more areas where there are high levels of dissatisfaction, resident churn and crime. We will learn what works best from one or two areas and where appropriate roll this out to other areas.

6.2 Co-designing future-facing ‘Place Plans’ and masterplans with local communities

We also want to provide a vehicle for local people to shape the long-term future for their neighbourhoods within the wider context of the visions being developed for Oldham and Greater Manchester.

We would like to work with residents to draw up ‘Place Plans’ as part of the Local Plan or neighbourhood planning processes.

These plans would then be a vehicle for conversations about how neighbourhoods might respond to evidence of need, draw on their many strengths and make the most of opportunities available in order for us to work co-operatively to meet future housing and employment needs, and shape the public realm over the next 15-20 years to support a compelling vision for the life of the community.

If we decide to draw up a series of Place Plans, they could include a wide range of considerations that will determine what sort of place the neighbourhood becomes, including the design of physical developments, community spaces and services.

While these would not in themselves be statutory documents, Place Plans would inform the development of the emerging Local Plan and any neighbourhood plans, the latter two being both statutory documents.

There are some difficult decisions to be taken about how to develop the brownfield industrial legacy sites in Oldham, some of which have derelict mills on them. There are many complexities associated with their regeneration, not least because they are often in private ownership and have high re-mediation costs. It will take time to address these complex issues. However, the council is exploring new ways of making some of these sites viable for new development, including for both new homes and employment purposes.

As the above sites become available for redevelopment, we will develop detailed plans, in partnership with residents, in order to make sure that both the homes built and the spaces between the homes suit the community's ambitions and purposes. We will be guided by analyses of the suitability of sites for redevelopment.

We are serious about reversing the trend of some of our young people leaving the borough and taking their energy, intellect and talents with them. So we want to create attractive homes they can afford and spaces that meet their needs and where they enjoy spending time with others.

We have completed a masterplan for Royton Town Centre and are undertaking detailed master planning and a visioning exercise that will steer the redevelopment of Oldham Town Centre.

6.3 Evidence-based 'Housing Insights' to create more balanced, thriving communities

There is currently a significant variation in the different types of homes in different neighbourhoods within Oldham. For example, West Oldham has over 30 per cent social homes which is very high compared to the national and GM average, while Saddleworth and Lees has around 7 per cent. Chadderton has over 55 per cent 3 or 4 bed houses, but only 1 per cent 2 and 3 bed flats. Around 1.1 per cent of homes in East Oldham are 3 bed bungalows compared with 8.1 per cent in Royton.

There are also very different needs and aspirations relating to housing in different neighbourhoods that could be best addressed by particular interventions and investment. Plus there may be instances where we know that, by focusing our efforts on a specific place for a period of time, we could make a significant difference to that place.

The Housing Insights will set out the evidence behind the above proposals. It will explain how the mix of new homes and other interventions/investment is expected to achieve the overall vision for that place as articulated in the Place Plan and how this will help the neighbourhood to thrive.

Housing Insights provide an opportunity to present the evidence and proposals around housing to communities at an early stage and for this to be a part of the place-planning / or future master planning process. They will also inform the Local Plan and will be the starting place for discussions for example with developers. Oldham will support development and actions in line with the Housing Insights evidence including through developing a range of new tools to support site viability. We intend to monitor progress against the Housing Insights evidence base including outcomes such as new homes delivered on the ground.

What we intend to do

If we decide to draw up Place Plans we also would aim to set out, in a series of 'Housing Insights', what the evidence is telling us might work best in terms of the mix of new homes (from the recent refreshed evidence base for example the Local Housing Needs Assessment) as well as other housing interventions and the investment we are considering prioritising in each place.

**There will be one evidence based Housing Insight per Place Plan.
Each 'Housing Insight' will:**

- Set out the current and future target mix of type, size, tenure, affordability and density of homes relative to local incomes for that part of the borough, and therefore the number of new homes of each that are required to achieve the desired balance of homes over a specified period;
- Specify whether the area will be a focus for particular council interventions and investment. This includes for example, Selective Licensing, empty homes programmes and potential interventions to improve the quality of the private rented sector and neighbourhoods like proactive enforcement of standards, options for private landlords to improve their homes, targeted investment in the private housing stock;
- Set out what financial products might be available to help first time buyers to secure a home in that area.



6.4 Major development sites identified within the GM Spatial Framework

We are currently consulting on proposals within Greater Manchester's Plan for Homes, Jobs and the Environment for major new developments over the next 20 years on 10 key sites. These have the potential to deliver around 4,000 new homes between 2018 and 2037. Given their scale it will be important to ensure that these sites are developed in a comprehensive manner that delivers a mix of housing to meet our local housing needs, high quality places and neighbourhoods and the supporting infrastructure required, thereby contributing to mixed and balanced sustainable communities.

Each of these sites propose between 50 and 1,450 new homes and were they to go forward would deliver a total of 4,007 new homes between 2018 and 2037. They have been chosen partly because they are sustainable locations – close to town centres and the Metrolink. At least two of the sites are close to locations of proposed new employment sites and these are proposed as part of the M62 North East Corridor which seeks to boost the competitiveness of the northern districts.

What we will do



Through the Housing Insights evidence base and Local Plan, we will provide a steer on the requirements for major development sites that come forward in order to support their comprehensive sustainable development and integration into the surrounding neighbourhoods. This includes:

- High quality landscaping and provision of green infrastructure to enhance the attractiveness of developments and provide opportunities for recreation for residents and other people;
- Homes built to high quality design and at a density that are appropriate to the location and nature of the site;
- Where appropriate, the provision of additional school places, health facilities, shops, community and leisure facilities;
- Safe pedestrian/cycle friendly routes to Metrolink stops and neighbouring areas as part of a broader network of recreation routes;
- Road improvements to cater for the increase in traffic associated with the expanded and enhanced employment; and
- Noise and air quality measures to protect the amenity of any new and existing occupiers.

6.5 Community Cohesion – new and existing neighbourhoods

It is important, for the future of Oldham, that all residents feel safe and positive about where they live. We know that some people prefer to live in a tight-knit community of people from the same or similar background. However, we want all of our neighbourhoods to be places where people feel they can choose to live, no matter what their background or which community they identify with most closely.

What we're already doing

We are developing mechanisms for people from different backgrounds to work together to improve their neighbourhoods.

Supported by funding from The Big Lottery and Ministry of Housing, Communities and Local Government, we are delivering a range of activity to increase and improve English language skills amongst children and adults. This is key to resident communications, supports the development of positive relationships and access to employment. We are also providing additional support for people to access employment and training to improve their employment prospects.

7 Better housing and

What we will do



Take a variety of actions, across multiple agencies and with a range of partners, to increase the level of trust and confidence between people from different backgrounds and to encourage mixing within both existing and new residential areas

These activities take different forms in different neighbourhoods and could include ensuring new homes are advertised through media that will reach the full range of community groups, social events to help new neighbours to meet each other and mix, supporting new migrant communities to settle, providing language support, education work with schools and dealing with hate crime.

A youth project will support cross-community activity with young people in schools and the community. The project will increase young people's understanding of different cultures and develop an awareness of celebrating diversity within the borough. Focussing on Oldham, young people will be supported to develop a range of skills including leadership skills to increase their own self-confidence and esteem.





support to improve people's lives

Partners in Oldham share an ambition to achieve and sustain the greatest and fastest possible improvement in the health and wellbeing of our residents by 2020.

Our population's health is influenced by social inequality, often driven by poverty, and the wider determinants of health such as education, employment, housing and transport. Helping people to be more in control of their lives and having a strong voice can improve people's quality of life which in turn improves their ability to play a productive part in the workforce.

Oldham's Locality Plan for Health and Social Care Transformation recognises that registered housing providers make a significant contribution, working in many ways to improve health and wellbeing and address the specific needs of more vulnerable people. This strategy aims to set out ways in which we can collectively go further and improve the integration of housing, health and care to build on the Oldham Plan.

7.1 Integrating housing into the Oldham Cares governance structures

In Oldham, the health and social care teams have recently adopted a new model of working.

Oldham Cares has established five 'GP Clusters' which now have responsibilities for the health and care of population groups of 30-50,000 people. Social prescribing, in which GPs make social (as well as medical) prescriptions for improving people's health and wellbeing, is being implemented. Frontline services have been trained in Making Every Contact Count (MECC) whereby staff who regularly make visits to resident's homes are trained to spot issues that might be negatively affecting residents – such as ill health, abuse, money problems, poor conditions homes or hoarding behaviour – and make a referral to a relevant service such as Early Help or the Warm Homes Scheme.

The council and NHS are at an early stage of operating this new joined-up model of care. We want to ensure that housing-related matters that have an impact on people's health – such as living in a cold home or money problems that could lead to eviction – are addressed alongside their medical and care needs. We want to reduce barriers to people moving into a more suitable home. We also want to develop preventative approaches that reduce the prevalence of unplanned hospital admissions via A&E and that enable patients to be discharged to a safe, secure home with support that promotes recovery.

We are currently considering how we might best integrate housing-related matters into the work of our health and care work streams to provide better services and outcomes for patients.

Looking forward, we will consider how we might develop a 'predictive' data-driven approach across housing, health and care that would enable us to identify the most

What we will do



Some of the ways forward that we're considering include:

Changing our governance arrangements so that the Strategic Housing Partnership Board and Oldham Cares work together to consider and make decisions about how services are organised and funded in order to help people to stay well and living independently in their homes.

Developing a Housing, Health and Care Delivery 'Healthy Homes' plan that sets out the full range of actions we will take in order to ensure that housing-related matters that impact on people's health and wellbeing are addressed, both as a preventative measure and on discharge from hospital.

vulnerable households and work with them to take appropriate action ahead of a crisis occurring. This will enable us to spend limited resources in the best way possible.

7.2 Addressing homelessness

Oldham's Homelessness Strategy 2016-21, Working together to prevent homelessness in Oldham has three priorities:

Access to information and accommodation

Early intervention and prevention

Targeted support to those most in need

That document was published at a time of rising numbers of households approaching Oldham Housing and Advice Services and before the introduction of new legislation, the Homelessness Reduction Act 2017. The numbers of people presenting to the authority as homeless continues to rise significantly from 457 in 2017/18 to 1,122 in 2018/19, (130 per cent increase). Over the same period, the number of people accepted as homeless rose from 300 in 2017/18 to 621 in 2018/19 with a consequential increase of accepted homeless people having to be placed in temporary accommodation from 308 in 2017/18 to 428 in 2019/19.

The Homelessness Reduction Act 2017 has placed new duties on councils to prevent and relieve homelessness. This and a concerted GM-wide effort to tackle homelessness and rough-sleeping, driven by the GM Mayor through the GM Action Homeless Network (see appendix for details), is placing greater pressure on finding suitable temporary accommodation and is also changing the way we work.

The Homelessness Reduction Act increases the length of time that councils have responsibilities towards homeless people and to relieve homelessness and prioritises some specific categories of people, such as ex-armed forces personnel, for support. It has increased the number of applicants and councils' requirement for temporary accommodation. In addition to this, Universal Credit is making it more difficult for people to pay their rent so the Council is experiencing an increase in the number of people whose private tenancies are ending and presenting as homeless.

These pressures are common to all councils and they are making it difficult for councils across GM, including Oldham, to secure sufficient accommodation to meet

their duties. This is happening at a time of increasing pressure on Oldham's rented housing. There has been a 'tightening' of the rental housing offer over the last two years with many fewer homes for rent becoming available. We know that Oldham's housing is attractive to investors living outside the borough because it is relatively low-priced to purchase and delivers high yields in some areas.

What we are already doing to reduce the impact of increases in homelessness

- Improving the private rented sector in eight areas of the borough through Selective Licensing and enforcement of the licence conditions in these properties. (see chapter 5);
- Providing a Tenancy Support service for tenants living in the private rented sector;
- Providing a bond scheme through which landlords' income is assured;
- Looking at how we enhance our tenancy support service so that more private tenants are in a position to negotiate better terms and longer Assured Short hold Tenancies than just six months with landlords, and avoid eviction;
- Increasing the use of networked community support, to enable people to support each other while living in the community.

7.3 Making homes warm, energy efficient and carbon-zero

Oldham Council has been working for many years, through its award-winning

What we will do



We intend to take further action to improve our offer to homeless households, meet the GM Homelessness Pledge to support a Housing First approach for rough sleepers and fulfil our statutory obligations.

We will also develop a Temporary Accommodation strategy in response to the need for higher levels of provision, which will include some new council-owned provision.

Warm Home Scheme to make life better for the 11,000 households who are living in fuel poverty at any one time, around 12 per cent of Oldham's population. Oldham has on average 100 excess winter deaths per year, many of which are preventable.

In addition, Greater Manchester's Vision is to be at the forefront of action on climate change and to make its 'fair' contribution to international commitments. The commitment is to be carbon neutral by 2038 and for all new homes to be carbon-neutral by 2028. This will require a much greater effort in order to reduce emissions and demand for heat and find alternative sources of energy in both new and existing homes.

What we are already doing

The Warm Homes Oldham scheme delivers home energy improvements and advice to people at risk of fuel poverty, with a focus on people at risk of poor health or death.

During the six years we helped over 6,000 households out of fuel poverty. . The £175,000 annual investment by the Clinical Commissioning Group (CCG) and Public Health enables us to draw on capital funding sources such as the Energy Company Obligation (ECO) and the Warm Homes Fund to undertake works to people's homes. The main aim is to reduce admissions to hospital. In 2016, an independent review by CRESR, Sheffield Hallam University indicates that the scheme delivers a range of positive outcomes, lifting 75 per cent of participants out of fuel poverty, reducing the number of avoidable deaths and improving most participants' physical or mental health.

The Council is also engaged in several innovative projects to explore the feasibility of approaches to reducing the carbon footprint by increasing energy efficiency, reducing heating bills and switching to more sustainable types of fuel. These include Oldham Community Power which is the largest generator of community energy in Greater Manchester as well as several Passivhaus homes in St Mary's and the retro-fitting of solar arrays to our own Council Housing We are also exploring several new models for delivering zero-carbon new homes with one of our registered housing partners First Choice Homes Oldham.

To move faster towards our target of reducing the proportion of households in fuel poverty in Oldham to 10 per cent by 2020, we intend to seek further funding from the CCG and through the Better Care Fund to expand and enhance the Warm Homes Scheme. This will enable us to increase the number of households supported through the Scheme.

7.4 Making homes healthy: improving the condition of our poorest homes

**Warm
homes
Oldham**



What we will do



We also intend to develop a more proactive, preventative approach by requiring all frontline health and social care staff to check whether their patients are living in cold or unsafe homes as part of their assessment and care pathways and to refer those who are to the Warm Homes scheme, including via Oldham's Social Prescribing scheme.

In addition, Oldham Councils Environmental Protection Team will start to enforce new regulations requiring landlords of privately rented homes to ensure that their properties meet a defined minimum standard before granting a new tenancy.

- Exploring a new heat network to supply heat to any new homes built in Oldham Town Centre. This would be served by two sources of heat; spare capacity of biomass boilers in an existing district heating system and ground source heat from flooded disused coal mines under the town centre, the latter being at feasibility stage;
- Developing an 'Oldham Code' for low/zero-carbon homes. Proof of technical deliverability is being developed through an EU-funded project to build 20 new low-carbon homes that are electrically heated but without putting demands on the national grid, through a combination of modern storage heaters, solar PV and battery storage to spread supply throughout the day. The pilot work we do to develop the Oldham Code will inform our approach to development viability and will also inform approaches across Greater Manchester to meet the GM zero-carbon targets.

Between 2010 and 2015 the condition of private housing increased significantly in Oldham through a government Housing Market Renewal programme that has ended. Despite our efforts, Oldham's private homes have, on average, much higher levels of disrepair than the national average (in 2015, 13.6 per cent of homes were in disrepair compared to the national average of 5 per cent) and this is principally a consequence of the propensity of old terraced Housing arising from our industrial heritage.

Damp, unfit and cold housing causes a range of health problems including respiratory conditions, arthritis, heart disease, stroke and immobility causing falls – as well as mental health problems, often caused by stress and anxiety. The main groups affected are overcrowded households, disabled people, people with mental health problems and older people. In 2015, they cost the NHS at least £1.4bn in first year treatment costs but the human cost and misery is far higher.

There is currently no government or NHS programme, or appetite, for addressing these housing related health problems anywhere near the scale needed in Oldham. In spite of this, Oldham Council, working with health and social care partners, intends to develop a long-term plan for improving our poor private housing to reduce the burden of ill health they cause.

What we're already doing

We regulate the private rented sector mainly by using our legal powers to require landlords to take action whenever we become aware of a privately rented dwelling in disrepair. Our Selective Licensing Scheme requires a landlord to pay for a licence to rent out a property. The licence fee covers the cost of the council processing the licence and carrying out an audit of the property ensuring mandatory conditions are met. From 2005, we have provided 267 loans with currently a value of £5.55 million in outstanding value to be repaid on sale of property. The council has committed further funding of £508,000 over the next two years and we will continue to review and examine investment opportunities.

A review is underway at the Greater Manchester level to develop a scalable, replicable and financially sustainable care and repair/home improvement model that the localities can adopt to assist people living in poor condition or unsuitable homes or in precarious housing circumstances.

Oldham's public health, environmental health and housing teams will work with Oldham Cares, to develop a position statement and long-term 'Healthy Homes' action plan for addressing the poorest housing in the borough. We will also undertake a review of private housing condition in 2020 so that we can keep track of how conditions are changing over time. The most significant public health gains can be achieved by engaging the most cost-effective improvements to the poorest housing, usually occupied by the most vulnerable people.

Appendix 1:

The national context for this housing strategy Increasing housing supply and

What we will do



In order to better target scarce resources, our joint action plan will include a number of short-term actions to:

1. Marry up intelligence on home condition with other sources of data already being collected such as those sources that currently inform the Thriving Communities Index and data collected by health colleagues that identify which people are most at risk of ill health (through risk stratification) - to give a clearer picture of where the compound problems lie
2. Include 'concerns about the condition of the home' as a criterion for raising a concern within Making Every Contact Count, so that all frontline workers who routinely access people's homes are expected to feed back whenever the quality of the home gives then cause for concern
- 3 Undertaken assessments of home condition where a concern has been raised and consider options for improvement

Healthy Homes action plan will set out our medium and long-term actions and ambitions, campaigning for resources to deliver the scale of improvement for Oldham's needs.



access to home ownership

The Housing White Paper, Fixing our broken housing market published in February 2017 made a number of proposals principally designed to boost the rate of new house building and improve access to home ownership. These have been taken further in the Autumn Statement 2017, the Housing Green Paper 2018 and Autumn Budget 2018. A new National Policy Planning Framework setting out the government's policy for Local Planning in England was published in July 2018. The combined effect of these has been to:

- Increase funding to support provision of 300,000 new homes per year by the mid-2020s;
- Introduce a Housing Delivery Test for councils with targets for the delivery of homes;
- Lift the Housing Revenue Account borrowing cap, allowing councils to borrow against their HRA in order to build new affordable homes (and estimated 10,000 per year);
- Provide further help to get onto the housing ladder, including through a new Help-to-Buy scheme (from April 2021) for first-time buyers and by extending Stamp Duty relief to first-time buyers of shared ownership properties worth up to £500,000;
- Specify 'social rent' within 'affordable rent' as one of several affordable products;
- Boost the Housing Infrastructure Fund of £500m (bringing the total to £5.5 billion);
- Consult on how local authorities can use RTB receipts to build more homes;
- Introduce measures to make best use of the existing social homes;
- Introducing a new rent settlement, allowing rents to be raised by CPI + 1 per cent to 2025;
- Maintain a presumption against developing in the Green Belt.

The new Homes England Strategic Plan 2018/19-2022/23, Making Homes Happen explains its offer of expert support for priority locations to create and deliver more ambitious plans to build homes, especially for home ownership. Key objectives include:

- Unlocking land, using a £1.03 billion Land Assembly Fund to acquire challenging, unviable sites;
- Unlocking investment, to support housebuilding and infrastructure, including more homes for rent and affordable (but not social) housing;
- Increasing productivity through supporting modern methods of construction (MMC) and increasing the number of skilled apprenticeships;
- Driving market resilience by supporting smaller builders, new entrants and promoting better design and higher quality homes.

Oldham is not considered by Homes England to be a place of high housing need and so will not be a priority for funding or assistance from these programmes. The role and purpose of social housing – giving residents a stronger voice

Since the Grenfell Tower Fire tragedy in June 2017, there has been a new focus on safety and listening to residents. The Social Housing Green Paper, published in

August 2018, started a 'national conversation' on the issues raised by over 8,000 residents and on the role of social housing. The key ideas being explored within the paper include how best to:

- Ensure that social homes are safe and that they meet the Decent Homes standard
- Improve and speed up the complaints resolution process;
- Make landlords more attentive to the voices of their residents by actively regulating 'consumer standards' and improving access to information about landlords' services;
- Tackle the stigma faced by people living in social housing by celebrating thriving communities and involving tenants in design of new homes and places.

Homelessness, children leaving care and welfare reform

The Homelessness Reduction Act 2017 requires councils to engage and work with households threatened with homelessness 56 days in advance of the date on which they are expected to become homeless (28 days earlier than previously). It requires tailored advisory services for specified vulnerable groups. Councils must assess and develop an agreed Personalised Housing Plan and help relieve homelessness where prevention has not been an option or successful for a period of 56 days (before any decision on the main homelessness duty). The Act dissolves the local connections rules at the prevention stage apart from a duty to provide care leavers with accommodation.

The Children and Social Work Act 2017 goes further by introducing a new duty on councils to publish a local offer for care leavers with regards to accommodation and wider support.

Welfare Reforms continue to present challenges for residents, the Council and Registered Providers. Changes that have already been implemented include: a reduction in the Benefit Cap to £20,000 for families and £13,400 a year for single people, the Under-Occupancy Charge (Bedroom Tax) that limits the Housing Benefit entitlement for claimants who are deemed to have one or more spare rooms. The Shared Accommodation Rate now applies for people under the age of 35. Universal Credit has been rolled out fully in Oldham and from April 2019 Housing Benefit will be moving to the Local Housing Allowance rate.

Some minor changes were made to Universal Credit in the Autumn Statement 2017 to help soften the impact on claimants and a further £1.7 billion was announced in the Autumn Budget 2018 to increase work allowances and provide extra help for people moving from existing benefits to UC. Further changes have recently been made by the Secretary of State to address some of the design flaws of Universal Credit. However, the scheme continues to make the lives of some of Oldham's' poorest people more precarious.

Appendix 2:

The regional context – Greater Manchester

In January 2019, Greater Manchester Combined Authority published a Vision for Housing: Doing Housing Differently to address the housing crisis and connect housing, people and places. There are three strands to the vision: the homes we have, the homes we need and delivering change. The vision reinforces Oldham's view that, for Greater Manchester and the places that make it up to be successful in the twenty first century, we need to make the connections between housing and our overall vision for our future.

This 'overall vision' is set out in the Greater Manchester Strategy. It means making the connection between housing and our plans for inclusive economic growth – raising growth and productivity, whilst improving social and economic inclusion and tackling the underlying barriers to participation and productivity – in order to make the region one of the best places in the world to grow up, get on and grow old and to enable everyone to realise their potential. It confirms our commitment for the City Region to be 'carbon neutral' by 2038, and for all new homes to be carbon-neutral by 2028, which will require us to reduce emissions and demand for heat and find alternative sources of energy in both new and existing homes. "We need our housing offer to be an affordable and attractive one – to provide an excellent quality of life, connected to education and employment, in neighbourhoods all across the city region that our future workforce will want to make their home" GM Vision for Housing: Doing Housing Differently.

The next step is the development of a Greater Manchester Housing Strategy. As a core partner, Oldham Council and housing partners will participate in this process in order to shape a GM-level strategy that supports a healthy and prosperous future for Oldham's residents.

GM Spatial Framework – the GM Plan or Homes, Jobs and the Environment

A draft GM Spatial Framework: Greater Manchester's Plan for Homes, Jobs and the Environment was published for consultation on 7 January 2019. This document contains thinking and proposals for land use across the region, including for housing, economic development, transport, infrastructure and the environment to make the GM Strategy a reality. Key features include: an ambition that by 2040 half of all daily trips in GM will be by public transport or cycling/walking; 65 transport improvements across the region; a commitment to being carbon zero by 2038 and to improving air quality; a 'Brownfield Preference Policy coupled with higher density homes and some new designations in greenbelt land.

The Framework sets the housing targets for GM as a whole - 201,000 new homes over the period 2018-2037 of which it is proposed 50,000 are 'affordable', with 30,000 of these being for social rent or affordable rent'. The proposed target for new homes of all types in Oldham is 14,290 representing an annualised target of 752 per annum. Given that this is more than double current building rates, it proposes phasing the increase aiming for 450 new homes per annum between 2018 and 2023, and 860 new homes per annum between 2024 and 2037.

The Framework sets out to boost northern competitiveness. Some of Oldham's opportunities will come from interventions for create a nationally-significant area of economic activity and growth (over 2 million sqm. of new employment floorspace and 24,000 new dwelling), extending along the M62 motorway to the north of Oldham from M62 North-East Corridor.

The Framework also sets out proposals for ten new development sites in the borough of Oldham that will, between them, deliver over 4,000 new homes.

The Framework is currently out for public consultation and the emerging Local Plan will provide more detail on how the GMSF will be delivered in Oldham.

GM approach to homelessness and rough sleeping

The GM homelessness programme:

- Embraces the new requirements in the Homelessness Reduction Act 2017 (HRA 2017), to start working earlier and more intensively with households to prevent and relieve homelessness;
- Requires registered providers to deliver on the GM Homelessness Pledges to support the Housing First programme which is an evidence-based approach to successfully supporting homeless people with high needs and histories of entrenched or repeat homelessness to live in their own homes. The programme will be delivered by increasing rehousing opportunities for people living in temporary and supported accommodation, develop models of support for those moving to a secure tenancy, identify and refer suitable people into the Greater Manchester Motiv8 programme;
- Has adopted a GM Homelessness Trailblazer to drive forward a common approach and ensure the same quality of service across the 10 GM authorities, supported by a single data system across GM, and through seven themed strands of work;
- Includes a Social Investment Bond (SIB) Project to address entrenched rough sleeping by implementing a coordinated support service through the GM Homes Partnership;
- Commits the GM localities to making submissions for other funds together (e.g. to MHCLG) to address homelessness.

GM devolution of health and social care and the GM Population Health Plan

In February 2015 the 37 NHS organisations and local authorities in Greater Manchester (GM) signed a landmark devolution agreement with Government to take charge of the £6bn health and social care spending and decisions, from April 2016. A Five-Year Plan: Taking charge of our health and social care in Greater Manchester to radically change the way health and social care is delivered across GM was published in 2015. And a GM Population Health Plan published in 2017, sets out GMs approach, focused on people and communities, to deliver a radical upgrade in population health and tackle deep-seated health inequalities. Person and community-centred approaches are at the centre of our plan as a life course approach to enhancing future quality of life.

Drawing from these, Oldham has its own 'Locality Plan' for health and care devolution that sets out how it will deliver better care and reduce inequalities and work continues to deliver an integrated health and social care service through multi-disciplinary teams and place-based approaches.

There are six principles that underpin the Locality Plan and will support the way we work with our key stakeholders across Oldham to deliver it:

- The deployment of resources flexibly to enable professionals to do the right thing to achieve shared aims and objectives. This will include integrating delivery and pooling NHS and local government resources where it makes sense to, and a closer relationship and different contracting arrangements between commissioners and providers;
- A commitment to taking a whole system approach to health and social care in Oldham and across Greater Manchester, with a jointly owned model of inclusive

governance and decision-making across commissioners, providers, patients, carers and the housing, voluntary, community and faith sectors;

- A new relationship in Oldham between public services and citizens, communities and businesses that supports genuine co-production, the joint delivery of services, and a reduction in demand – “Do with, not to”;
- A focus on the life course, prevention and the most disadvantaged, and a commitment to promote and use asset-based approaches that recognise and build on the strengths of individuals, families and our communities rather than focussing on the deficits;
- The Council and the CCG being responsible and striving to support innovation, reduce unwarranted interventions and admissions, reduce costs and improve productivity to get the best value possible and achieve financial sustainability without compromising the safety and quality of treatment and care;
- Partners across Oldham working with each other to ensure that all resources are used to the best effect to meet the needs of and to benefit the whole of Oldham’s civil society and financial economy. This will include taking account of the national and international evidence and best practice.

The devolution and transformation of health and social care presents a huge opportunity for housing and housing-led services to become integrated into the borough’s redesigned health and care services.

We would like to acknowledge the input from Campbell Tickell and Arc4 for their contribution to this document.





Oldham
Council

Oldham

Local Housing Needs Assessment 2019



Local Housing Needs Assessment 2019

Oldham Metropolitan Borough Council Final Report March 2019

Main Contact: Dr Michael Bullock
Email: Michael.bullock@arc4.co.uk
Telephone: 0800 612 9133
Website: www.arc4.co.uk

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Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column 'total' due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house then we recommend the addition of a similarly worded statement being included as a note to each table used.

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Registered Address: arc4, 41 Clarendon Road, Sale Manchester, M33 2DY

Email: contact@arc4.co.uk www.arc4.co.uk

arc4 Limited Registered in England & Wales 6205180 VAT Registration No: 909 9814 77

Directors - Helen Brzozowski - Michael Bullock

Executive Summary

Introduction

The Oldham Metropolitan Borough Council Local Housing Needs Assessment (LHNA) 2019 provides the latest available evidence to help to shape the future planning and housing policies of the area. The LHNA provides local evidence which builds upon the Greater Manchester Strategic Housing Market Assessment.

The study will help inform the production of the council's Local Plan and Housing Strategy. It considers the affordable housing needs of households, the aspirations/expectations of those households moving in the market, and the need for particular types of dwelling by virtue of age or disability. This research provides an up-to-date analysis of the social, economic, housing and demographic situation across the area.

The LHNA 2019 incorporates:

- A major Household Survey in 2018 which was completed by 2,080 households, representing a 12% response rate from the sample surveyed;
- An online survey of stakeholders;
- Interviews with estate and letting agents; and
- A review of existing (secondary) data.

The findings from the study provide an up-to-date, robust and defensible evidence base for policy development, in accordance with government policy and guidance.

Housing market context

House prices

Median house prices in the borough have been consistently lower than those for the north west region, and England as a whole¹.

During 2017, median prices across the borough were £122,000².

Dwelling stock

This study assumes a total of 92,821 households across the borough³. The dwelling vacancy rate is estimated to be 1.2%.

¹ Land Registry Price Paid Data

² Land Registry Price Paid Data

Overall, the 2018 Household Survey shows that:

- 75.5% of occupied properties are houses, 14.1% are flats/maisonettes, 10% are bungalows and 0.4% are other property types (e.g. caravans);
- 12.3% of occupied properties have one bedroom/studio, 34.8% have two bedrooms, 38.1% have three bedrooms and 14.9% have four or more bedrooms;
- 16.1% of occupied properties were built before 1919, a further 16.9% were built between 1919 and 1944, 21.3% between 1945 and 1964, 26.7% between 1965 and 1984, 15.5% between 1985 and 2004 and 3.5% have been built since 2005; and
- 64.9% of occupied properties are owner-occupied, 20.9% are rented from a social housing provider, 13.6% are private rented (including tied accommodation) and 0.6% are intermediate tenure dwellings.

Demographic drivers

The population of Oldham is estimated to be 235,100 in 2018⁴ and this is projected to increase by 5.8% to 252,300 by 2037⁵. Over the next few decades, there will be a marked increase in the number and proportion of older residents. The population aged 65+ years is expected to increase by 35.7% from 37,800 in 2016 to 51,300 in 2037⁶.

Economic drivers

The 2018 Household Survey found that, across the borough, 56.5% of Household Reference People (HRP) are economically active and a further 28.8% are retired from work. The 2018 Household Survey identified that across the borough 19.4% of households receive less than £10,400 gross per year, 18.1% receive between £10,401 and £15,600 per year, 15.2% receive between £15,600 and £20,796 per year, 13.6% receive between £20,797 and £26,000, 16.3% receive between £26,001 and £39,000 and 17.4% receive at least £39,000 each year.

³ 2018 Council Tax

⁴ ONS 2016-based Subnational Population Projections; 2018 population estimate

⁵ ONS 2016-based Subnational Population Projections

⁶ ONS 2016-based Subnational Population Projections

Dwelling need, type and mix

The overall annual dwelling need for Oldham is 716⁷ each year, based on MHCLG's standard methodology. This has been factored into analysis where appropriate within the report.

The LHNA analysis includes a detailed analysis of the relationship between households and their current housing circumstances, the future aspirations of moving households and what households would expect. This helps to set out the range of dwellings by type and size appropriate over the plan period. Table ES1 illustrates the range of dwellings appropriate for Oldham under a baseline scenario which maps the current profile of dwelling stock by type and size onto household projections over the plan period. Analysis has also considered the need for affordable housing and an annual net shortfall of 203 has been established from Household Survey evidence (Table ES2) and it is expected that an element of this shortfall will be met through new build affordable dwelling delivery.

Table ES1 Overall dwelling type/size and tenure mix under baseline demographic scenario			
Dwelling type/size	Tenure		Total
	Market (70%)	Affordable (30%)	
1/2 Bed House	67	46	113
3 Bed House	202	55	257
4+ Bed House	63	10	74
1 Bed Flat	64	26	90
2/3 Bed Flat	-17	43	26
1-2 Bed Bungalow	102	20	122
3+ Bed Bungalow	27	2	30
Other	5	0	5
TOTAL	513	203	716
Dwelling type	Market (70%)	Affordable (30%)	Total
House	332	112	443
Flat	47	69	116
Bungalow	129	22	151
Other	5	0	5
Total	513	203	716
Number of bedrooms	Market (70%)	Affordable (30%)	Total
1	90	34	123
2	130	99	228
3	230	60	291
4	63	10	74
Total	513	203	716

⁷ Note: This figure is different to that used in the January GMSF (752) as it is based on the MHCLG standard methodology. This approach was taken as at the time of writing the LHNA, the GMSF and the housing need figures set out within it were subject to consultation. Therefore, for the purposes of this piece of work, it was felt best to use the figure derived from the standard methodology.

Table ES2 Net annual affordable housing imbalance by housing market area, property size and designation 2018/19 to 2022/23

District	No. beds				Total	%
	1	2	3	4		
Chadderton	6	17	10	2	34	16.7
East Oldham	6	16	10	2	33	16.3
Failsworth and Hollinwood	5	14	8	1	28	13.8
Royton	4	13	8	1	26	12.7
Saddleworth and Lees	2	6	4	1	12	5.8
Shaw and Crompton	7	21	13	2	42	20.8
West Oldham	5	14	8	1	28	13.9
Total	34	99	60	10	203	100.0
%	16.7	48.7	29.6	5.0	100.0	

Sources: 2018 Household Survey; RSL CORE Lettings and Sales

In terms of the balance between social/affordable rented and intermediate tenure products, it is recommended that the affordable tenure is 50% social/affordable rented and 50% intermediate tenure. Analysis of property type preferences suggests a mix of houses (50.9%) and flats (31.7%), bungalows (12.7%) and other types of dwelling (4.6%).

Older people and people with additional needs

The number of people across the borough aged 65 or over is projected to increase from 37,800 in 2018 to 51,300 by 2037 (35.7% increase)⁸.

A major strategic challenge for the council is to ensure that there is a range of appropriate housing provision, adaptation and support for the borough's older population.

The 2018 Household Survey found that the majority of older people (69.3%) would prefer to stay in their own homes with help and support when needed. Respondents were asked if a range of options would be of interest and respondents could tick more than one. The survey indicated that 28% would consider renting sheltered accommodation, 18.6% renting from a housing association, 17% renting extra care housing and 14.6% would prefer to buy on the open market.

Currently there are around 4,718 units of specialist older person accommodation comprising 3,078 units of specialist older persons housing (planning use class C3) and 1,640 units of residential care (planning use class C2) dwellings. Analysis of demographic change would suggest a need for an additional 2,459 units of older persons accommodation comprising

⁸ ONS 2016-based Subnational population projections

1,604 units of specialist (C3) units and 855 additional units of residential (C2) units to 2037. It is acknowledged that additional provision of residential C2 units is subject to the policy position of the local authority.

A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.

People with additional needs

A range of information has been assembled from various sources which helps to scope out the likely level of disability across the borough's population. Although it is a challenge to quantify the precise accommodation and support requirements, the LHNA has helped to scope out where needs are arising.

Optional accessibility and wheelchair standard housing

The 2018 Household Survey indicates that 9.1% of households live in properties that have been adapted or purpose built for those with an illness/disability.

In line with the GMSF, all new dwellings must be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable. It is also recommended that 4%⁹ of new dwellings are built to M4(3) wheelchair accessible standard.

These recommendations also assume that there will be ongoing adaptation of existing dwellings to support those with additional needs.

⁹ Based on a need of 552 over the plan period and total delivery of 14,320 dwellings (716x20 years)

1. Introduction

Background

- 1.1 The Oldham Council Local Housing Needs Assessment (LHNA) 2019 has been commissioned by the council to provide an up-to-date evidence base to inform the development of the council's Housing Strategy and Local Plan. The LHNA provides additional and local evidence to support the broader Greater Manchester Strategic Housing Market Assessment.
- 1.2 The LHNA supports the requirements of the 2018/19 National Planning Policy Framework (NPPF). It is also prepared in compliance with the government's Planning Practice Guidance (PPG) and takes into consideration the standard methodology for assessing housing need.
- 1.3 The LHNA report is tailored to the unique characteristics and needs of the borough and the role it has within the wider Greater Manchester Housing Market Area. It provides the council with guidance on the extent of overall housing need within the borough, in terms of type, tenure and size, as well as the need for affordable housing and the specific housing needs of particular groups.

Government policy and guidance

- 1.4 The latest National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG) was published in February 2019. The NPPF 2019 sets out the Government's planning policies for England and how these are expected to be applied. Paragraph 10 of the NPPF states that plans and decisions should apply a '*presumption in favour of sustainable development*'. As part of this, in relation to plan-making, it sets out that this means that '*strategic policies should, as a minimum, provide for objectively assessed needs for housing...*'¹⁰.
- 1.5 Paragraph 59 provides an important context to the policy for housing delivery, as follows:

'To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.'
- 1.6 It goes on to state (paragraph 60) that:

¹⁰ NPPF Feb 2019, Paragraph 10

‘To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.’

- 1.7 The NPPF 2019 (paragraph 65) requires that ‘strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.
- 1.8 The NPPF 2019 (paragraph 61) states that the size, type and tenure of housing need for different groups in the community, should be assessed and reflected in planning policies. This is identified as including, but not limited to:
 - those who require affordable housing,
 - families with children,
 - older people,
 - students,
 - people with disabilities,
 - service families,
 - travellers,
 - people who rent their homes, and
 - people wishing to commission or build their own homes.
- 1.9 In addition, the NPPF 2019 paragraph 62 sets out that: *‘where a need for affordable housing is identified, planning policies should specify the type of affordable housing required...’.*
- 1.10 The NPPF 2019 (paragraph 65) requires that ‘strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.
- 1.11 The Localism Act 2010 introduced the ‘Duty to Co-operate’ as a replacement for Regional Spatial Strategy and this requirement is also established in National Planning Policy (NPPF 2019, paragraphs 24-27). Section 110 of the Localism Act requires local authorities to co-operate with other local authorities in maximising the effectiveness with which strategic matters within development plan documents are prepared. The provision of housing development is a strategic priority and the Council will have to

ensure that they are legally compliant with the Localism Act at examination. The Duty to Co-operate applies to all local planning authorities, working with neighbouring authorities and other bodies, including Local Enterprise Partnerships, on strategic priorities.

- 1.12 In the case of Greater Manchester, the Greater Manchester Combined Authority (GMCA) is the strategic regional authority, with powers over various functions including planning. The Greater Manchester Spatial Framework (GMSF) therefore forms part of the statutory development plan for Oldham MBC.

Affordable housing definitions

- 1.13 Definitions relating to affordable housing are presented in the NPPF 2019 (Annex 2):

Affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

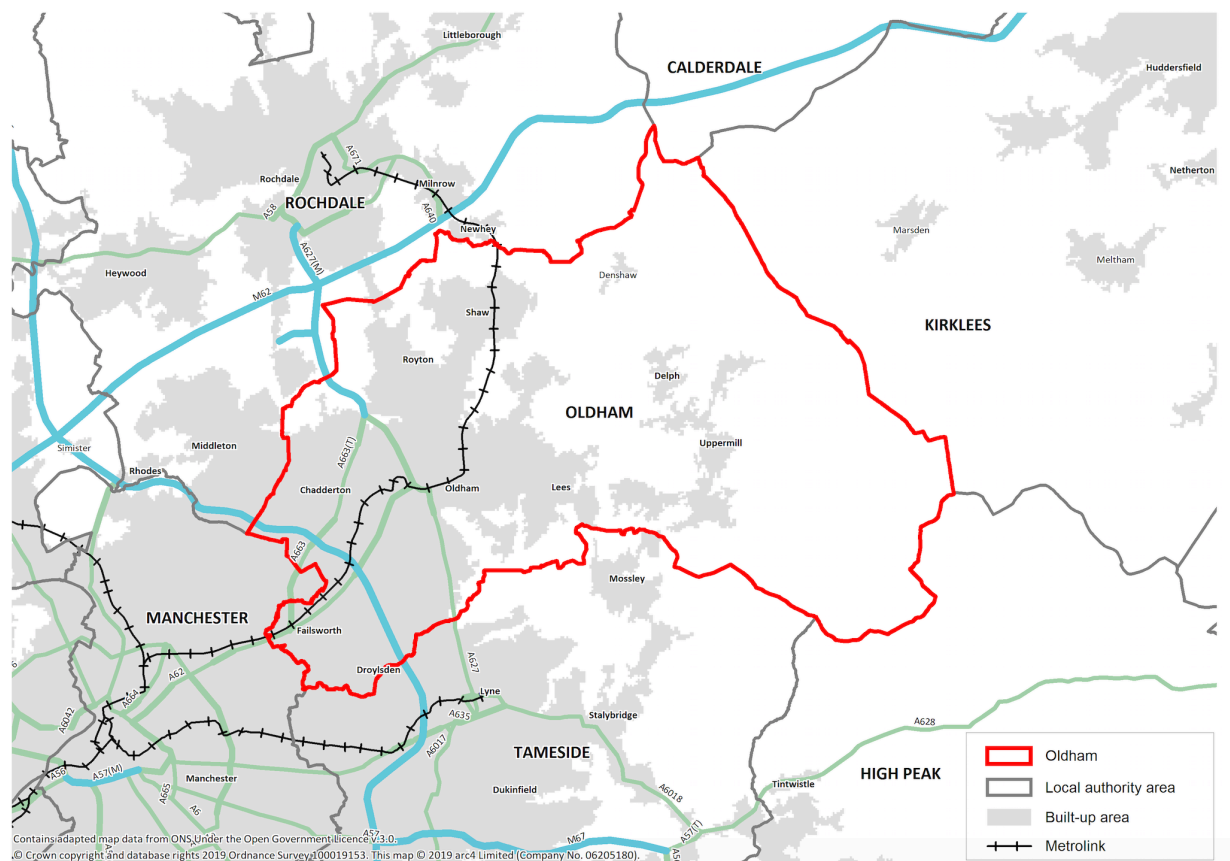
- a) **Affordable housing for rent:** meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for social rent or affordable rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes, affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).
- b) **Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.
- c) **Discounted market sales housing:** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.
- d) **Other affordable routes to home ownership:** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be

provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision or refunded to Government or the relevant authority specified in the funding agreement.

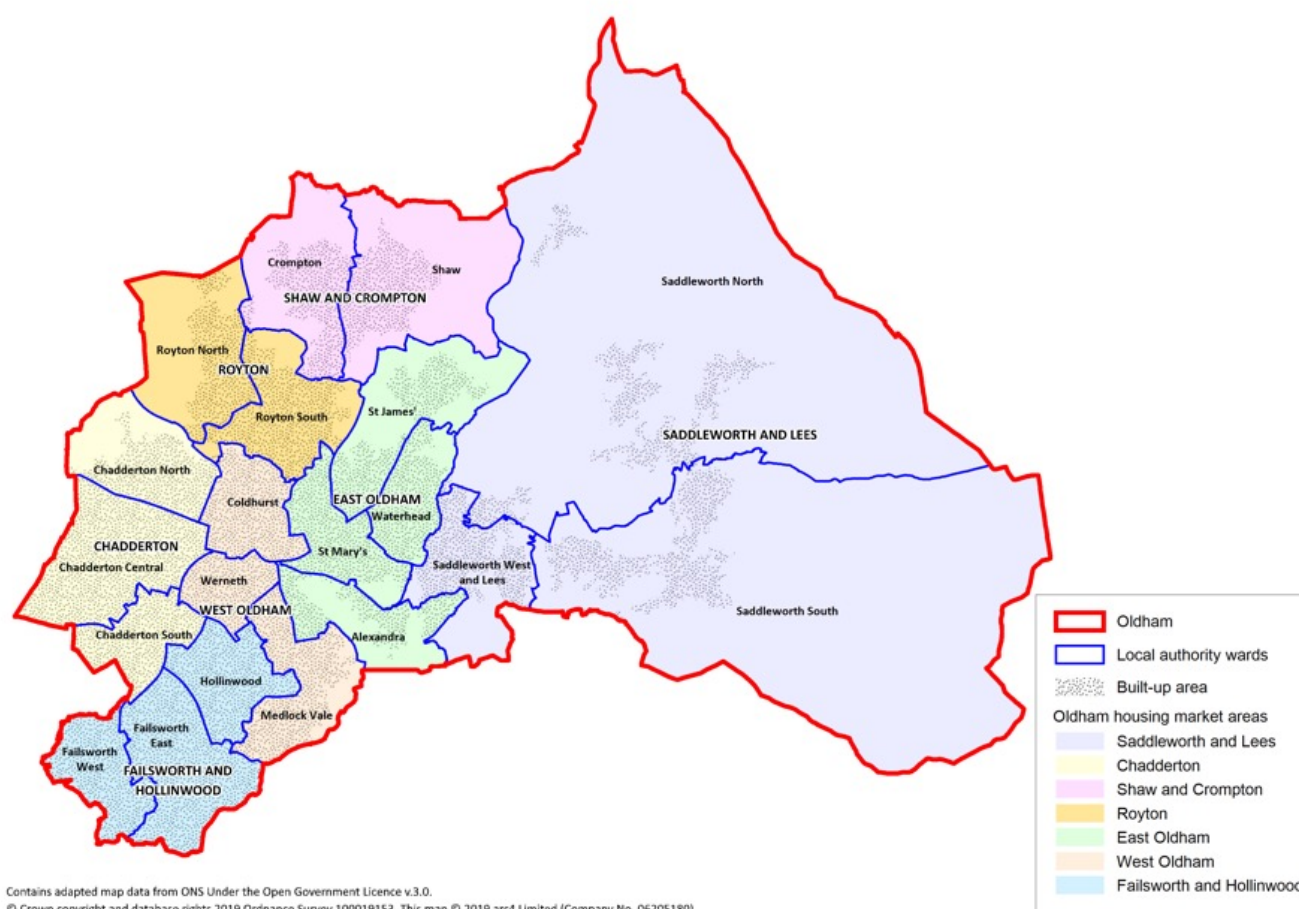
Geography

- 1.14 Map 1.1 illustrates the geographical context of Oldham borough and the neighbouring local authorities.
- 1.15 Oldham borough is located in Greater Manchester in the north west of England. Oldham borough is the most easterly of the ten Greater Manchester authorities and is bounded to the north by Rochdale, to the south by Tameside and to the west by Manchester. neighbouring districts to the east are Kirklees in Yorkshire and the Humber and High Peak in the East Midlands. The borough has a population of around 235,000 people in 2018¹¹.
- 1.16 The borough is divided into seven 'districts' which form the basis of sub-area analysis for the LHNA: Chadderton, East Oldham, West Oldham, Saddleworth, Shaw & Crompton, Royton and Failsworth & Hollinwood.

¹¹ 2014-based Subnational Population Projections (ONS)

Map 1.1 Oldham Council in its geographical context

- 1.17 In terms of access, Oldham is in close proximity to the M60 and M62 and suburban trainlines pass through the borough linking Oldham to Manchester city centre and other population centres around Greater Manchester. Oldham is connected to Manchester by means of the Manchester Metrolink.
- 1.18 Household Survey data is available down to postcode level and for the purposes of this report, data are reported for the seven districts. In addition, material for the Saddleworth neighbourhood planning area has been made available in a separate report.

Map 1.2 Districts within Oldham Metropolitan Borough

Research methodology

1.19 To deliver the LHNA 2019, a multi-method approach has been adopted, which comprises:

- A random sample survey of households across the borough area was undertaken, with 17,000 households contacted during October 2018 and invited to complete a questionnaire. 2,080 questionnaires were returned and used in data analysis. This represents a 12% response rate overall and a sample error of ± 2.1 at the borough level;
- There was an under-representation of BAME households. Further evidence the Council can provide would help understand the needs of those particular communities in greater detail and further deepen this evidence base to inform future planning and housing strategies.;
- A review of secondary data provided by the council including housing register and information on groups with additional needs;
- Interviews with estate and letting agents operating within the borough; and
- A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and CLG Statistics.

1.20 Further information on the research methodology is presented at Appendix A.

Presentation of data

- 1.21 Data presented in this report is based on the 2018 Household Survey carried out as part of the LHNA, unless otherwise stated. Where possible, data are ‘triangulated’ which means several sources are drawn upon to establish robust outputs.
- 1.22 It is important to note that survey responses have been weighted to correct for response bias and then grossed up to reflect the total number of households and this process is explained in Appendix A. All survey information presented in this report is for weighted and grossed responses which are rounded up where appropriate.

Report structure

- 1.23 The Oldham Council LHNA 2019 report is structured as follows:
- **Chapter 2** reviews the national and regional policy context within which the research needs to be positioned;
 - **Chapter 3** considers the main features of the housing market dynamics including house price and rental trends, migration and travel to work patterns;
 - **Chapter 4** reviews the current housing stock and provides a detailed analysis of the main tenures;
 - **Chapter 5** considers the need for affordable housing;
 - **Chapter 6** considers household groups with particular housing needs including those with a disability and additional needs;
 - **Chapter 7** sets out an assessment of dwelling type and mix for future housing development within the borough; and
 - **Chapter 8** concludes the report with a summary of findings and a consideration of strategic issues.
- 1.24 The report includes a technical appendix, which provides detailed material that underpins the core outputs of the LHNA. The technical appendix material includes:
- Research methodology (Appendix A);
 - Policy review (Appendix B);
 - Housing need calculations (Appendix C).

2. Policy and strategic review

- 2.1 The purpose of this chapter is to set out the policy and strategic context for housing delivery in Oldham borough.

National context

- 2.2 Under the previous Coalition Government, the period 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy, set within the context of national austerity and an economic policy of deficit reduction and public spending cuts. These reforms championed localism, decentralisation and economic growth.
- 2.3 This agenda continued to be pursued under the leadership of David Cameron following the election of a majority Conservative Government in May 2015. Further welfare reforms were accompanied by policies seeking to increase the rate of housebuilding and promoting home ownership as the tenure of choice. The Housing and Planning Act 2016 was intended to provide the legislative basis for a number of Conservative Manifesto commitments, including the flagship Starter Homes scheme. The Act also made provisions for other aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.
- 2.4 The European Union referendum of June 2016 resulted in significant changes in the political climate at a number of levels. Changes in government leadership – with the appointment of Theresa May as Prime Minister – quickly led to discussions regarding the direction of housing and planning policy. Alongside significant delays (and in some cases abandonment) in the implementation of secondary legislation relating to aspects of the Housing and Planning Act 2016; conference speeches, ministerial statements and the Housing White Paper (February 2017) indicated a change in attitude towards housing policy. The 2016-17 Administration signalled a broader ‘multi-tenure’ housing strategy, including support for a range of tenures in addition to home ownership. The Neighbourhood Planning Act 2017 was passed with the intention of strengthening neighbourhood planning by ensuring that decision-makers take account of well-advanced neighbourhood development plans and giving these plans full legal weight at an earlier stage.
- 2.5 The snap general election of June 2017 created a new wave of political change and uncertainty, although the overall government leadership remained under Conservative control and ministers appear keen to keep housing as a key domestic policy priority.
- 2.6 A detailed national policy review is presented at Appendix B.

Strategic context

Greater Manchester Spatial Framework (GMSF)

- 2.7 The Greater Manchester Plan for Homes, Jobs and the Environment: The Greater Manchester Spatial Framework Revised Draft (GMSF) was published in January 2019.

Upon adoption, this will form part of the statutory development plan for Oldham Council. The GMSF:

- sets out how Greater Manchester should develop over the next two decades up to 2037;
- identifies the amount of new development that will come forward across the 10 districts in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
- protects the important environmental assets across the conurbation;
- allocates sites for employment and housing outside of the urban area;
- supports the delivery of key infrastructure, such as transport and utilities; and
- defines a new Green Belt boundary for Greater Manchester.

- 2.8 A housing strategy is being developed to provide more detail on the type and mix of housing required as well as developing a definition of 'affordable housing' that works for Greater Manchester.
- 2.9 The Oldham Local Housing Needs Assessment complements the GMSF by providing local evidence to help identify the specific priorities for the borough.

Concluding comments

- 2.10 The main purpose of this chapter has been to consider the general policy and strategic context within which this research needs to be positioned. The government has established its housing and planning priorities within the context of local decision-making and accountability, reduced capital expenditure on housing, fundamental changes to welfare, a changing role for social rented housing, and a need for future housing investment to support economic growth.
- 2.11 The importance of having robust and up-to-date information to help inform decision making at local authority level is evermore essential. In a challenging economic climate, this LHNA provides the council with an excellent range of material to inform the development of its Housing Strategy and Local Plan and shape local strategic housing priorities.

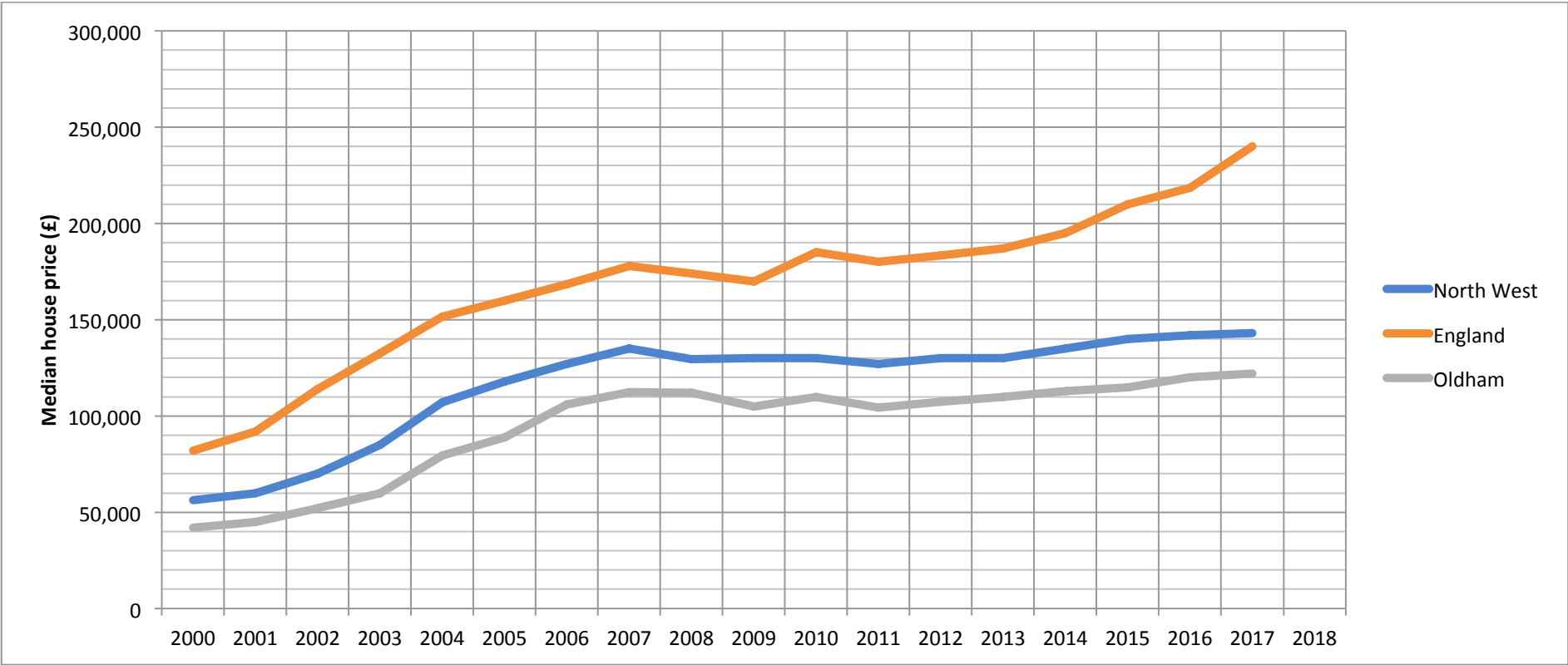
3. Understanding housing market dynamics

- 3.1 The purpose of this chapter is to assess the geographical context of the housing market in the borough and its inter-relationships with other areas. By reviewing house prices, migration and travel to work patterns, a picture of the dynamics of the housing market emerges. Further dimensions are demographic and economic trends. Qualitative research has also been used to more fully understand other factors that are driving the housing market and how they vary across the borough.

House price trends

- 3.2 Figure 3.1 shows how house prices in the borough area have changed over the period 2000 to 2017, based on full-year Land Registry price paid data. This is compared with the north west and England.

Figure 3.1 Median house price trends 2000 to 2017: Oldham borough, North West Region and England



Source: Data produced by Land Registry © Crown copyright 2018

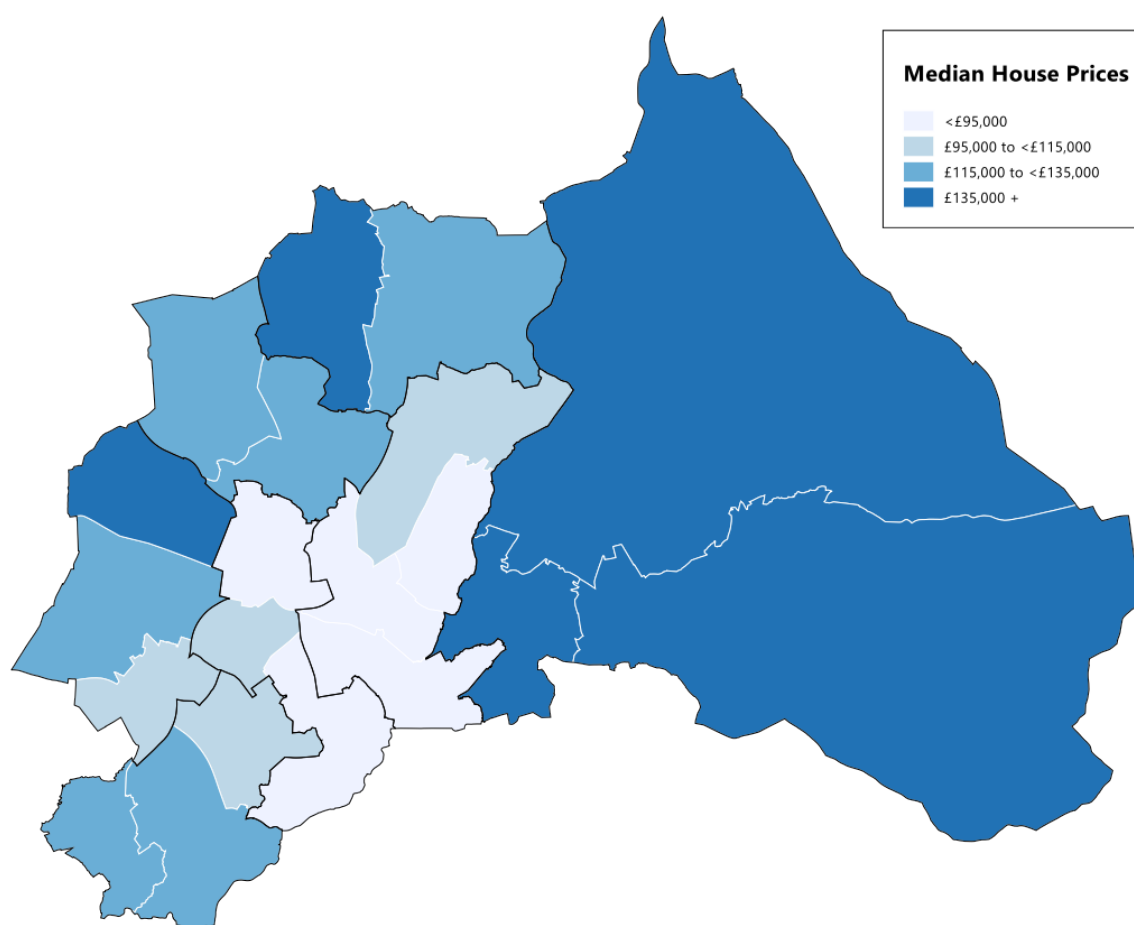
- 3.3 Median house prices in the borough have been consistently lower than those for the north west and England. Median house prices in the borough more than doubled in the period 2000-2007, rising from £42,000 in 2000 to £112,500 in 2007. The next five years saw price stagnation, reflecting regional and national trends, with prices fluctuating between £104,500 and £112,000. However, the rate of growth has accelerated since, with the five-year period 2012-2017 seeing a rise from a median price of £107,500 to £122,000.
- 3.4 Overall, median prices have increased from £42,000 in the year 2000 to £122,000 in 2017, an increase of 190.5%. Table 3.1 sets out comparative house price change over this period, which indicates that this rate of growth is very similar to that experienced across England as a whole (+192.7%) and some of the neighbouring local authority areas such as High Peak (+183.6%) and Bury (+193.3%), and higher than the growth experienced across the North West Region (+154.2%).

Table 3.1 Comparative house price change 2000-2017 with neighbouring local authority areas, the North West and England

Location	Median price (£)		% Change 2000-2017
	2000	2017	
Salford	£46,000	£150,000	226.1
Manchester	£50,000	£160,000	220.0
Trafford	£82,973	£249,950	201.2
Bury	£52,850	£155,000	193.3
England	£82,000	£240,000	192.7
Oldham	£42,000	£122,000	190.5
High Peak	£64,000	£181,500	183.6
Tameside	£47,500	£132,500	178.9
Bolton	£47,000	£131,000	178.7
Calderdale	£48,000	£132,000	175.0
Stockport	£73,000	£199,500	173.3
Rochdale	£47,000	£125,999	168.1
Kirklees	£53,000	£140,000	164.2
Wigan	£49,000	£127,500	160.2
North West	£56,250	£143,000	154.2

Source: HM Land Registry data © Crown copyright and database right 2018. This data is licensed under the Open Government Licence v3.0

- 3.5 During 2017, median prices across the borough were £122,000 and lower quartile prices were £84,000. The distribution of median house prices during 2017 is illustrated in Map 3.1. These indicate relatively higher prices in Saddleworth North and Saddleworth South ward. They also show relatively lower prices in Alexandra, Coldhurst and Wedlock Vale wards.

Map 3.1 **Median house prices 2017 by ward**

Source: HM Land Registry data © Crown copyright and database right 2018. This data is licensed under the Open Government Licence v3.0

Relative affordability

- 3.6 The relative affordability of open market dwellings in the Oldham borough is compared with the other local authorities in Greater Manchester and neighbouring local authorities in Tables 3.2 and 3.3. These tables are produced by the MHCLG, based on a ratio of earnings to house prices using Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.
- 3.7 In terms of relative affordability (ranked based on 2017 least-to-most affordable), the Oldham borough is the fourth most affordable local authority area compared with other areas of Greater Manchester and neighbouring districts to Oldham. At a ratio of 5.21, Oldham is more affordable than the North West and England.

Table 3.2 Relative affordability of lower quartile (LQ) prices by local authority area			
Area	2015	2016	2017
Trafford	8.29	8.38	9.00
Stockport	6.69	6.91	7.27
England	7.11	7.16	7.26
High Peak	6.86	7.11	7.17
Bury	5.94	5.98	6.32
Salford	4.63	5.18	5.77
Tameside	5.26	5.56	5.73
North West	5.4	5.47	5.56
Manchester	5.15	5.29	5.53
Kirklees	5.65	5.59	5.35
Wigan	4.73	4.8	5.32
Oldham	4.92	5	5.21
Calderdale	4.72	4.84	4.95
Rochdale	4.87	4.98	4.93
Bolton	4.62	4.57	4.83

Sources: ONS Ratio of house price to residence-based earnings

- 3.8 Similarly, in terms of relative affordability based on median prices, Oldham borough is the sixth most affordable local authority area, with a median income to house price ratio in 2017 of 5.55, as illustrated in Table 3.3. This is again based on Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.

Table 3.3 Relative affordability of median prices by local authority area			
Area	2015	2016	2017
Trafford	8.16	8.56	8.94
England	7.53	7.72	7.91
Stockport	6.87	7.21	7.56
High Peak	6.91	7.07	7.15
Bury	5.78	5.9	6.51
North West	5.54	5.64	5.81
Kirklees	5.75	5.68	5.67
Salford	4.6	5.03	5.63
Rochdale	5.56	5.46	5.62
Oldham	5.18	5.31	5.55
Tameside	5.75	5.56	5.54
Manchester	5.1	5.18	5.35
Wigan	5.2	5.17	5.34
Bolton	5.11	5.07	5.23
Calderdale	5.18	5.14	5.01

Sources: ONS Ratio of house price to residence-based earnings

Household migration

- 3.9 Data reported in the 2011 Census suggests that 74.8% of households who moved in the year preceding the Census originated from within Oldham. As shown in Table 3.4, of households moving to a new residence in Oldham, 90% originated from Greater Manchester, with 4.8% from Manchester, 4.1% from Rochdale and 3.4% from Tameside.

Table 3.4 Origin of moving households		
Place of Origin	Number	%
Oldham	13,966	74.8
Manchester	896	4.8
Rochdale	766	4.1
Tameside	639	3.4
Elsewhere Greater Manchester	557	3.0
Lancashire	231	1.2
Cheshire	96	0.5
Merseyside	70	0.4
Cumbria	26	0.1
Kirklees	75	0.4
Leeds	71	0.4
Calderdale	34	0.2
Elsewhere Yorkshire and the Humber	245	1.3
North East	72	0.4
Elsewhere in UK	929	5.0
Total	18,693	100.0

Source: 2011 Census

- 3.10 Table 3.5 sets out the stated first-choice destination of households planning to move in the next five years. The majority of people (67.8%) want to remain living within the Oldham borough. 6.5% of households said they would like to move to elsewhere in the Greater Manchester area, 6.9% to elsewhere in the north west and 10% to elsewhere in the UK.

Table 3.5 First choice destination of households planning to move in next five years	
Destination	% stating as first preference
Within Oldham borough	67.8
Kirklees	0.3
Rochdale	1.3
Manchester	3.4
Tameside	0.6
Stockport	1.9
High Peaks	0.5
Elsewhere Greater Manchester	6.5
Elsewhere North West	6.9
Elsewhere UK	10
Outside UK	0.7

Source: 2018 Household Survey

Further information from the Household Survey on households moving home

3.11 Information from the Household Survey relating to **households who moved home in the previous five years** includes:

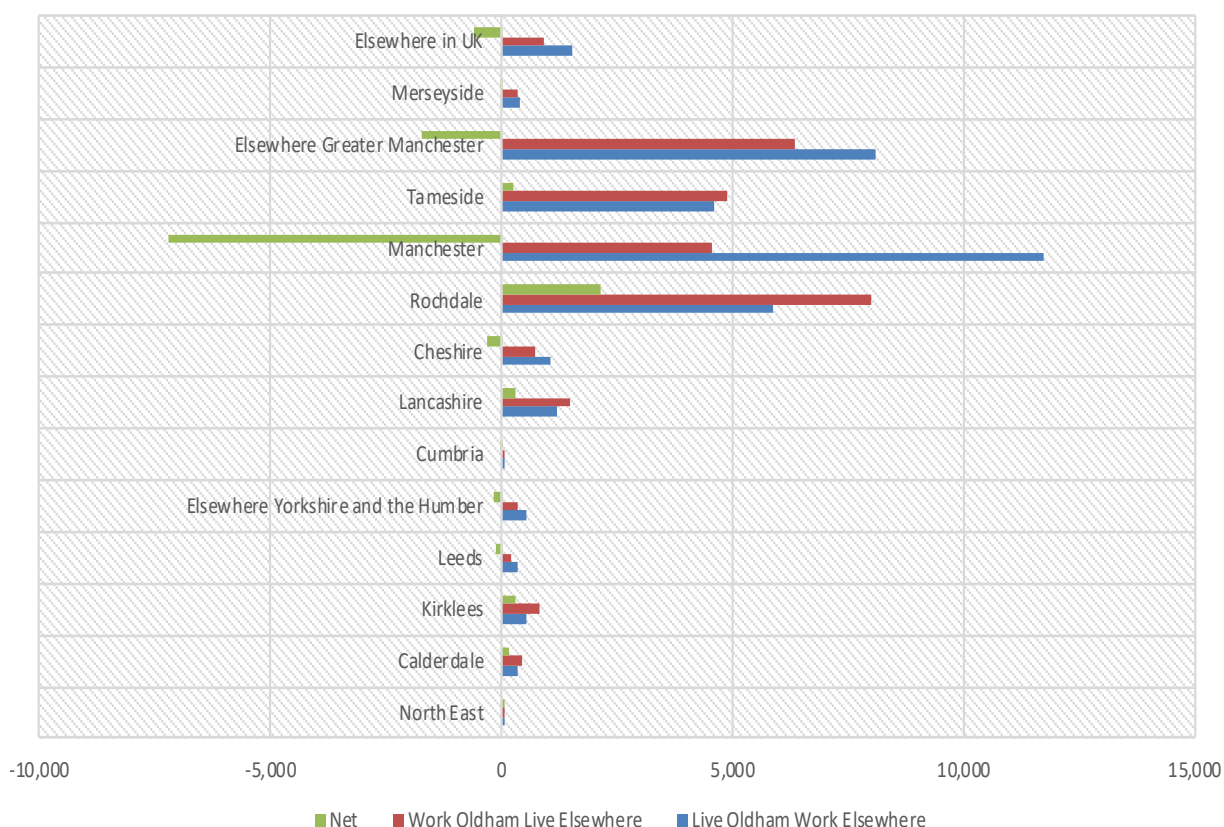
- A majority (59.1%) moved from a house, 26% from a flat/apartment, 13.8% from a bungalow, 0.6% from a maisonette and 0.5% from another property type;
- 23.2% moved from a property with one bedroom/bedsit, around 39.5% previously had two bedrooms, 25.5% had three bedrooms, 11.3% from four bedrooms and 0.6% had five or more bedrooms;
- In terms of tenure, 41.7% of moving households previously lived in an owner-occupied property, 26.3% previously lived in private rented or tied accommodation, around 16.2% had lived in affordable accommodation, 14.1% had been living with family or friends and around 1.6% stated 'other';
- The three main reasons for moving were wanting to own a home or to live independently (12.9%), wanting a larger property or one which was better in some way (11.1%), and to move to a better neighbourhood or more pleasant area (9.4%);
- 29.2% said they are planning to move again within the next 5 years, with around 7.6% stating they would like to move but are unable to;
- Of those planning to move again, over 75.4% would like to move to a house, with a further 14.1% wanting to move to a bungalow and around 4.4% flat.

3.12 The 2018 Household Survey found that 15,716 (21.1%) households **planned to move in the next five years**. A further 6,591 (8.8%) households would like to move but are unable to. Of all the reasons listed for being unable to move, 62% said that this is because they cannot afford to move and 44% mentioned a lack of suitable accommodation in the area they want to move to.

- 3.13 The Household Survey identified the following characteristics relating to those households planning to move in the next five years:
- In terms of the number of bedrooms, around 62% of households would like three or more bedrooms and 55.5% would expect three bedrooms as a minimum in their next property;
 - 42.3% of households would like a detached house although only 18.5% would expect this type of property, and 10.9% would like some form of terraced house but around 14.5% would expect to move into this type;
 - There is a strong desire for owner occupation, with around 63.9% of households planning to move stating they would most likely move to this tenure, while 74.2% would consider it. 11.8% of households would most likely move to rent privately and 20.9% would consider private rent;
 - The main reasons why households plan to move are to move to a better neighbourhood/more pleasant area (24.2%), wanting larger property or one that is better in some way (16.7%), and health problems and/or need housing suitable for an older and/or disabled person (10.4%).

Travel to work trends

- 3.14 The 2011 Census provides an analysis of travel to work patterns. This allows an appraisal of the extent to which residents from Oldham borough travel out of the area for work along with the number of people who commute into the borough.
- 3.15 The 2011 Census identified the following:
- 45,747 people live and work in Oldham borough;
 - 36,182 people live in the borough and work elsewhere (they commute out of the borough for work);
 - 29,137 people work in the borough and live elsewhere (the commute into the borough for work);
 - There is a net out-commute of 7,045 workers;
 - An additional 7,433 people mainly work from home, 69 work offshore, 7,148 have no fixed place of work and 89 work outside the UK.
- 3.16 Figure 3.2 summarises the main commuting flows to/from Oldham borough. The most significant net flows are outflows to Manchester and elsewhere in Greater Manchester (which excludes Rochdale and Tameside) and net inflows from Rochdale.

Figure 3.2 Travel to work flows to and from Oldham borough

Source: 2011 Census

Housing development (past and planned)

3.17 New build housing plays a very important role in the dynamics of a housing market. In addition to the obvious addition to the supply side it:

- enables conveyancing chains to close;
- it creates churn in the market, creating vacancies for households to move into more suitable housing than their existing housing and may ultimately release housing that is affordable to lower income groups or even units of affordable housing;
- where offered with help to buy, it enables households to take a first step into home ownership.

Past trends in housing delivery

3.18 Over the past five years (2013/14 to 2017/18) there has been an average of 373 completions (net) each year across the Oldham borough (Table 3.6). This compares with a Local Plan target of 289. A comparison of annual completions and the annual target is set out in graphical form in Figure 3.3.

Table 3.6 Dwelling completions (net) 2003/04 to 2016/17				
Year	Total	Affordable	Market	Policy Target
2003/04	270	*	*	289
2004/05	135	79	56	289
2005/06	132	66	66	289
2006/07	315	85	230	289
2007/08	399	62	337	289
2008/09	401	126	275	289
2009/10	-80	0	-80	289
2010/11	63	69	-6	289
2011/12	8	112	-104	289
2012/13	252	198	54	289
2013/14	351	202	149	289
2014/15	564	280	284	289
2015/16	277	20	257	289
2016/17	358	60	298	289
2017/18	313	42	271	289
Grand Total (15 years)	3,758	1,401	2,087	
Grand Total (past 5 years)	1,863	604	1,259	
Annual average (past 5 years)	373	121	252	

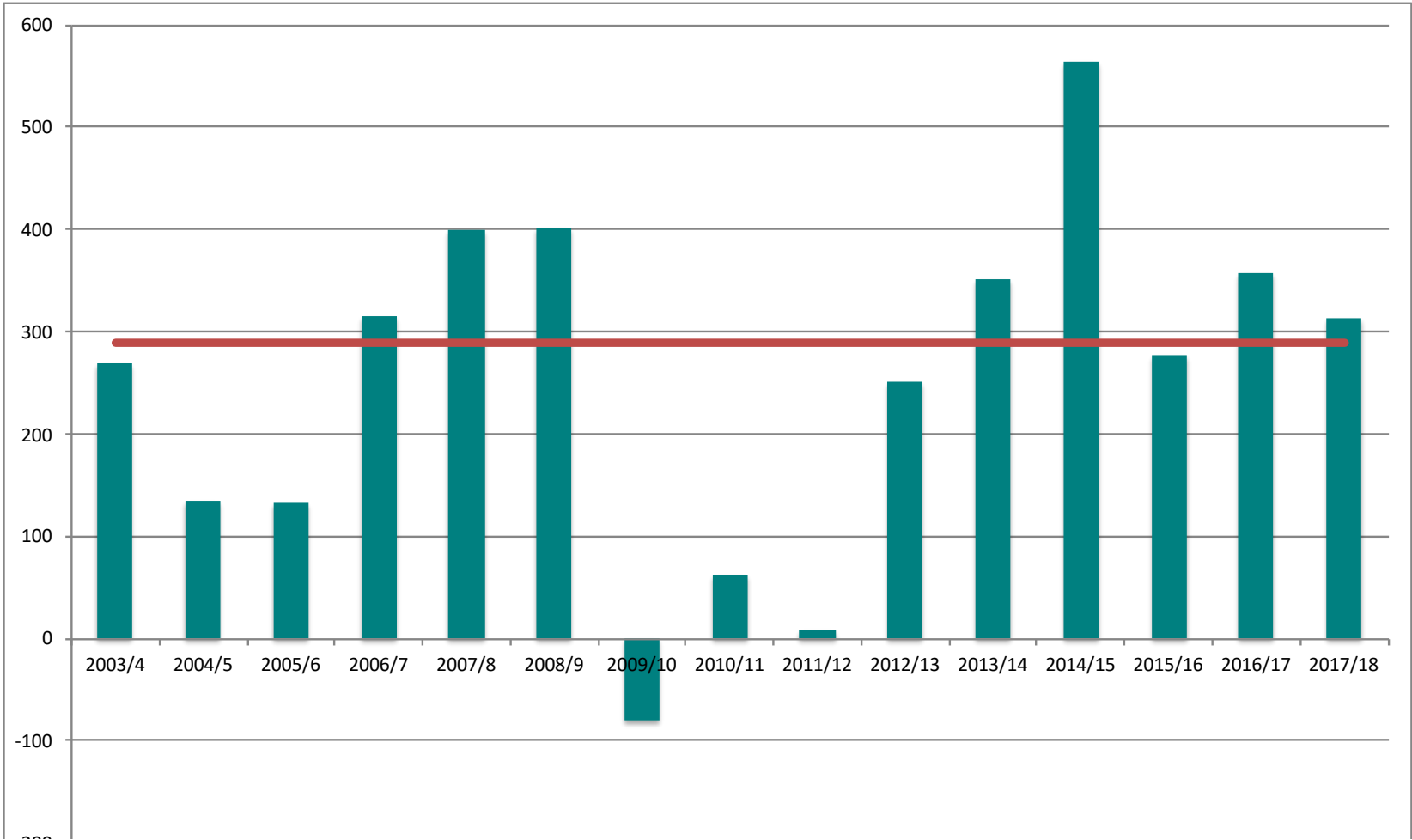
Source: Oldham Council Annual Monitoring Reports

*Not available

Notes: Policy targets 2003/4 to 2016/17 Oldham Local Plan to 2026

- 3.19 The Census 2011 recorded approximately 93,000 dwellings in Oldham. The 5 year total of dwelling completions represents a gain of approximately 2%. Further context is the annual new build rate compared to annual transactions. For example, the proportion of new build supply compared to resale and relet supply according to the Census is about 2% annually.

Figure 3.3 Dwelling completions compared with the annual target



Economic data

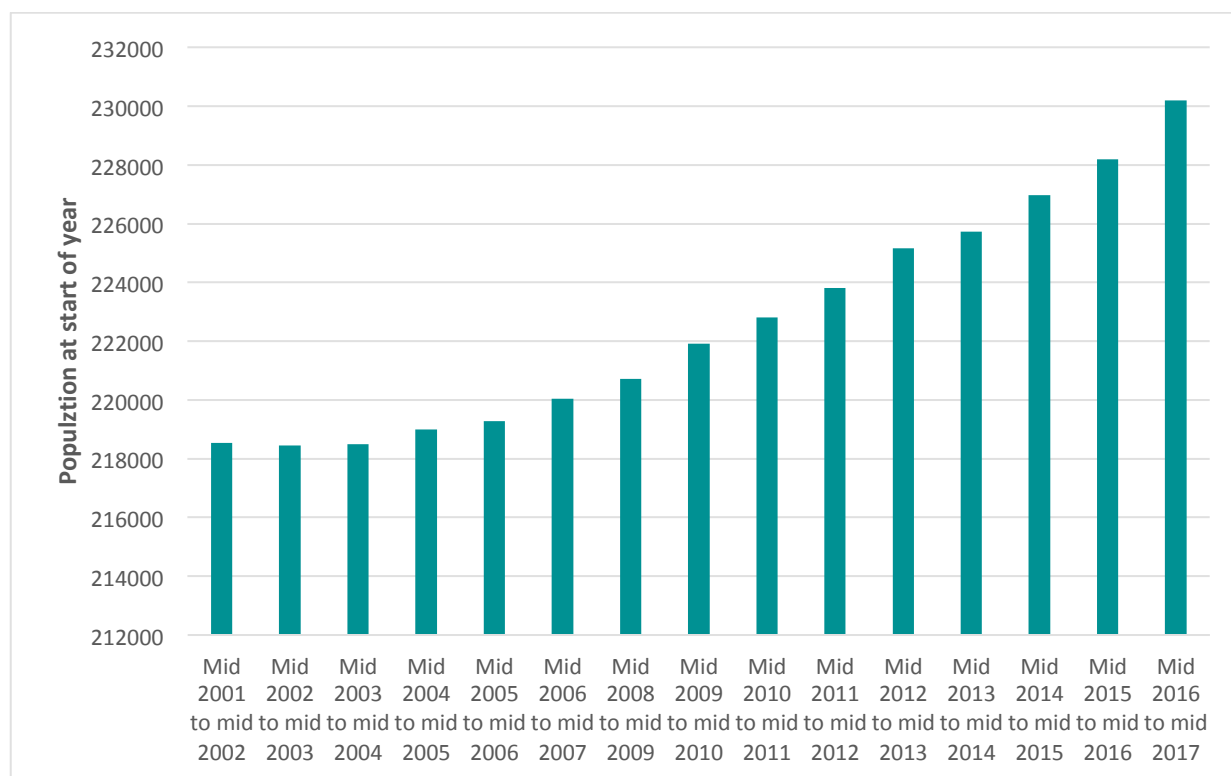
3.20 The following data provides a broad overview of the economic landscape of the borough:

- 56.5% of Household Reference People are economically active and are in employment according to the 2018 Household Survey; a further 28.8% are retired; 4.1% are either looking after the home or provide full-time care; 7.7% are permanently sick/disabled; 2.8% are unemployed and available for work and 0.2% are in full-time education/training;
- According to the 2011 Census, 55.8% of residents in employment work in the borough. Of the people who work in the borough, 61.1% also live in the borough;
- According to the Office for National Statistics (ONS) Annual Survey of Hours and Earnings, lower quartile earnings in 2018 across the borough were £18,093 each year which compares with £19,972 for the North West Region and £21,273 for England;
- Median earnings in 2017 were £25,000, compared with the regional median of £36,129 for the North West and a national median of £27,492.
- In terms of income, the 2018 Household Survey identified that across the borough 19.4% of households receive less than £10,400 gross per year, 18.1% receive between £10,401 and £15,600 per year, 15.2% receive between £15,600 and £20,796 per year, 13.6% receive between £20,797 and £26,000, 16.3% receive between £26,001 and £39,000 and 17.4% receive at least £39,000 each year.

Historic demographic trends

- 3.21 Figure 3.4 considers how the population of the borough has changed over the period 2001 to 2017 using official ONS population data. Over this period, the population has increased 5.3% or by around 11,660.

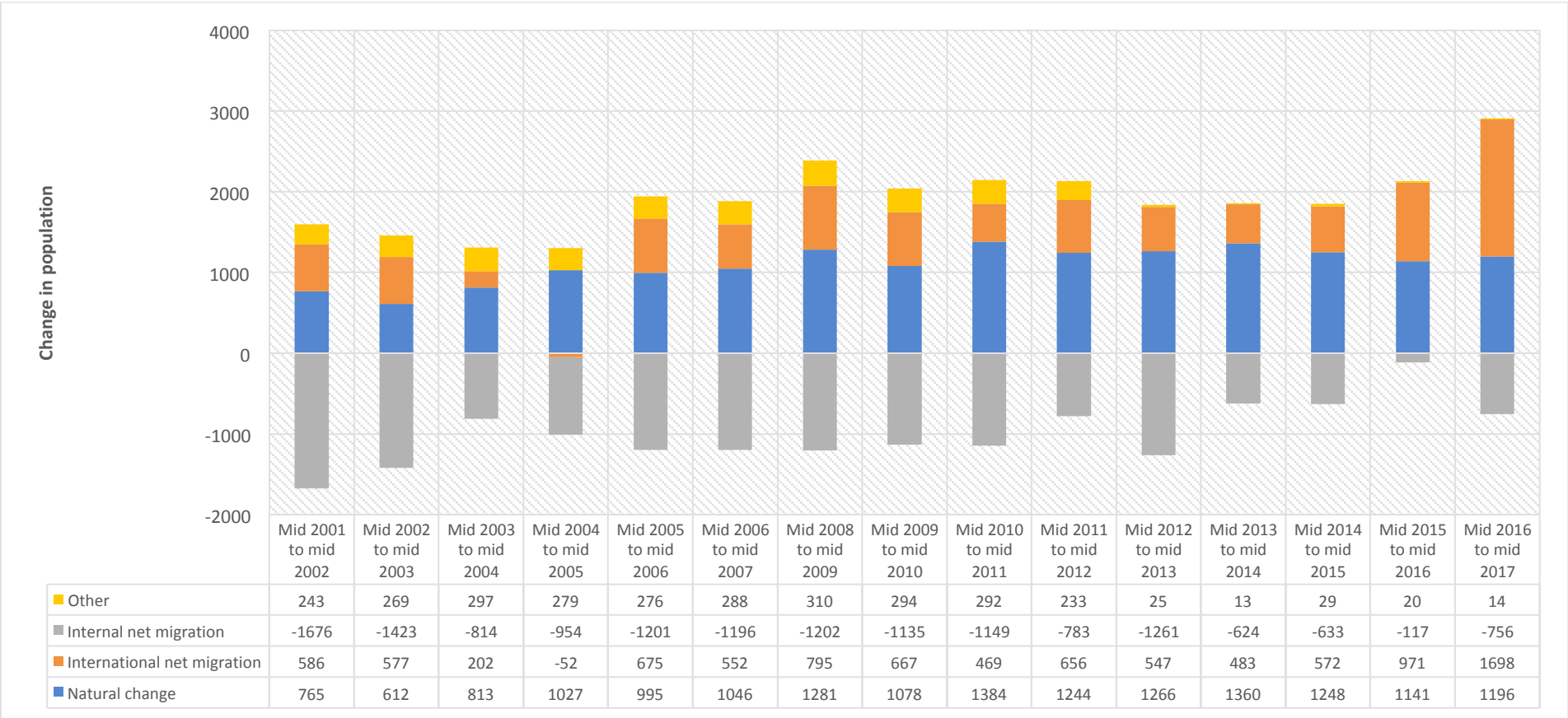
Figure 3.4 Population change in Oldham Borough 2001 to 2017



Source: ONS Mid-year estimates

- 3.22 Figure 3.5 considers the components of population change 2001-2017 and shows the relative influence of natural change, net internal migration and net international migration on annual population change. This shows how natural change (births over deaths) has become an increasingly impotent component of change. Internal net-migration has fluctuated over the period and has been strong in recent years. The role of international migration has resulted in net population growth each year since 2001 and has become a particularly important driver in recent years.

Figure 3.5 Components of population change in Oldham 2001 to 2017



Source: ONS Mid Year Estimates and components of change

A qualitative perspective on housing market dynamics and drivers

- 3.23 Previous sections of this report have focused on describing the policy context and the widely accepted ‘big picture’ quantitative indicators such as price and affordability trends and flows of people. However, the price Map 3.1 illustrates that housing costs vary considerably across the borough. An understanding of why price and affordability vary across Oldham borough is crucial. The following qualitative research is designed to explain this at a local level and add context to the analysis of Oldham’s district data in later chapters of the report.
- 3.24 Interviews and observations revealed that:
- the borough, although part of the Manchester City Region, has a distinctive self-contained housing market however, local housing markets to the south are difficult to define as there is a continuous urban area with the city of Manchester;
 - within the borough, there are local housing markets of distinct character:
 - Saddleworth and the Saddleworth villages;
 - urban areas consisting of mill towns; and
 - Oldham town centre, which in market terms is difficult to distinguish from adjacent mill towns;
 - the above has made it difficult to analyse information by ward so our analysis is mostly by character area and towns;
 - the street scene of Oldham’s towns and some of the Saddleworth villages has arisen due to the town’s industrial past and the presence of mills that range from continued economic use to varying states of dereliction. However, like most large towns, Oldham offers a considerable range of market and affordable housing in terms of price and quality;
 - there is currently little new build occurring in the borough;
 - even with low house prices, demand for private rented sector housing is thought to be increasing but agents told us that investors are not keeping up with rising demand in parts of the borough as many are leaving the sector (for instance due to changing personal taxation rules).

Introduction

- 3.25 The following information has been obtained from visiting the area and undertaking 9 interviews with estate and letting agents and 1 on-site new build sales agent. We have also included in the LHNA our observations when visiting most parts of the borough. Our aim was to get a better understanding of housing market dynamics and the geography of sub markets. We have reported agent views and perceptions as stated by them.
- 3.26 The structure and content of this section is based upon our analysis of the qualitative evidence from agents and our observations. It is apparent that there are 3 functional

housing sub markets. This approach is considered to be more informative than one based upon purely spatial analysis. The functional sub markets are:

- Saddleworth and the Saddleworth villages;
- Urban areas consisting of mill towns; and
- Oldham town centre, which in market terms is difficult to distinguish from adjacent mill towns.

Saddleworth and the Saddleworth villages

- 3.27 We visited **Denshaw, Delph, Diggle, Uppermill, Greenfield and Grasscroft**. We interviewed an agent based in Uppermill. We noted that in addition to mills, weaver's cottages were present that were very distinctive in appearance, most were now in residential use, some subdivided into more than one home.
- 3.28 There is a train station at Greenfield that connects north to Huddersfield and Leeds and south to Ashton under Lyne and Manchester. The agent told us that this was of significance to the local area as it enabled people to commute to Huddersfield, Leeds and Manchester. The agent told us that accordingly demand was high from incomers to the area in addition to residents seeking to live in a village rather than an urban environment.
- 3.29 The agent told us that with the exception of the larger towns of Uppermill and Grasscroft, frail older people might find difficulties with the terrain and lack of essential services. Specialist housing for older people was available in Uppermill but this was a limited solution that comprised of apartments which might not suit or be affordable to some people.
- 3.30 The agent was clear that the local gap in supply was affordable housing. Commuters had driven up prices locally and there was little prospect of new market development suitable for first time buyers. We were also told that investors were not active in the area so opportunities to rent were rare. Affordable housing was considered to be the best option to retain younger households in the area.
- 3.31 The agent based in **Lees** asserted that the settlement was connected to the area. We were told that in many respects it was the gateway to Saddleworth but slightly less expensive. This view was supported by town centre agents. It was an area of choice for Oldham residents that could not afford to live in the villages. The agent told us that there was virtually no 1-bedroom housing in the area.

The urban area excluding the town centre

- 3.32 The Greater Manchester Metrolink runs from Manchester city centre to Rochdale and there are 10 stations within Oldham's urban area connecting the town centre to Failsworth, South Chadderton, Freehold, Westwood, Shaw and Crompton.
- 3.33 The town of **Royton** is not serviced by the Metrolink. The town extends to the border with Rochdale and the A671 provides a direct link to Oldham town centre and provides the main access to the Oldham District General Hospital. It also contains Tandle Hill Country Park, the approach to which is one of Oldham's premier residential areas.

- 3.34 The agent told us that further apartments should not be built in the area as they were slow to sell or let and first purchasers had lost money on them. The agent considered that more 3-bedroom semi-detached homes were needed at around the £150,000 price point for first time movers to enable them to upsize.
- 3.35 The agent explained that the area surrounding the hospital had high concentrations of rented housing. Studio flats renting at £90pw and rooms in shared housing in this area were evident from window displays and Rightmove.
- 3.36 To the east of Royton is the town of **Shaw and Crompton** which is on the Metrolink line. There are two large mills in the town operating as distribution warehouses. There is a large quantity of terraced housing built to house mill workers. Outside of the central area the house types are more varied. There is a sizeable high street shopping area which we observed to be very busy on our visit. The area is bordered by the Royton and Crompton golf course and we were told by agents that some of the local schools were highly regarded.
- 3.37 Agents told us that there was a shortage of housing for older people generally. Bungalows did come onto the market, but some were unsuitable for older people if located in a hilly area. Further, many were too expensive for local people to consider. The agent explained that households living in terraced family homes were limited by the equity in them due to the low price of terraced homes – typically £80,000 to £100,000 in the area. The agent cited two recent enquiries for bungalows that were former residents of the area seeking to return.
- 3.38 We noted that a high proportion of homes for sale currently were 2-bedroom terraced homes, all priced below £100,000. The agent explained that some were agents disinvesting. Others were slow to sell as investors were not prepared to pay asking prices, seeking the vendor to compensate for the stamp duty. Agents did not consider these dwellings attractive to first time buyers especially those planning families as most had no gardens, just small yards opening onto narrow rear passageway. The agent was clear that these dwellings would let to eastern European workers employed in local distribution centres were they to be offered as rentals.
- 3.39 **Chadderton** is a large town that is to the south west of the town centre. We found it difficult to distinguish between Chadderton and Oldham along the A669 and Chadderton/Royton and the city of Manchester along the relevant parts of the A663 'Broadway'. Key landmarks are the shopping centre and mill premises to the east nearer Oldham town centre. As such areas of terraced suburban market and affordable are all present in sub areas of Chadderton.
- 3.40 Agents advised against further apartment based development for home ownership. They went on to say that first time buyers were by-passing the terraced housing market instead seeking semi-detached housing. Agents told us that first time buyers could afford to pay up to £160,000 for a semi-detached home and suggested that this gap should be filled by new build housing especially using Help to Buy. Agents told us that investors were buying the terraced homes but generally offering less than the asking price. We were told that across Chadderton and Failsworth there was interest in buying properties from Chinese and London based investors. Investors had paused their activities early in the Brexit process but had now returned to the market.

- 3.41 We were told that none terraced homes or terraced homes with gardens were selling quickly with 3 or 4 offers on every dwelling. Agents considered that there was a shortage of 4-bedroom homes and a shortage of opportunities for elderly downsizers.
- 3.42 Letting agents told us that few landlords would accept benefit dependent households but working households on top-up benefits were more likely to be considered.
- 3.43 We were told that the rental market attracted a larger proportion of incomers especially if employed as support workers at the hospital or service and distribution workers in the mills and other enterprises that needed their services. There was still strong demand from eastern European workers although these were not necessarily new to the country.
- 3.44 At **Failsworth**, to the south west of Oldham, south of the M60, we interviewed a sales representative of Bellway homes. We were told that being on the Manchester city border there was interest in the development from people seeking to re-locate from London and the south east to Manchester for employment. They regarded the site as part of Manchester rather than Oldham. However, most sales to date were from Oldham residents, typically families, currently renting, seeking to become first time buyers using the Help to Buy scheme.
- 3.45 We could not find an estate and letting agent in Failsworth. We assumed that this area was serviced by Manchester based agents. However, we visited the area noting Brookdale Park and the presence of a former mill and its associated housing as well as the plethora of commercial and retail services along the A62.
- 3.46 Neither were agents found in nearby **Bardsley** and **Hollinwood** or **Glodwick** further to the east. Close to **Hollinwood** we observed a large former local authority estate in the Limeside area. Recent new build was apparent on the eastern side. There was no agent available and few homes if any remained for sale. With no recourse to agents we looked at resales listed on Rightmove and found that prices were particularly weak for 2-bedroom terraced homes – some listed for auction at under £50,000. We planned to ask town centre estate agents about these areas.

Oldham town centre

- 3.47 We noted the effectiveness of the modernisation of the town centre and its associated leisure economy, especially the aspect from the transport interchange uphill to the church. Also noted were the Civic Centre, law courts and University Science Centre, all of which are modern buildings.
- 3.48 We visited the town centre residential area and found modern apartments, the St. Marys development, very well maintained low and medium rise social housing and areas of terraced housing surrounding a derelict building, formerly the Territorial Army Volunteer Reserve (TAVR) centre. The view from the hillside looking west revealed a mill in close proximity to the A627. We were unsure if this was regarded as the town centre or part of Chadderton. We concluded that apart from the town centre retail and leisure area the residential area contained the characteristics of the towns apart from the apartment market.
- 3.49 Regrettably the people we spoke to in the estate agencies were 'front desk' and displayed little depth of knowledge. Our main questions were about verifying our view

that the town residential area was similar in character and function to the satellite towns – especially those where no agent was present. We were also seeking more information about the St Mary's design concept and if they knew of plans for the TAVR centre.

- 3.50 We had a productive interview with a town centre specialist letting agent. He thought that the council's selective licensing policy had made a difference to the quality of the private rented sector, 'weeding out the rogue landlord', and in return tenants were staying longer as quality improved. The agent told us that they managed a portfolio of traditional housing stock and had a good relationship with Oldham's social housing provider First Choice Homes, which often referred prospective tenants to the agency. The agent believed that with tenancies lasting longer and some disinvestment in older property there was a growing shortage of private rented sector housing in most parts of the town. He also considered that there was a shortage of affordable housing as many landlords were unable or unwilling to accept benefit claimants. He thought that universal credit was 'a shambles' and making landlords even less likely to offer tenancies or retain tenants who were experiencing difficulty.
- 3.51 The agent told us that whilst he was maintaining his agency business his attention was becoming more focused on build to let schemes. He cited many projects that had been successfully completed and let based on demolition of redundant mills and rebuilding into apartment blocks. He said that these developments tended to let off plan and more recent developments had responded to the need for larger units, 3 or 4-bedrooms. Some had been let as studio apartments that had proved particularly popular with young professionals when close to a Metrolink station. He also cited examples of developments that would retain the mill structure and provide converted flats and apartments.

Former mills and their associated housing

- 3.52 We recognise that mills are part of Oldham's landscape, history and heritage. We understand the council's strategy in relation to these buildings as stated in the local plan strategy and other documents. However, some appear derelict and in poor condition, others are partly occupied with low value businesses and were also in poor condition. The associated housing was mostly small, densely built, 2-bedroom terraced housing with yards and with narrow passageways between blocks. These were being bypassed by some first-time buyers as being unsuitable for children. Some are being advertised for sale at particularly low prices which might be interpreted as an indication of over-supply and market weakness. Clearly the presence of certain mills and their associated housing is having a negative impact on Oldham and its satellite towns.

4. Housing stock review

- 4.1 The purpose of this chapter is to explore the characteristics of Oldham borough and its housing stock, focusing on the current stock profile, condition and tenure characteristics. This includes a detailed analysis of the major tenures: owner occupation, the private rented sector and affordable accommodation.

Estimates of current dwellings in terms of size, type, condition and tenure

- 4.2 The most recent data available from various sources relating to dwelling stock and households is reported in Table 4.1.

Table 4.1 Dwelling stock and household estimates		
Data source	Total Dwellings	Source
2017 Valuation Office Agency	95,830	VOA Table CTSOP1.0
2018 Valuation Office Agency	96,180	VOA Table CTSOP1.0
2017 MHCLG Dwelling Stock Estimates	94,660	MHCLG Live Tables on Dwelling Stock Table 100
2018 Council Tax	95,197	Council
Data source	Total Households	Source
2018 Council Tax	92,821	Council
2014-based DCLG Household Projections 2018 figure	94,571	MHCLG
2016-based MHCLG Household Projections 2018 figure	92,891	MHCLG

- 4.3 Council Tax data reports a total of 95,197 dwellings and 92,821 households across the borough and this latter figure is taken as the total number of households for the purposes of the Household Survey analysis which is in line with the latest ONS household estimates.
- 4.4 Baseline dwelling and household statistics for each of the districts is set out in Table 4.2.

Table 4.2 Estimate of households by district		
District	Total Dwellings	Total Households
Chadderton	14,186	13,833
East Oldham	19,865	19,528
Failsworth and Hollinwood	14,402	13,998
Royton	9,378	9,421
Saddleworth and Lees	13,980	13,656
Shaw and Crompton	9,495	9,526
West Oldham	13,851	12,929
Total	95,157	92,891

Source: 2018 Council Tax

- 4.5 According to 2017 MHCLG dwelling stock statistics, there were 2,893 vacant dwellings (representing 3.1% of the total dwelling stock of 94,660) and 1,126 long-term vacant (1.2% of dwelling stock). This compares with national rates of 2.5% (all vacants) and 0.86% (long-term vacants) in 2017. The vacancy rate in the borough is in line with the 'transactional vacancy level' of 3%, which represents the proportion of stock which would normally be expected to be vacant to allow movement within the market.

Property size and type

- 4.6 Based on the 2018 Household Survey, the vast majority (75.5%) of occupied properties are houses (of which 12.5% are detached, 30.9% are semi-detached and 32.1% are terraced/town houses), 14.1% are flats/apartments, 0.8% are maisonettes, 10% are bungalows and 0.4% are other types of property including park homes/caravans.
- 4.7 Of all occupied properties, 12.3% have one bedroom/bedsit/studio, 34.8% have two bedrooms, 38.1% have three bedrooms, 12.7% have four bedrooms and 2.2% have five or more bedrooms.
- 4.8 Table 4.3 shows property type and size information for the borough as a whole, based on the findings of the Household Survey.

Table 4.3 Property type and size of occupied dwellings across Oldham borough						
Property Type	No. Bedrooms (Table %)					Total
	One/ bedsit	Two	Three	Four	Five or more	
Detached house	0.0	0.7	4.3	6.3	1.1	12.6
Semi-detached house	0.9	6.9	18.6	4.3	0.4	31.1
Terraced house / town house	0.2	17.4	12.3	1.8	0.6	32.3
Bungalow	2.7	4.5	2.4	0.3	0.0	9.9
Maisonette	0.0	0.8	0.0	0.0	0.0	0.8
Flat / apartment	8.3	4.4	0.2	0.0	0.0	12.8
Caravan / Park Home	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.0	0.2	0.2	0.0	0.0	0.4
Total	12.2	34.9	38.0	12.7	2.2	100.0
Base (Valid response)	11,022	31,577	34,332	11,507	1,973	90,411

Source: 2018 Household Survey

- 4.9 Table 4.4 compares the occupied dwelling stock profile with the latest (2017) Valuation Office Agency (VOA) data. The profiles were broadly similar, although the survey reported slightly lower proportions of 1 and 2 bedroom houses and slightly higher proportions of 4+ bedroom houses compared with the VOA data.

Table 4.4 Property type and size comparison between VOA and Household Survey		
Dwelling type/size	2018 Survey (Occupied households)	2017 VOA Dwellings
1/2 Bed House	26.2	34.0
3 Bed House	35.2	34.5
4 Bed House	14.6	8.9
1 Bed Flat	8.3	6.7
2 Bed Flat	5.3	5.3
3+ Bed Flat	0.2	0.6
1 Bed Bungalow	2.7	1.5
2 Bed Bungalow	4.5	4.6
3+ Bed Bungalow	2.7	3.9
Total	100.0	100.0
Base	90,401	94,890

Source: 2018 Household Survey (90,401 valid responses and 92,891 households in total); 2017 VOA

- 4.10 How property type and size vary by district using 2018 Household Survey evidence is set out in summary in Figure 4.1 and in detail in Table 4.6. Overall, 76% of dwellings are houses, 13.6% are flats, 9.9% are bungalows and 0.4% are other property types (e.g. caravans/park homes). In terms of number of bedrooms, 12.2% have 1-bedroom, 34.9% have 2-bedrooms, 38% have 3-bedrooms and 14.9% have 4 or more bedrooms.
- 4.11 Regarding the type of houses, 12.6% are detached, 31.1% are semi-detached and 32.3% are terraced.
- 4.12 Table 4.5 shows the districts with the highest and lowest proportions of particular dwelling types and sizes to illustrate the degrees of variation across the districts.

Table 4.5 Dwelling type and size observations by district		
Dwelling type	Highest	Lowest
Detached houses	Saddleworth and Lees (24.1%)	East Oldham (6.3%), West Oldham (6.5%)
Semi-detached houses	Failsworth and Hollinwood (36.5%)	West Oldham (20.8%)
Terraced houses	West Oldham (44.9%), East Oldham (38%)	Shaw and Crompton (22.5%)
Flats	East Oldham (16.7%), Royton (14.9%)	Saddleworth and Lees (8.3%)
Bungalow	Shaw and Crompton (17.4%), Royton (17.2%)	Saddleworth and Lees (5.1%)
Dwelling size	Highest	Lowest
1/2 Bed	West Oldham (60.4%), East Oldham (58.2%)	Saddleworth and Lees (29.6%)
3 Bed	Royton (44.4%)	West Oldham (28.2%)
4+ Bed	Saddleworth and Lees (30.5%)	East Oldham (8.4%), Failsworth and Hollinwood (8.6%)

Figure 4.1 Property type and size by district

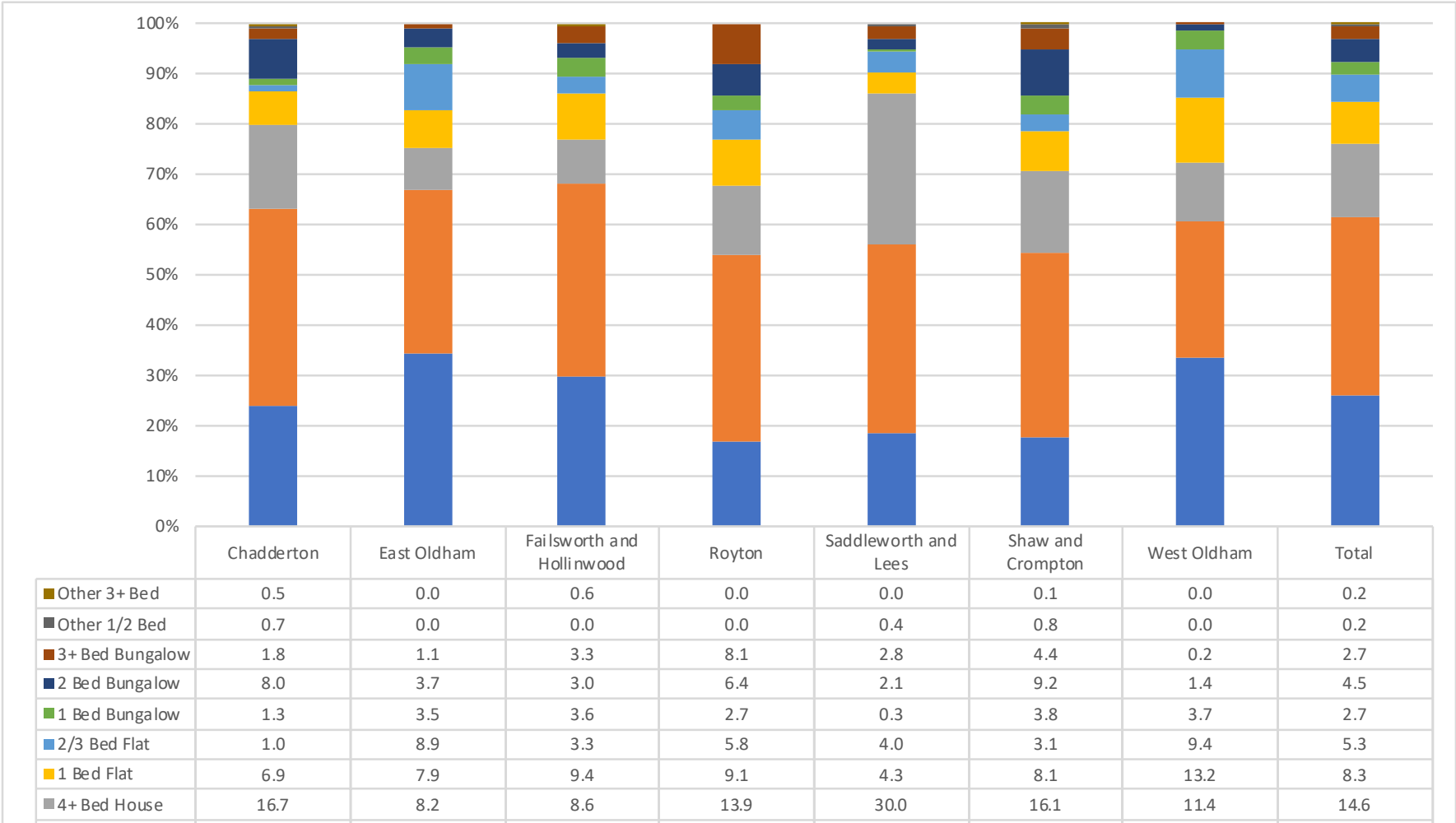


Table 4.6 Detailed dwelling type/size by district

Dwelling type/size	District							Total
	Chadderton	East Oldham	Failsworth and Hollinwood	Royton	Saddleworth and Lees	Shaw and Crompton	West Oldham	
1/2 Bed Detached House	1.1	1.6	0.0	0.7	1.4	0.1	0.0	0.8
3 Bed Detached House	6.1	3.4	1.9	2.9	6.0	6.3	4.2	4.3
4+ Bed Detached House	10.7	1.2	5.1	9.2	16.7	11.0	2.3	7.5
1/2 Bed Semi-Detached House	5.4	11.6	10.7	2.5	4.6	5.4	10.5	7.8
3 Bed Semi-Detached House	23.8	15.6	22.9	24.1	18.6	21.4	6.7	18.6
4+ Bed Semi-Detached House	5.5	3.6	2.9	4.0	9.8	3.8	3.7	4.8
1/2 Bed Terraced House	17.6	21.1	19.0	13.9	12.6	12.4	23.1	17.7
3 Bed Terraced House	9.1	13.6	13.6	9.8	12.9	8.7	16.3	12.3
4+ Bed Terraced House	0.5	3.4	0.6	0.7	3.4	1.3	5.5	2.3
1 Bed Flat	6.9	7.9	9.4	9.1	4.3	8.1	13.2	8.3
2+ Bed Flat	1.0	8.9	3.3	5.8	4.0	3.1	9.4	5.3
1/2 Bed Bungalow	9.3	7.1	6.6	9.2	2.4	13.1	5.1	7.2
3+ Bed Bungalow	1.8	1.1	3.3	8.1	2.8	4.4	0.2	2.7
1/2 Bed Other	0.7	0.0	0.0	0.0	0.4	0.8	0.0	0.2
3+ Bed Other	0.5	0.0	0.6	0.0	0.0	0.1	0.0	0.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Base	13,347	18,597	13,939	9,159	13,378	9,305	12,694	90,419

Source: 2018 Household Survey

House condition and repair problems

- 4.13 The 2018 Household Survey reviewed the extent to which households were satisfied with the state of repair of their home. Overall 74.7% of respondents expressed satisfaction (37.8% were very satisfied and 36.9% were satisfied); 13.6% were neither satisfied nor dissatisfied; a total of 11.4% expressed degrees of dissatisfaction, of whom 8.8% were dissatisfied and 2.6% were very dissatisfied. Note that severe disrepair is a factor considered in assessing affordable housing need.
- 4.14 Table 4.7 explores how the level of dissatisfaction with state of repair varied by dwelling and household characteristics. Note that the data relates to perception and across the private and social rented sectors this may be more reflective of tenant expectations in landlord responses to repairs.
- 4.15 Households expressing the highest levels of dissatisfaction by characteristics were: households living in East Oldham (22.1%); renting privately (21.7%) and living in affordable housing (22.5%); living in terraced houses (15.1%), flats (17.9%) and maisonettes (17.6); living in pre-1919 dwellings (15.4%); and having an income of less than £200 each week (20.6%); had a young Household Reference Person (HRP) (19.8% of 15-24 and 16.8% 25-34 were dissatisfied).
- 4.16 Households containing someone with an illness/disability were more likely to be dissatisfied (14.7%) compared with 11.4% overall and 20.7% of households with a wheelchair user were dissatisfied with the state of repair.

Table 4.7 Dissatisfaction with quality of accommodation by dwelling and household characteristics

District	No. Dissatisfied	% Dissatisfied	Base
Chadderton	997	7.2	13,833
East Oldham	4,321	22.1	19,528
Failsworth and Hollinwood	1,339	9.6	13,998
Royton	435	4.6	9,421
Saddleworth and Lees	828	6.1	13,656
Shaw and Crompton	905	9.5	9,526
West Oldham	1,762	13.6	12,929
Total	10,587	11.4	92,891
Tenure	No. Dissatisfied	% Dissatisfied	Base
Owner Occupier	3,378	5.6	60,329
Private Rented	2,730	21.7	12,607
Affordable	4,480	22.5	19,955
Total	10,588	11.4	92,891
Property Type	No. Dissatisfied	% Dissatisfied	Base
Detached house	72	0.6	11,488
Semi-detached house	2,764	9.7	28,428
Terraced house / town house	4,466	15.1	29,523
Bungalow	764	8.3	9,176
Maisonette	134	17.6	761
Flat / Apartment	2,179	17.9	12,173
Other	58	14.9	389
Total	10,437	11.4	91,938

Continued overleaf/...

Table 4.7 (Continued) Dissatisfaction with quality of accommodation by dwelling and household characteristics

Property Age	No. Dissatisfied	% Dissatisfied	Base
Pre 1919	2,084	15.4	13,495
1919 to 1944	1,672	11.8	14,159
1945 to 1964	2,241	12.6	17,840
1965 to 1984	2,061	9.2	22,373
1985 to 2004	394	3.0	12,973
2005 onwards	115	3.9	2,942
Unsure/don't know/missing	2,084	15.4	13,495
Total	10,587	11.4	92,891
Household income	No. Dissatisfied	% Dissatisfied	Base
Up to £200 each week (Up to £867 per month)	2,948	20.6	14,332
£200 to under £300 per week (£867 to under £1,300 per month)	1,230	9.2	13,340
£300 to under £400 per week (£1,300 to under £1,733 per month)	1,083	9.6	11,252
£400 to under £500 per week (£1,733 to under £2,167 per month)	1,346	13.4	10,009
£500 to under £750 per week (£2,167 to under £3,250 per month)	750	6.2	12,034
£750 per week or more (£3,250 or more)	736	5.7	12,833
Unsure/don't know/missing	2,495		19,089
Total	10,587		92,891
Age group	No. Dissatisfied	% Dissatisfied	Base
15-24	278	19.8	1,407
25-34	1,145	16.8	6,828
35-44	1,580	14.1	11,168
45-59	4,566	14.6	31,235
60-84	1,999	6.1	32,974
85+	91	4.5	2,041
Total	10,587	11.4	92,891
Disability	No. Dissatisfied	% Dissatisfied	Base
Household contains someone with illness/disability	6,342	14.7	43,201
Household contains a wheelchair user	872	20.7	4,210

Note: Response rate variations result in slight differences between base levels.

Source: 2018 Household Survey

- 4.17 Asked if their home had any repair problems, around 54.4% of households across the borough stated that they have no repair problems and 45.6% stated a repair problem. Of those stating a repair problem (42,378 base), those most frequently mentioned across the borough include dampness/mould growth (38.7%) windows (30.6%), and roof (28.7%).
- 4.18 Table 4.8 summarises the range of repair problems by tenure. Overall 40.4% of owner occupiers, 53.4% of private renters and 56.4% of households in affordable accommodation stated repair problems. The main repair problem among households living in owner occupation stated was with the roof (34%) and dampness/mould growth (31.3%); across the private rented sector a very concerning 62.1% mentioned

dampness/mould growth; and across the affordable sector dampness/mould growth was mentioned by 40.7% and windows by 37.6%.

Table 4.8 Repair problems by property tenure

Repair problem	Tenure (%)			Total
	Owner Occupier	Private rented	Affordable	
Brick / stonework	25.0	20.8	21.9	23.5
Roof	34.0	27.9	17.6	28.7
Windows	28.0	28.1	37.6	30.6
Kitchen	23.2	21.5	22.6	22.8
Doors	14.2	26.3	27.2	19.6
Bathroom / toilet	18.2	15.5	33.2	21.8
Cold / heating problems	13.9	29.6	17.7	17.4
Dampness / mould growth	31.3	62.1	40.7	38.7
Wiring / electrics	12.9	26.6	17.2	16.2
Base (Households stating repair problem)	24,398	6,727	11,253	42,378
% stating repair problem	40.4%	53.4%	56.4%	45.6%

Source: 2018 Household Survey

- 4.19 The Household Survey also asked respondents why the repairs have not been done. Whilst around 24.6% of respondents said that they haven't got the time, 9.9% could not physically manage, 40.9% said that they could not afford, 38.4% said that the repairs were not their responsibility and 4.8% stated the repair problems were too severe.

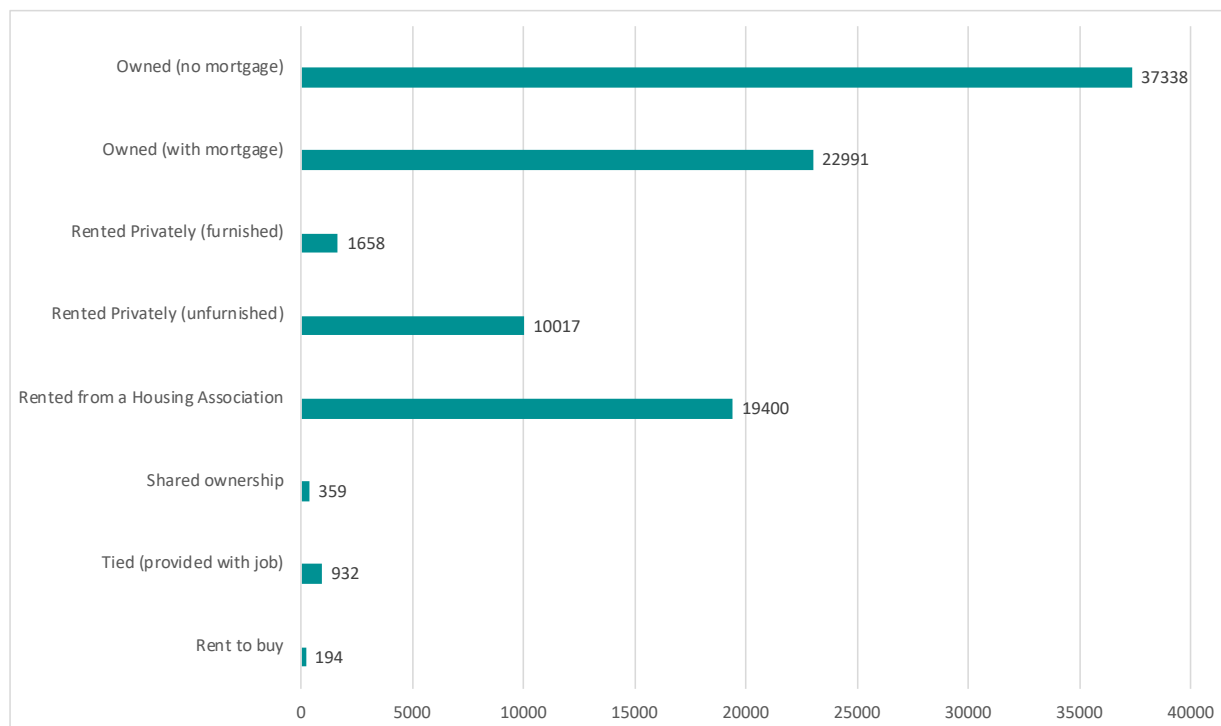
Household tenure

- 4.20 Based on the findings of the 2018 Household Survey, the tenure profile of borough households is summarised in Figure 4.2. Overall, 64.9% of occupied dwellings are owner-occupied, 13.6% are private rented (including tied accommodation), 20.9% are rented from a social housing provider and 0.6% are intermediate tenure dwellings. The tenure profile is based on the 2011 Census as there is no comparative data available to assess the change of profile since 2011. However, it is worth noting that nationally the proportion of private rented sector (PRS) dwellings increased from 18.5% according to the 2011 Census to 20.3% in 2016/17¹².

¹² 2016/17 English Housing Survey

- 4.21 Assuming that the PRS has grown 10% over the period 2011 to 2016/17 which reflects national trends, the tenure profile would alter slightly to 63.6% owner occupied, 14.9% private rented and 21.5% affordable tenures.

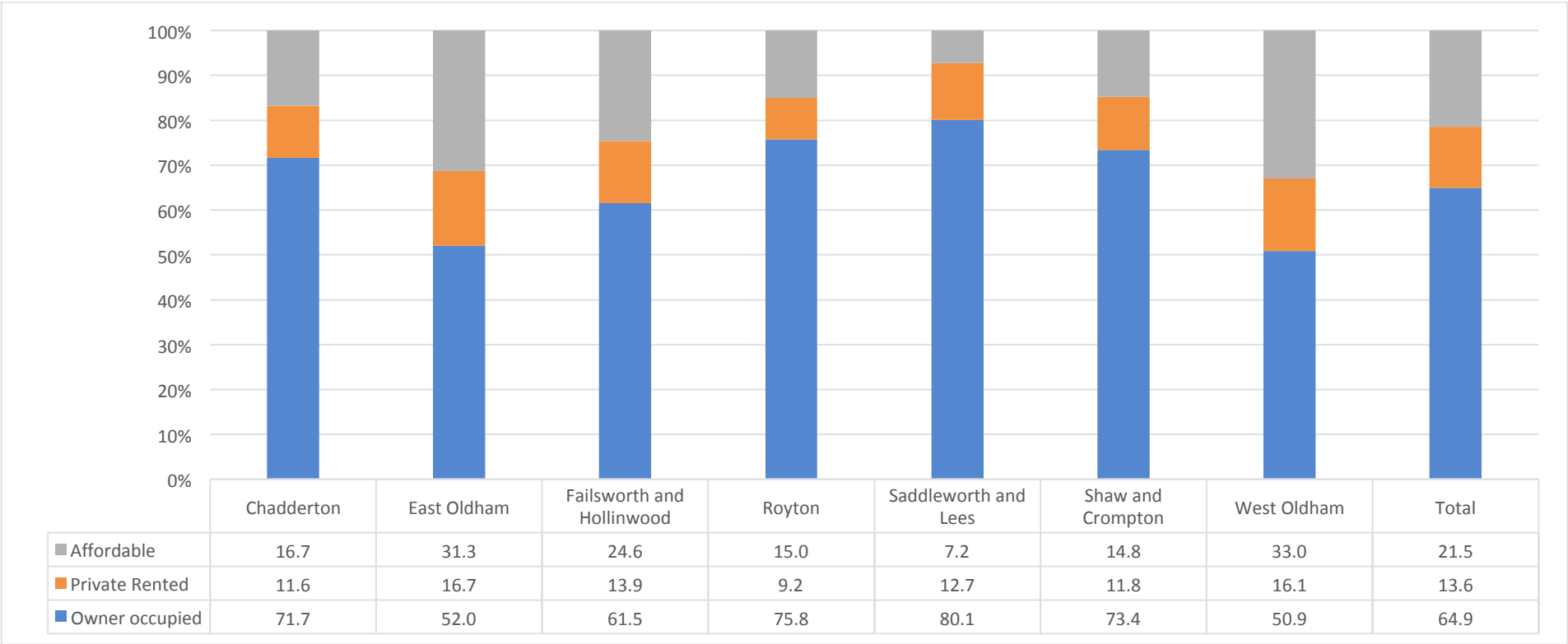
Figure 4.2 Oldham borough: tenure profile of occupied dwellings



Source: 2018 Household Survey

- 4.22 The tenure profile varies across the borough, as set out in Figure 4.3, based on the findings of the 2018 Household Survey. This indicates that the proportion of owner occupied dwellings is highest in Saddleworth and Lees (80.1%); private renting is highest in East Oldham (16.7%) and affordable dwellings is highest in West Oldham (33%).

Figure 4.3 Household tenure by district



Source: 2018 Household Survey

The owner-occupied sector

- 4.23 The 2018 Household Survey identified that 64.9% (60,329) of households across the borough are owner-occupiers. 40.2% of all households (37,338) own outright and 24.8% of all households (22,991) have a mortgage.
- 4.24 The Household Survey provides the following information on owner occupied housing:
- Most owner-occupied homes are houses (88%), with 17.5% detached, 36.3% semi-detached and 34.3% terraced; a further 9.5% are bungalows, 1.9% flats/maisonettes and 0.3% other property types;
 - 47.8% of owner occupied homes have three-bedrooms, 21% have four or more bedrooms; a further 29.6% have two-bedrooms and 1.6% have one-bedroom;
 - 17.5% of owner-occupied homes were built pre-1919, 38.1% were built between 1919 and 1964; 26% were built between 1965 and 1984 and 18.4% have been built since 1985.
- 4.25 Over the period 2000 to 2017, Land Registry data reveals that lower quartile, median and average house prices across the borough have increased dramatically. This is summarised in Table 4.9.
- 4.26 It is interesting to note that in 2000, a household income of £6,943 was required for a lower quartile price to be affordable; by 2017 this had increased to £21,600. In comparison, an income of £10,800 was required for median priced housing to be affordable in 2000 compared with £31,371 in 2017.

Table 4.9 Lower Quartile and median price and income required to be affordable

Year	House Price		Income to be affordable*	
	Lower Quartile	Median	Lower Quartile Price	Median Price
2000	£27,000	£42,000	£6,943	£10,800
2001	£29,950	£45,000	£7,701	£11,571
2002	£33,950	£52,000	£8,730	£13,371
2003	£35,000	£59,995	£9,000	£15,427
2004	£49,000	£79,500	£12,600	£20,443
2005	£62,000	£89,000	£15,943	£22,886
2006	£77,950	£106,000	£20,044	£27,257
2007	£85,000	£112,500	£21,857	£28,929
2008	£85,000	£112,000	£21,857	£28,800
2009	£78,850	£105,000	£20,276	£27,000
2010	£80,000	£110,000	£20,571	£28,286
2011	£73,000	£104,500	£18,771	£26,871
2012	£74,000	£107,500	£19,029	£27,643
2013	£73,000	£110,000	£18,771	£28,286
2014	£78,000	£113,000	£20,057	£29,057
2015	£80,000	£115,000	£20,571	£29,571
2016	£82,000	£120,000	£21,086	£30,857
2017	£84,000	£122,000	£21,600	£31,371

Source: HM Land Registry data © Crown copyright and database right 2018. This data is licensed under the Open Government Licence v3.0

*Assuming a 3.5x income multiple and a 10% deposit is available

- 4.27 A range of socio-economic and demographic information from respondents has been obtained from the 2018 Household Survey. Some further insights relating to owner-occupiers include:
- In terms of household type, 18.1% are couples with children under 18, 27.9% of owner occupiers are older (65 or over) singles and couples, 20.7% are couples (under 65 with no children), 9.8% are couples with adult children (18+), 13.5% are singles (under 65), 3.8% are lone parents with adult children and 3.3% are lone parents with children under 18, 3.0% are other household types;
 - 59.7% of HRP¹³ living in owner occupied dwellings are in employment and a further 33.4% are wholly retired from work;
 - 33.5% of owner occupied households receive less than £18,200 gross per year, 22.6% receive between £18,200 and £26,000 per year, 30.9% receive between £26,000 and £49,400 per year, and 13.0% receive more than £49,400 per year.
 - In terms of length of residency, 48.1% of owner occupiers have lived in the same property for 20-years or more.

The private rented sector (PRS)

- 4.28 The government's Housing Strategy (November 2011)¹⁴, set out the government's plans to boost housing supply. It recognised an increasingly important role for the private rented sector, both in meeting people's housing needs and in supporting economic growth by enabling people to move to take up jobs elsewhere and to respond to changing circumstances.
- 4.29 The private rented sector in England is growing; the Census figures for 2011 confirmed that the sector totalled 16.8%, an increase from 8.8% in 2001. Increasing house prices pre-2007 and the struggling sales market when the down turn came are both factors that have underpinned the growth of the rental market for both 'active choice' renters and 'frustrated would-be' homeowners. Tenure reform and less accessible social rented housing are also likely to be an increasing factor to the growth in the private rented sector and the sector clearly now plays a vital role in meeting housing needs as well as providing an alternative to homeownership.
- 4.30 Local authorities have an important role in ensuring that the private rented sector meets both these requirements. Balancing good quality supply with demand will help to stabilise rents and encouraging good quality management will improve the reputation of the sector and encourage longer term lets and lower turnover. However,

¹³ HRP = Household Reference Person. This is usually the oldest person in the household and is now used as an alternative to 'Head of Household'

¹⁴ *Laying The Foundations*; A Housing Strategy for England, 2011

this is a challenging task where existing partners need to be encouraged to participate and new partners and investors need to be identified.

- 4.31 The 2018 Household Survey found that the private rented sector accommodates around 13.6% (12,607) of households across the borough; of these 12.6% are privately rented and 1% live rent free or in tied accommodation.
- 4.32 In terms of the cost of renting, Tables 4.10 and 4.11 set out the comparative median and lower quartile rents for the borough, the North West region and England as a whole.
- 4.33 The tables indicate that 2017 median (£498 per calendar month) and lower quartile (£451 pcm) rental prices are lower in the borough compared with the North West and England as a whole.
- 4.34 Comparing the rental price in 2017 with that in 2010 indicates that there has been an inflation increase of around 6% in median and lower quartile rental prices in the borough during the period. The rate of increase in median rents has been similar to the North West average but the increase in lower quartile rents has been higher compared with the regional average. However, both borough and regional increases have lagged behind national trends.

Table 4.10 Comparative median rental price 2010-2017

Location	Median price by year (£)		% change 2010-2017
	2010	2017	
Oldham	472	498	5.5
North West	546	576	5.5
England	893	1,101	23.3%

Source: © 2018 Zoopla Limited

Table 4.11 Comparative lower quartile rental price 2010-2017

Location	Lower quartile price by year (£)		% change 2010-2017
	2010	2017	
Oldham	425	451	6.1
North West	472	477	1.1
England	598	676	13.0%

Source: © 2018 Zoopla Limited

- 4.35 The Local Housing Allowance rates for the borough were also examined. Oldham borough is within the Oldham and Rochdale Broad Rental Market Area (BRMA)¹⁵:
- Shared accommodation rate - £55.90 per week
 - 1-bedroom rate - £83.91 per week
 - 2-bedroom rate - £97.81 per week
 - 3-bedroom rate - £113.92 per week
 - 4-bedroom rate - £149.59 per week
- 4.36 Figure 4.3 (above) indicates the proportion of stock made up of private rented dwellings by district. This indicates that the highest proportions of private rented stock are found in East Oldham (16.7%), West Oldham (16.1%) and Failsworth and Hollinwood (13.9%).
- 4.37 The 2018 Household Survey found that 74.6% were houses, of which 41.4% are terraced, 27.6% are semi-detached and 5.6% are detached; a further 19.9% were flats/maisonettes, 4.9% were bungalows and 0.6% other types of housing. 19.7% of privately rented properties have one bedroom/bedsit, 57.2% have two bedrooms, 18.5% have three bedrooms and 4.7% have four or more bedrooms.
- 4.38 Around 27.7% of private rented stock was built before 1919, 33.7% between 1919 and 1964, 21.3% between 1965 and 1984 and 17.3% has been built since 1985.
- 4.39 The characteristics of tenants are diverse and the Household Survey revealed that in particular the private rented sector accommodates singles (under 65) (31.4%), couples with children under 18 (22.2%), couples (under 65 with no children) (16.8%), older singles and couples (10.8%), lone parents with children under 18 (8.9%), lone parents with adult children (3.5%), couples with adult children (3.1%) and other household types (3.6%).
- 4.40 Just over a third (35.5%) of private renting households have lived in their accommodation for less than three years.
- 4.41 In terms of income, the 2018 Household Survey found that 59.5% of households privately renting receive less than £18,200 gross per year, 18.1% receive between £18,200 and £26,000 per year, 19.4% receive between £26,000 and £49,400 per year, and 3% receive more than £49,400 per year.
- 4.42 65.5% of Household Reference People (heads of household) living in private rented accommodation are employed, 14.3% are permanently sick/disabled, 9.2% are wholly retired from work, 6.4% look after the home and children and 4.1% are unemployed.

¹⁵ A Broad Rental Market Area is an area 'within which a person could reasonably be expected to live having regard to facilities and services for purposes of health, education, recreation, personal banking and shopping, taking account of the distance of travel, by public and private transport and from those facilities and services'. A BRMA must contain 'residential premises for a variety of types, including such premises held on a variety of tenures' PLUS 'sufficient privately rented residential premises, to ensure that, in the rent officer's opinion, the LHA for the area is representative of the rents that a landlord might reasonably be expected to obtain in that area' Source: VOA BRMA statistics

The affordable housing sector

- 4.43 The 2018 Household Survey found that there are around 19,953 households who live in an affordable (social rented or intermediate tenure) property across the borough, accounting for 21.5% of all occupied dwellings. Of these, 19,400 households live in accommodation rented from a housing association (20.9%) and 553 live in intermediate tenure properties, mainly shared ownership.
- 4.44 The Household Survey identified that flats/apartments and maisonettes account for 47% of occupied affordable accommodation (43.5% flats/apartments and 3.5% maisonettes), 38% are houses (of which 16.6% are semi-detached, 19.5% are terraced and 1.8% are detached), 14.6% are bungalows and 0.5% other types of housing. In terms of size, affordable dwellings in the borough typically have one bedroom/bedsit (40%), two bedrooms (36%) or three bedrooms (21%), with a further 3% having four or more bedrooms.
- 4.45 In terms of household composition, the 2018 Household Survey found that 37.7% are singles under 65, 26.4% are older singles and couples (one or both aged over 65 years), 8.5% are couples or lone parents with adult children living at home, 8.1% are couples under 65 with no children, 7.3% are lone parents with children under 18, 6.8% are couples with children under 18, and a further 5.1% are other household types.
- 4.46 Amongst the older households (12.2% of whom are singles over 65 and 13% are couples), 21.8% have lived in their current affordable property for over 20 years or more. 44.1% live in a flat/apartment, 29.6% live in a bungalow, around 12.4% live in a terraced house and 10.1% live in a semi-detached home. Around 57% of those aged over 65 live in a 1-bedroom home and 23.5% live in a 2-bedroom home.
- 4.47 39.9% of Household Reference People living in affordable housing are in employment. A further 27.3% are wholly retired from work, 20.6% are permanently sick/disabled, 6.7% are unemployed and 5.5% look after the home/are caring for someone.
- 4.48 Incomes are generally low, with 78.6% of households in affordable housing receiving an income of less than £18,200 gross per year (and around 13% receive less than £5,200 per year). 15.7% receive between £18,200 and £26,000 per year, 4.8% receive between £26,000 and £49,400 per year, and 0.9% receive more than £49,400 per year.
- 4.49 In terms of the potential to encourage higher-earning households currently living in affordable accommodation to consider intermediate tenure products, a 50% shared ownership product requires a household income of around £25,100 and the Household Survey data indicates that around 5.7% of these households have a gross annual income of £26,000 or more. Therefore, only a small proportion living in affordable housing are able to afford the transition from social rented to intermediate housing.

Relative affordability of housing tenure options

- 4.50 The relative cost of alternative housing options across the borough and individual districts is explored in Table 4.12. This includes affordable and market rent options, open market purchase prices and intermediate tenure options. This table also shows

the income required for alternative tenure options to be affordable and Table 4.13 presents the assumptions underpinning the analysis.

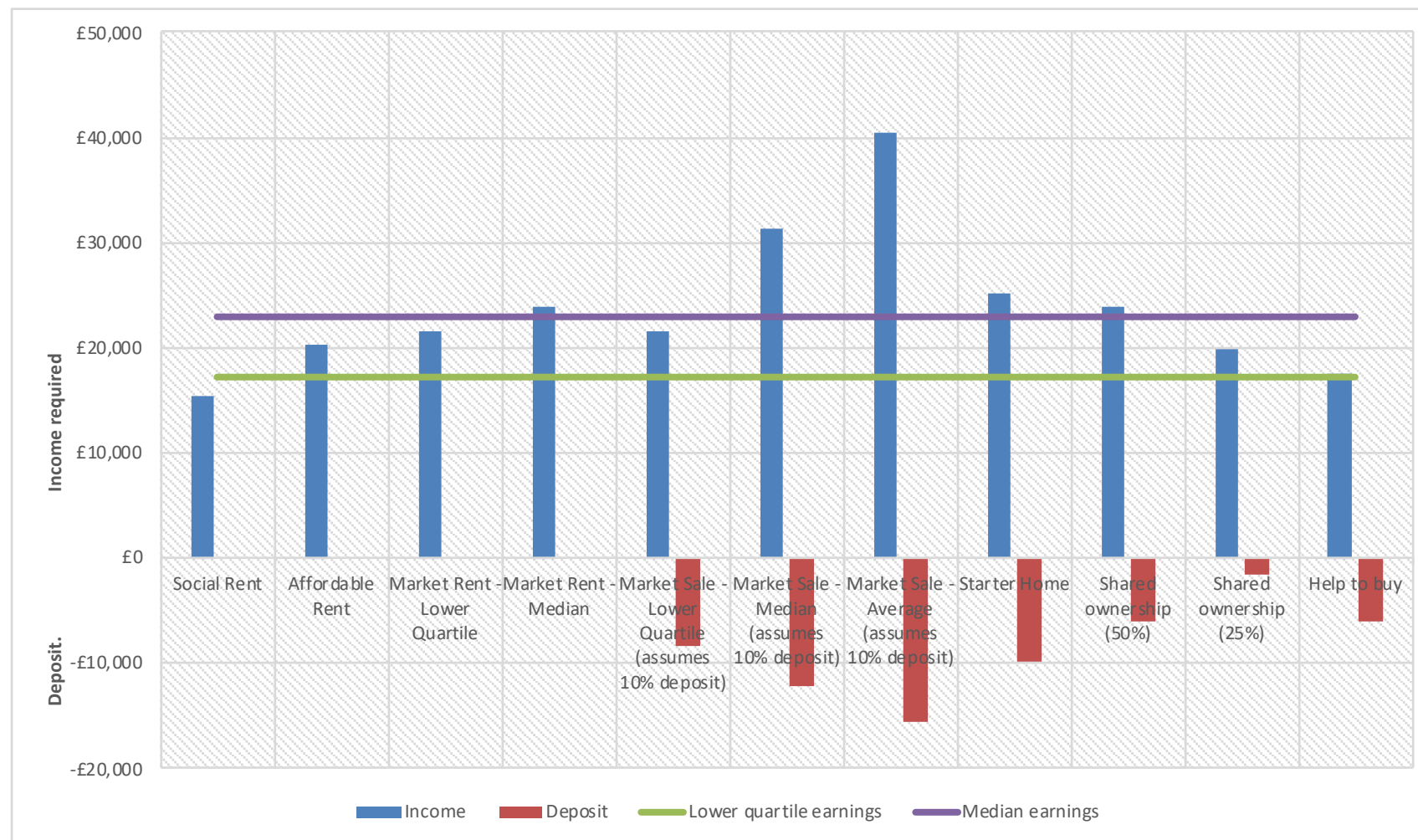
- 4.51 This analysis indicates that for open market housing at borough-level the minimum income required is £21,648 (for lower quartile or entry-level renting) or £21,600 (for lower quartile or entry-level house prices). These amounts do vary by district, for example income requirements for entry-level renting range between £20,784 in East Oldham and £25,152 in Saddleworth and Lees. For entry-level home ownership, income requirements range between £15,429 in East Oldham and £33,427 in Saddleworth and Lees.
- 4.52 Figure 4.4 summarises in graphical form the relative affordability of alternative tenures at the borough level, setting out the income and deposit required for different options set against prevailing lower quartile and median earnings. It uses lower quartile and median earnings derived from the ONS Annual Survey of Hours and Earnings for 2017.
- 4.53 This indicates that only social renting and help to buy is affordable for lower quartile earners. For median income earners, a broader range of tenure options are available including open market renting, lower quartile purchase and a range of intermediate tenure options.

Table 4.12 Cost of alternative tenure options by district

Tenure option	Price (2017)							
	Chadderton	East Oldham	Failsworth and Hollinwood	Royton	Saddleworth	Shaw and Crompton	West Oldham	OLDHAM MBC TOTAL
Social Rent (average)	£320	£320	£320	£320	£320	£320	£320	£320
Affordable Rent (80% of median private rent)	£424	£424	£424	£424	£424	£424	£424	£424
Market Rent - Lower Quartile	£477	£433	£481	£433	£524	£477	£451	£451
Market Rent - Median	£524	£477	£550	£509	£650	£550	£494	£498
Market Sale - Lower Quartile	£88,000	£60,000	£90,000	£100,000	£129,995	£97,000	£63,000	£84,000
Market Sale - Median	£122,500	£82,000	£115,000	£132,000	£185,000	£130,000	£85,000	£122,000
Market Sale - Average	£169,549	£115,035	£152,009	£147,169	£222,025	£145,730	£122,394	£156,938
Starter Home	£98,000	£65,600	£92,000	£105,600	£148,000	£104,000	£68,000	£97,600
Shared ownership (50%)	£61,250	£41,000	£57,500	£66,000	£92,500	£65,000	£42,500	£61,000
Shared ownership (25%)	£30,625	£20,500	£28,750	£33,000	£46,250	£32,500	£21,250	£30,500
Help to buy	£122,500	£82,000	£115,000	£132,000	£185,000	£130,000	£85,000	£122,000
Tenure option	Income required (2017)							
	Chadderton	East Oldham	Failsworth and Hollinwood	Royton	Saddleworth	Shaw and Crompton	West Oldham	OLDHAM MBC TOTAL
Social Rent	£15,363	£15,363	£15,363	£15,363	£15,363	£15,363	£15,363	£15,363
Affordable Rent	£20,351	£20,351	£20,351	£20,351	£20,351	£20,351	£20,351	£20,351
Market Rent - Lower Quartile	£22,896	£20,784	£23,088	£20,784	£25,152	£22,896	£21,648	£21,648
Market Rent - Median	£25,152	£22,896	£26,400	£24,432	£31,200	£26,400	£23,712	£23,904
Market Sale - Lower Quartile (assumes 10% deposit)	£22,629	£15,429	£23,143	£25,714	£33,427	£24,943	£16,200	£21,600
Market Sale - Median (assumes 10% deposit)	£31,500	£21,086	£29,571	£33,943	£47,571	£33,429	£21,857	£31,371
Market Sale - Average (assumes 10% deposit)	£43,598	£29,580	£39,088	£37,843	£57,092	£37,473	£31,473	£40,356
Starter Home	£25,200	£16,869	£23,657	£27,154	£38,057	£26,743	£17,486	£25,097
Shared ownership (50%)	£24,024	£16,589	£22,647	£25,767	£35,497	£25,400	£17,140	£23,932
Shared ownership (25%)	£19,955	£13,865	£18,827	£21,383	£29,352	£21,082	£14,316	£19,880
Help to buy	£17,500	£11,714	£16,429	£18,857	£26,429	£18,571	£12,143	£17,429

Table 4.13 Assumptions in assessing income required for alternative tenure options

Tenure	Tenure price assumptions	Affordability assumptions
Social rent	Prevailing prices	Affordability 25% of income
Affordable Rent	Affordable homes based on social rent levels for low income households	Affordability 25% of income
Market Rent – lower quartile	Prevailing prices	Affordability 25% of income
Market Rent – median	Prevailing prices	Affordability 25% of income
Market Rent – upper quartile	Prevailing prices	Affordability 25% of income
Market Sale – lower quartile	Prevailing prices	90% LTV, 3.5x income
Market Sale – median	Prevailing prices	90% LTV, 3.5x income
Market Sale – average	Prevailing prices	90% LTV, 3.5x income
Starter Home	20% discount on full value (assumed to be median), 10% deposit on discounted portion, remainder mortgage based on 3.5x income	90% LTV, 3.5x income
Shared ownership (50%)	Total price based on median price and 50% ownership. Mortgage based on 40%. 10% deposit required, annual service charge £395. Annual rent based on 2.75% of remaining equity	90% LTV, 3.5x income for equity and 25% of income for rental element
Shared ownership (25%)	Total price based on median price and 25% ownership. Mortgage based on 20%. 5% deposit required, annual service charge £395. Annual rent based on 2.75% of remaining equity	90% LTV, 3.5x income for equity and 25% of income for rental element
Help to buy	Total price based on median price. Mortgage based on 75% equity. 20% loan and deposit of 5%. Loan fee of 1.75% in year 6 of outstanding equity loan increasing annually from yr7 at RPI+1%	70% LTV, 3.5x income

Figure 4.4 Oldham borough household income and housing costs

Source: Data produced by Land Registry © Crown copyright 2018, Zoopla 2018, CLG, ASHE 2017

Note: The deposit requirements are shown on the table as a negative number

Concluding comments

- 4.54 The purpose of this chapter has been to explore the current housing market dynamics affecting and influencing the housing market within the borough. This chapter has provided detail on the current profile of dwellings by type, tenure and size along with property condition and property prices.
- 4.55 The majority of dwellings in the borough are houses (75.5%), 14.1% are flats/apartments/maisonettes, 10% are bungalows and 0.4% other types of housing. 47% of properties have one or two bedrooms, 38.1% of existing properties contain three bedrooms and a further 14.9% contain four or more bedrooms.
- 4.56 Whilst 64.9% of households are owner occupiers and a further 13.6% in private rented accommodation, an analysis of house prices indicates that open market housing has become more expensive in the borough in recent years but prices are below national and regional levels.
- 4.57 The 2018 Household Survey reveals that 21.5% of the housing stock is affordable accommodation. The highest proportions of this stock tenure are located within West Oldham (33%) and East Oldham (31.3%).
- 4.58 The relative affordability of alternative tenures has been analysed and overall a household income of at least £15,363 is required for social, at least £20,351 for affordable rent which is only marginally lower than the income required for lower quartile rents (£21,648). In terms of open market purchase options, an income of £21,600 is needed for entry-level open market purchase (based on a lower quartile price).

5. Affordable housing need

Introduction

- 5.1 The 2019 NPPF (Paragraph 61) requires that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy. It sets out that these should include, but not be limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.
- 5.2 The 2019 NPPF (Paragraph 62) also states that where a need for affordable housing is identified, planning policies should specify the type of affordable housing required.
- 5.3 The 2019 PPG considers how the housing need of particular groups relates to overall housing need calculated using the standard model:

'The need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is on the basis that the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method.'

When producing policies to address the need of specific groups strategic policy-making authorities will need to consider how the needs of individual groups can be addressed within the constraint of the overall need established.

The standard method for assessing housing need does not breakdown the overall figure into different types of housing. Therefore the need for particular sizes, types and tenures of homes as well as the housing needs of particular groups should be considered separately.

The household projections that form the baseline of the standard method are inclusive of all households including Gypsies and Travellers as defined with Planning Policy for Traveller Sites'¹⁶

- 5.4 This chapter uses evidence from secondary data sources and the Household Survey to assess affordable housing requirements in the borough. Chapter 6 then considers the needs of particular groups through primary and secondary data analysis and through discussions with key stakeholders. The evidence presented will assist the council and its strategic partners in making policy decisions regarding future housing development.

¹⁶ PPG 2018 Paragraph 020 Reference ID: 2a-004-20180913

Affordable Housing Needs Assessment

- 5.5 PPG 2018 states ‘all households whose needs are not met by the market can be considered (to be) in affordable housing need’¹⁷.
- 5.6 The 2019 NPPF defines affordable housing as follows:
‘housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)...’ (Annex 2).
- 5.7 The 2019 NPPF provides detailed definitions of different forms of affordable housing; these definitions are set out in Chapter 1 of this report.
- 5.8 This section considers affordable housing need for those households who cannot afford to meet their needs in the open market through home ownership or private rental.
- 5.9 A detailed analysis of the following factors determines the extent to which there is a shortfall of affordable housing:
- households currently in housing which is unsuitable for their use and who are unable to afford to buy or rent in the market (backlog need); and those who can afford private rent but cannot afford to buy;
 - new households forming who cannot afford to buy or rent in the market;
 - existing households expected to fall into need; and
 - the supply of affordable housing through social/affordable renting and intermediate tenure stock.
- 5.10 Two sources of evidence have been considered in the assessment of affordable housing need: firstly, analysis based on Household Survey evidence and secondly, relevant secondary data.

Assessing affordable housing need

- 5.11 The 2018 Household Survey provided a range of evidence on the scale and range of need within communities across the borough. Detailed analysis is presented at Appendix C of this report and follows PPG.
- 5.12 Table 5.1 sets out housing need across the borough based on the Household Survey and reasons for household need. This shows that there are 10,173 existing households in need, which represents 11% of all households.

¹⁷ PPG 2018 Paragraph 021 Reference ID: 2a-004-20180913

Table 5.1 Housing need in Oldham borough		
Category	Factor	Oldham borough Total
Homeless households or with insecure tenure	N1 Under notice, real threat of notice or lease coming to an end	783
	N2 Too expensive, and in receipt of housing benefit or in arrears due to expense	854
Mismatch of housing need and dwellings	N3 Overcrowded according to the 'bedroom standard' model	4,913
	N4 Too difficult to maintain	1,466
	N5 Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household	259
	N6 Household containing people with mobility impairment or other special needs living in unsuitable accommodation	2,214
Dwelling amenities and condition	N7 Lacks a bathroom, kitchen or inside WC and household does not have resource to make fit	229
	N8 Subject to major disrepair or unfitness and household does not have resource to make fit	448
Social needs	N9 Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved except through a move	1,120
Total no. households in need (with one or more housing needs)		10,173
Total Households		92,891
% households in need		11%

Note: A household may have more than one housing need. The total number of households in need is the total number with one or more housing need so there is no double counting. .

Source: 2018 Household Survey

5.13 Table 5.2 summarises overall housing need (before further analysis to test the extent to which households can afford open market provision to offset their need) by district and the extent to which housing need varies across the borough. The proportion of households in need is highest in West Oldham (16.2%), East Oldham (14.4%) and Chadderton (13.9%) and lowest in Shaw and Crompton (5.4%).

Table 5.2 Households in need by district			
Ward	No. of households in need	% of households in need	Total No. households
Chadderton	1,923	13.9	13,833
East Oldham	2,806	14.4	19,528
Failsworth and Hollinwood	1,145	8.2	13,998
Royton	692	7.3	9,421
Saddleworth and Lees	1,000	7.3	13,656
Shaw and Crompton	511	5.4	9,526
West Oldham	2,096	16.2	12,929
Total	10,173	11.0	92,891

Source: 2018 Household Survey

- 5.14 Table 5.3 demonstrates how the proportion of households in housing need varies by tenure and household type for the borough. Private rented households are more likely to be in housing need, at 22% of households, followed by 13.8% in affordable housing and 7.7% of owner occupiers.

Table 5.3 Housing need by tenure			
Tenure	No. H'holds in need	% H'holds in need	Total no. households
Owner Occupier	4,635	7.7	60,329
Private Rented	2,776	22.0	12,607
Affordable	2,762	13.8	19,955
Borough Total (All households in need)	10,173	11.0	92,891

Source: 2018 Household Survey

- 5.15 Table 5.4 sets out housing need by type of household. Larger families with dependent children (couples and lone parents) are more likely to be in housing need (42.9% of couples with three or more children under 18 are in housing need). The Household Survey data identifies 10,530 households with adult children living with parent(s), which provides a broad indication of the scale of hidden housing need. Of these, 1,269 were categorised as being in housing need (12.1%).

Table 5.4 Housing need by household type

Household Type	No. H'holds in need	% H'holds in need	Total no. households
Single Adult (under 65)	2,073	10.6	19,551
Single Adult (65 or over)	760	6.7	11,269
Couple only (both under 65)	1,273	7.9	16,215
Couple only (one or both over 65)	597	4.9	12,079
Couple with at least 1 or 2 child(ren) under 18	733	6.7	10,965
Couple with 3 or more children under 18	1,755	42.9	4,094
Couple with child(ren) aged 18+	1,143	16.4	6,972
Lone parent with at least 1 or 2 child(ren) under 18	351	10.0	3,496
Lone parent with 3 or more children under 18	229	21.3	1,076
Lone parent with child(ren) aged 18+	126	3.4	3,738
Other type of household (e.g. friends sharing)	1,134	34.7	3,268
Borough Total (All households in need)	10,173	11.0	92,891

Source: 2018 Household Survey

- 5.16 In addition to establishing the overall affordable housing requirements, analysis considers the supply/demand variations by analysis area and property size (number of bedrooms). Analysis provides a gross figure (absolute shortfalls in affordable provision) and a net figure (which takes into account supply of existing affordable accommodation). Modelling suggests an annual gross imbalance of 1,780 dwellings and after taking account of affordable supply an annual net imbalance of 203 affordable dwellings across the borough as shown in Table 5.5.
- 5.17 In terms of the size of affordable housing required, when the likely annual affordable supply is taken into account, the overall shortfalls are 25.3% one-bedroom, 40.5% two-bedroom, 26.9% three-bedroom and 7.3% four or more bedroom. It is therefore appropriate for the continued delivery of affordable housing to reflect underlying need.
- 5.18 Analysis is based on the next five years and in the absence of any updated information this should be extrapolated forward to the Local Plan period.

Table 5.5 Net annual affordable housing imbalance by district and property size 2018/19 to 2022/23

No. Beds	District (%)							Total
	Chadderton	East Oldham	Failsworth and Hollinwood	Royton	Saddleworth and Lees	Shaw and Crompton	West Oldham	
1	23.2	21.2	20.4	31.0	31.6	29.0	22.6	25.3
2	37.1	36.3	46.4	38.6	37.7	44.6	42.5	40.5
3	31.9	26.4	28.8	25.1	27.0	22.7	27.5	26.9
4	7.9	16.1	4.5	5.3	3.7	3.7	7.4	7.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Gross annual imbalance	335	293	206	241	107	377	221	1,780
Net Annual imbalance	38	33	24	27	12	43	25	203
No. Beds	District (number based on net annual imbalance)							Total
	Chadderton	East Oldham	Failsworth and Hollinwood	Royton	Saddleworth and Lees	Shaw and Crompton	West Oldham	
1	9	7	5	9	4	12	6	51
2	14	12	11	11	5	19	11	82
3	12	9	7	7	3	10	7	55
4	3	5	1	1	0	2	2	15
Total	38	33	24	27	12	43	25	203

Sources: 2018 Household Survey; RP CORE Lettings and Sales

- 6.21 Of all households where the HRP was 55 or over, the 2018 Household Survey found that 15.7% would like to move in the next 5 years; 6.1% would like to move but are unable to; and 78.1% do not want to move.
- 6.22 Of households with an HRP aged 55 and over who are unable to move, over half (53.2%) stated they could not afford to because other properties are too expensive; 52.2% stated that there is a lack of suitable property in the area wanted and 46.4% stated that there is a lack of suitable property of the type wanted, 23.5% stated a lack of suitable accommodation with adaptations needed (Table 6.8).

Table 6.8 Reasons why households with a HRP aged 55 and over are unable to move	
Cannot afford to	53.2%
Lack of suitable accommodation with adaptations needed	23.5%
Lack of suitable accommodation in area wanted	52.2%
Lack of suitable accommodation of type wanted	46.4%
Need to give support	3.9%
Need to receive support	16.6%
Employment (work locally)	17.5%
Brexit uncertainty	11.1%
Other reasons	6.0%
Base (households responding)	2,273

Source: 2018 Household Survey

- 6.23 Of households with an HRP aged 55 and over and planning to move, the Household Survey found that the main reasons for moving were to move to a better neighbourhood/more pleasant area (29.9%), needing a smaller property (for instance too big to manage) (19.2%) and health problems (17.7%).
- 6.24 Table 6.9 considers the future housing choices being considered by older households within the next 5 years by reference to their current number of bedrooms and the number of bedrooms aspired towards and expected to move to. In terms of moving to a smaller property, 40.4% of older households aspired to downsize and 53.4% expected to achieve this (i.e. move to a property with fewer bedrooms). 43.9% aspired to move into a property with the same number of bedrooms as they presently occupy; 33.8% expected to achieve this. A further 15.7% of older households aspired towards upsizing to a property with a larger number of bedrooms, and 12.7% expected to achieve this.

Table 6.9 Future housing choices of older households (downsizing/upsizing)		
Housing choice	Aspiration (%)	Expectation (%)
Downsizing (moving to a smaller property)	40.4	53.4
Staying same	43.9	33.8
Upsizing (moving to larger property)	15.7	12.7
Total	100.0	100.0
Base (households responding)	5,435	4,180

Source: 2018 Household Survey

Assistance in the home

- 6.25 The range of assistance required from all households including older person households by 60-84 and 85+ age groups is explored in Table 6.10. The level of assistance required increases with age group and around half of 85+ households require help with cleaning the home and other practical tasks.

	Under 60	60-84	85+	All households
Help with repair and maintenance of home	13.7	10.8	18.5	12.7
Help with gardening	25.1	39.9	46.0	31.3
Help with cleaning home	12.2	23.1	49.5	17.3
Help with other practical tasks	11.7	18.7	56.9	15.5
Help with personal care	10.7	12.6	28.4	11.8
Want company / friendship	10.8	11.5	23.1	11.4
<i>Base (All households)</i>	50,638	32,974	2,041	85,653

Source: 2018 Household Survey

- 6.26 Given the high proportion of older households who want to continue living in their own home (Table 6.6 and associated discussion), the provision of home-based assistance, support and care is an increasingly important issue in the meeting of housing needs for older people. The key challenge for local authorities is the funding of services for growing numbers of older people.

Adaptations and home improvements

- 6.27 The 2018 Household Survey found that overall 9.1% of all properties across the borough have been adapted or purpose built for a person with a long-term illness, health problem or disability. 8.1% of households said they require care or support to enable them to stay in their current home. 56.3% of households stated that there is sufficient space for a carer to stay overnight if this was needed.
- 6.28 Table 6.11 summarises this data by district and highlights areas with high levels of adaptation and high levels of need for care/support. It also highlights areas where there are lower levels of space available for a carer to stay overnight. In terms of adaptations, these are most prevalent in East Oldham (13.9%) and Chadderton (11.3%). Interestingly, these two districts also had the highest levels of care/support needs to enable household members to stay at their home and had the lowest proportions of dwellings with sufficient space for a carer to stay overnight.

Table 6.11 Adaptations, support requirements and space for carer to stay by district

District	Current home has been adapted or purpose-built for a person with a long-term illness, health problem or disability (%)	You or other members of your household require care or support to enable you/them to stay in this home (%)	Sufficient space in your home for a carer to stay overnight, if this was needed, is available (%)
Chadderton	11.30%	13.6%	57.8%
East Oldham	13.90%	10.0%	47.5%
Failsworth and Hollinwood	5.20%	6.1%	60.2%
Royton	7.20%	7.0%	58.2%
Saddleworth and Lees	5.20%	5.2%	69.3%
Shaw and Crompton	9.10%	5.4%	60.9%
West Oldham	9.60%	7.4%	45.2%
Borough Total	9.10%	8.1%	56.3%

Source: 2018 Household Survey

6.29 The 2018 Household Survey asked whether adaptations were required by households (Table 6.12). This takes account of the PPG which asks councils to consider the extent to which existing dwelling stock can help meet the needs of older people. When asked about adaptations and home improvements required in the home, households aged 60+ years generally stated a need for adaptations related to mobility issues. These include adaptations to bathrooms (13% of 60-84 HRP households and 22.9% 85+ households), internal handrails (10.6% 60-84 and 14.5% 85+), external handrails (8.7% 60-84 and 13.1% 85+) downstairs WC (10.5% 85+) and stairlifts (9.6% 85+). By comparison, younger households (HRP under 60 years) most frequently mentioned home improvements such as more insulation (25.6%) and double glazing (18.5%).

Table 6.12 Adaptations and home improvements required either now or in next 5 years by age group

Adaptation/improvement required	Age group (% of households)			Total
	Under 60 years	60-84 years	85+	
More insulation	25.6	14.2	7.0	20.8
Double glazing	18.5	9.1	3.0	14.5
Adaptations to bathroom	13.3	13.0	22.9	13.4
Security alarm	12.7	7.3	9.8	10.6
Internal handrails	8.5	10.6	14.5	9.5
Sound Proofing	12.2	3.6	1.2	8.6
Improved Ventilation	12.0	3.4	2.4	8.4
External handrails	8.0	8.7	13.1	8.4
Downstairs WC	8.6	8.0	10.5	8.4
Adaptations to kitchen	9.2	4.2	4.6	7.2
Stair lift / vertical lift	6.5	7.1	9.6	6.8
Increase the size of property	9.8	2.5	1.8	6.8
Better heating	9.2	3.4	4.0	6.8
Community alarm service	7.5	4.8	13.7	6.6
Improvements to access	6.3	3.7	6.8	5.3
Room for a carer	6.2	2.1	5.2	4.6
Level door handles	5.0	1.6	1.2	3.6
Preparing Meals	0.0	0.0	0.0	0.0
Wheelchair adaptations	5.3	3.9	6.0	0.0
Base (all households)	50,638	32,974	2,041	85,653

Source: 2018 Household Survey

- 6.30 Resources for aids and adaptations remain limited, particularly for households in the private sector (owner occupation or privately rented accommodation). However, as mentioned above in respect of support requirements, the provision of appropriate adaptations is essential to older households in maintaining independent living. Alternative sources of funding, such as equity loans, could be considered to finance remedial measures required by older person households. It should be pointed out that whilst local authorities will assess anyone's needs, assistance is means tested and many will self-fund.
- 6.31 As a preventative measure, the government has given local authorities discretionary powers to require housebuilders to build a proportion of new homes to defined access standards. This is explored later in this chapter.

Conclusions of the need for older persons housing

- 6.32 In accordance with PPG, the LHNA has considered the future need for specialist accommodation, the need for residential care institutions and considered the role of general housing in meeting needs, in particular bungalows and homes that can be adapted to meet a change in needs.

- 6.33 The number of households headed by someone aged 60 or over is expected to increase by 12,547 by 2037. The majority (69.3%) want to continue to live in their current home with support when needed according to the Household Survey, with help with repair/maintenance, gardening, cleaning and other practical tasks key support which would help people remain in their own home. However, the Household Survey also points to a need to deliver a range of smaller dwellings for older people in the general market and specialist older housing provision.
- 6.34 There are currently around 4,718 units of specialist older persons' accommodation including 1,640 units of residential care (C2) units. 65.1% is provided by a registered provider and 34.9% by a private organisation. It is estimated that an additional 1,604 units of specialist older person (C3) and 855 units of residential care (C2) will be required to 2037.
- 6.35 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.

Housing for people with disabilities and additional needs

- 6.36 A range of data has been used to consider the housing needs of people with disabilities and additional needs. This section considers data which sets out the likely scale of residents who have particular disabilities and additional needs; and then considers any evidence regarding the nature of dwelling stock required to help meet the needs of different groups.
- 6.37 The data assembled falls into the following categories:
- National sources including the Census, national disability prevalence rates applied to the borough population, Disability Living Allowance statistics;
 - Data from the Household Survey;
 - Qualitative data obtained from service providers within the council through in-depth discussions; and
 - Feedback from general stakeholder consultation carried out as part of the research process.
- 6.38 It should be noted that there can be variation in the estimates of residents with particular disabilities and additional needs. There are several reasons for this, for instance a person may self-report as having an illness/disability on the 2011 Census or the 2018 Household Survey but not be known to service providers; and some data may be collected for specific administrative purposes, for instance when someone presents themselves to service providers for assistance. There are also variations in the timescales for data reported across different groups. Therefore, the data is not necessarily consistent across each of the needs group but a genuine attempt has been made to compile available data from published sources, primary research and data from council officers and consider the accommodation needs of particular groups.
- 6.39 arc4 considers that the following categories of need should be considered in an assessment of needs for people with disabilities and additional needs. This forms the

basis of our assessment of housing need for people with disabilities and additional needs:

A. People with disability and health needs:

- People with learning disabilities,
- People with profound intellectual and multiple disabilities (complex needs),
- People with Autism including Aspergers,
- People with behaviours which challenge e.g. people with complex mental health needs, learning disabilities and autism (Transforming Care cohort) who may be a risk to self and to others,
- People with physical disabilities,
- People with sensory impairments,
- Rehabilitation or Reablement support (e.g. acquired brain injury, stroke, following a hospital stay),
- People with profound/complex needs who have a combination of conditions which can also include long-term conditions (e.g. diabetes, heart disease),
- People experiencing early onset dementia.

B. Other people with support needs

- People with multiple disadvantages,
- People with mental health issues,
- Rehabilitation support for substance users (e.g. drugs, alcohol),
- People experiencing homelessness and rough sleepers,
- Young people with support needs (including NEET, floating support, leaving care and at risk),
- People fleeing domestic abuse,
- Ex-offenders and people using probation services,
- People with learning difficulties (e.g. ADHD, dyslexia, dyspraxia, dysphasia),
- Ex-armed forces,
- People without recourse and access to finances (not in receipt of benefits) – e.g. asylum seekers, refugees and people unable to claim benefits.

6.40 Whilst information is not necessarily readily available for all of these groups, it is recommended that this analysis provides basis for future reviews of supported and special needs housing across the borough.

Establishing the overall level of disability/support needs across the borough

- 6.41 A range of sources can be drawn upon to establish the overall scale of disability/support needs across the borough. The extent to which specific accommodation for different groups may be required is then explored using available data and specific gaps in understanding are also highlighted.
- 6.42 The data available from a range of sources are now explored to establish a broad measure of the overall level of disability/support needs across the borough, drawing upon: the 2011 Census; Household Survey evidence; and likely prevalence based on national rates.

Adult Social Care Market Position Statement

- 6.43 The Oldham Borough Market Position Statement (MPS) 2017 sets out a range of intelligence on prevalence rates across a range of groups to assist with evidence-based commissioning of housing and support. The document encourages existing and potential providers from all sectors to support the council's vision for the future of adult social care and address the demands highlighted in the document.
- 6.44 A key outcome that adult social care is looking to deliver is integrated care in Oldham which delivers: -
- Services that are organised and delivered to get the best possible health and wellbeing outcomes for citizens of all ages and communities.
 - They will be in the right place – which is in our neighbourhoods, making the most of the strengths and resources in the community as well as meeting their needs.
 - Care, information and advice will be available at the right time, provided proactively to avoid escalating ill health, and with the emphasis on wellness.
 - Services will be designed with citizens and centred on the needs of the individual, with easy and equitable access for all and making best use of community and voluntary sector provision.
 - They will be provided by the right people – those skilled to work as partners with citizens, and who enable them to be able to look after their own health and wellbeing.
 - Safeguarding adults whose circumstances make them vulnerable and protecting them from avoidable harm.
- 6.45 Evidence in the MPS for particular needs groups is presented where appropriate in this chapter.
- 6.46 The MPS reports that in Oldham, according to figures from POPPI, there are currently 10,223 people aged 65+ with limiting long term illnesses and whose day to day activities are limited a lot. The number has been predicted to rise by about 9% in 2020 (to 11,191) and by 37% (13,955) in 2030.
- 6.47 The MPS provides an indication of demand from particular needs groups (Table 6.13).

Table 6.13 Protected demand by categories of need		
Category of need	2012	2020
Adults predicted to have a learning disability	3,290	3,328
Adults predicted to have a moderate or severe learning disability	738	757
Adults predicted to have a moderate or serious personal care disability	6,190	6,385
Drugs and alcohol disability	4,577	4,620
Mental health issue	9,724	9,809
Older people living alone	7,591	8,989
Older people living in a care home	1,378	1,620
Older people unable to complete a least one domestic task	13,740	15,876
Older people unable to complete at least one self-care activity on their own	11,277	12,992
Older people with a limited long-term illness	17,904	20,336
Older people with depression	2,977	3,350
Older people with dementia	2,300	2,727
Older people with a longstanding health condition caused by a heart attack/stroke	3,015	3,455
Older people predicted to have a fall	9,040	10,346
Older people admitted to hospital as a result as a fall	689	813
Older people predicted to have a moderate or severe visual impairment	966	1,152
Older people with mobility issues	6,150	7,135
Older people with a BMI of 30 or more/diabetes	9,093 / 4,264	10,114 / 4,835
Older people with a severe learning difficulty	98	109

Source: Market Position Statement

6.48 Table 6.14 summarises the range and number of adult social care clients receiving support by age group as at August 2016. The largest number in receipt of support were those requiring physical support (personal care support) and learning disability support.

Table 6.14 Adult Social Care Clients			
Client group	18-64	65+	Total
Learning disability support	545	67	612
Mental health support	160	191	351
Physical support: access and mobility	19	37	56
Physical support: personal care support	367	1,460	1,827
Sensory support: support for dual impairment	2	4	6
Sensory support: support for hearing impairment	11	54	65
Sensory support: support for visual impairment	18	20	38
Social support: substance misuse	1	1	2
Social support: support for social isolation/other	1	1	2
Support with memory and cognition	2	115	117
Total	1,126	1,950	3,076

Census 2011 data

- 6.49 The Census 2011 recorded a baseline of broad measures of disability across the population. Table 6.15 reports that across the borough, 6.7% of residents stated they were in bad or very bad health (and particularly associated with older age groups) and a further 14.4% were in 'fair' health. The majority (79%) were in 'very good or good health'. Overall, the 2011 Census estimated that around 46,950 residents were in fair or bad/very bad health (21% of residents). This compares with 18.3% for England.

Table 6.15 Long-term health problem or disability			
Age Group	Measure of health (%)		
	Very good or good health (%)	Fair health (%)	Bad or very bad health (%)
Age 0 to 15	96.4	2.8	0.8
Age 16 to 24	94.0	4.8	1.3
Age 25 to 34	89.3	8.1	2.6
Age 35 to 49	80.9	13.1	6.0
Age 50 to 64	64.7	22.8	12.5
Age 65 to 74	52.3	33.0	14.7
Age 75 to 84	35.2	43.7	21.1
Age 85 and over	23.1	49.0	27.9
All categories: Age	79.0	14.4	6.7
Total by measure of health	176,216	32,039	14,915

Source: 2011 Census Table DC3302EW

- 6.50 The Census also reported that around 21,200 (9.5%) of residents reported that their daily activities were limited 'a lot' and 21,500 (9.6%) 'a little'. This compares with slightly lower figures for England (8.3% and 9.3% respectively).

Household Survey evidence

- 6.51 Across the borough, the 2018 Household Survey identified around 51,450 people who stated they had an illness/disability (21.9% of residents). A total of 43,200 households (46.5%) contained at least one person with at least one illness/disability.
- 6.52 Table 6.16 summarises the proportion of households containing someone with a particular illness or disability by ward. The most frequently mentioned illnesses/disabilities across the whole borough are long-standing health conditions (9%), physical mobility/impairment (5.8%) and mental health (4.8%).

Table 6.16 Number of people stating illness/disability		
Illness/disability	Number of people	As % of population
Physical / mobility impairment	13,620	5.8
Learning disability / difficulty	3,118	1.3
Mental health problem	11,201	4.8
Visual impairment	4,753	2.0
Hearing impairment	9,696	4.1
Long standing illness or health condition	21,100	9.0
Older Age-related illness or disability	2,990	1.3
Other	12,305	5.2
Total residents with one or more illness/disability	51,447	21.9

Source: 2018 Household Survey

National disability prevalence rates applied to Oldham borough

- 6.53 The ONS Family Resources Survey provides national data on the number of people with disabilities by age group. This can be applied to population projections by age group to establish the potential number of residents who have a disability at the start of the plan period and how this is likely to change over the plan period 2018-2037 (Table 6.17). Although the number of people does not necessarily translate to a specific housing need, it provides a further insight into the likely level of disability experienced by residents in the borough. A total of around 46,800 people experiencing a disability is suggested which represents 19.9% of residents in households and this is expected to increase to 21.5% by 2037 (which results in an additional 7,422 people with an illness or disability).

Table 6.17 Estimate of the number of people with a particular disability			
	Estimated of residents with Disability		
	2018	2037	Change
Base (total in households with disability)	46,786	54,208	7,422
% of population with disability	19.9	21.5	1.6

Source: ONS Family Resources Survey 2016/17 and ONS 2016-based population projections

Benefit claimants – Disability Living Allowance (DLA) by disabling condition

- 6.54 The Department of Work and Pensions (DWP) publishes information about the number of people receiving Disability Living Allowance (DLA) and the conditions associated with the claim. Table 6.18 indicates that 3.8% of the population receive DLA, with 4.5% of all residents under 16, 2.6% of residents aged 16-49, 3.9% of residents aged 50-64 and 9.0% of all residents aged 65 and over in receipt of DLA. The

disabling conditions reported by borough residents in receipt of DLA are shown in Table 6.19 and indicates that the most prevalent conditions are learning difficulties and arthritis.

Table 6.18 DLA claimants by age group

Age group	Number of claimants	% of claimants	Population 2018 est	% population DLA claimant
Under 16	2,280	25.7	50,400	4.5
16-24	260	2.9	28,600	0.9
25-49	1,270	14.3	76,300	1.7
50-64	1,650	18.6	41,900	3.9
65 and over	3,400	38.4	37,800	9.0
Total	8,860	100.0	235,000	3.8

Source: NOMIS

Table 6.19 DLA claimants by disabling condition

Disabling Condition	Age Group			Total %
	<65	65+	Total	
Total	5,460	3,400	8,860	
Learning Difficulties	1,660	40	1,700	19.2
Arthritis	370	1,170	1,540	17.4
Disease of the Muscles, Bones or Joints	270	230	500	5.6
Psychosis	370	70	440	5.0
Back pain - other / Precise diagnosis not Specified	170	180	350	4.0
Heart Disease	80	270	350	4.0
Neurological Diseases	270	60	330	3.7
Unknown / Transfer from Attendance Allowance	180	130	310	3.5
Spondylosis	60	230	290	3.3
Psychoneurosis	210	80	290	3.3
Behavioural Disorder	280	0	280	3.2
Cerebrovascular Disease	70	170	240	2.7
Blindness	160	70	230	2.6
Chest Disease	60	160	220	2.5
Epilepsy	170	40	210	2.4
Deafness	160	30	190	2.1
Hyperkinetic Syndromes	170	0	170	1.9
Diabetes Mellitus	90	40	130	1.5
Malignant Disease	60	60	120	1.4
Trauma to Limbs	50	50	100	1.1
Asthma	50	50	100	1.1
Multiple Sclerosis	60	40	100	1.1
Other (conditions each representing less than 1% of total recipients)	400	240	640	7.2

Source: Nomis and DWP 2018

Identified needs for people with disabilities

6.55 Available information from the MPS identifies the following key needs:

- Current estimates to 2030 anticipate a growth in numbers of the population with:
 - Moderate physical disabilities; and
 - People aged over 65 with a learning disability.
- Across all categories of need demand is projected to increase from a baseline of 2012 to 2020:
 - Adults predicted to have a learning disability is projected to rise from 3,290 to 3,328;
 - Adults predicted to have a moderate or severe learning disability is projected to rise from 738 to 757;
 - Adults predicted to have a moderate or serious personal care disability is projected to rise from 6,190 to 6,385; and
 - Numbers with drugs and alcohol disability is projected to rise from 4,577 to 4,620.

Recommendations for optional accessibility and wheelchair standard housing

6.56 The 2018 Household Survey indicates that 9.1% of households live in properties that have been adapted or purpose built for those with an illness/disability. Analysis of demographic data would suggest that the number of adapted properties will need to increase by 1,343 over the plan period (Table 6.20). This figure has been derived from data on the number of households with adaptations by age group of the Household Reference Person; how the number of households by HRP age group is expected to change; and applying the proportion of adapted properties to future household numbers by age group.

Table 6.20 Future need for adapted properties							
Age Group	Year			% properties with adaptations	No. Adapted properties required by age group		
	2018	2037	change		2018	2037	change
Under 65	67,484	66,675	-809	6.3	4,251	4,201	-51
65+	27,089	39,534	12,445	11.2	3,034	4,428	1,394
Total	94,573	106,209	11,636	7.7	7,285	8,628	1,343
Source	ONS 2016-based	ONS 2016-based		2018 Household Survey	2018 survey applied to ONS 2016	2018 survey applied to ONS 2016	

- 6.57 Residents in 4.5% of all properties across the borough have stated that they need their dwelling to be wheelchair accessible. Demographic modelling of data would suggest that the number of wheelchair accessible dwellings needs to increase by 550 dwellings over the plan period.
- 6.58 It is important to consider that some dwellings will not be capable of adaptation or they are situated in an area that is unsuitable for people with disabilities. For example, dwellings that are built on a hill, have poor vehicular access, or are located some distance from health care, support and retail facilities.
- 6.59 In line with the GMSF, all new dwellings must be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable. It is also recommended that 4%²¹ of new dwellings are built to M4(3) wheelchair accessible standard.
- 6.60 These recommendations also assume that there will be ongoing adaptation of existing dwellings to support those with additional needs.

Student households

- 6.61 There were no particular strategic housing issues identified through the Household Survey and stakeholder discussions.

Houses in multiple occupation

- 6.62 A house in multiple occupation (HMO) is a property rented out by at least three people who are not from one 'household' (for example a family) but share facilities like the bathroom and kitchen. A licence is required for a 'large' HMO, defined as a property where all of the following apply:
- It is rented for 5 or more people who form more than 1 household;
 - Some or all tenants share toilet, bathroom or kitchen facilities; and
 - At least one tenant pays rent (or their employer pays it for them).
- 6.63 According to official data, there are 600 HMOs across the borough in 2015/16²² of which 30 are licenced. This compares with an estimate of 172 HMOs in 2011²³.

²¹ Based on a need of 552 over the plan period and total delivery of 14,320 dwellings (716x20 years)

²² Local Authority Housing Statistics 2016/17

²³ Housing Strategy Statistical Appendix 2011/12

Homeless and previously-homeless households

- 6.64 Ministry of Housing, Communities and Local Government (MHCLG) Homelessness Statistics for the year 2017/18 indicate that a total of 479 decisions were made on households declaring themselves as homeless across the borough (Table 6.21). Of these households, 147 were classified as homeless and in priority need. Over the five years 2013/14 to 2017/18, there has been an increase in the number of decisions made (+415%) and the numbers accepted as homeless (+220), particularly in 2016/17 and again in 2017/18. Over the five year period an annual average of 201 decisions were made across the borough and an average of 75 households each year were declared as homeless and in priority need.

Table 6.21 Homeless decisions and acceptances 2013/14 to 2017/18		
Year	Decisions made	Accepted as homeless
2013/14	46	93
2014/15	49	67
2015/16	47	125
2016/17	86	242
2017/18	147	479
Total	375	1,006
Annual Average	75	201.2

Source: MHCLG Homelessness Statistics

- 6.65 The 2018 Household Survey identified 375 households that had been previously homeless or living in temporary accommodation and had moved to their present accommodation in the past five years.
- 6.66 Table 6.22 presents a range of information relating to the characteristics of previously homeless households and the dwelling choices that they have made. 88.6% of households previously homeless have moved into social rented or affordable accommodation and 11.4% now live in owner occupied dwellings while none have moved into the private rented sector. Over a third (38.6%) of previously homeless households have moved into flats or apartments, with most moving into small dwellings (38.6% with one bedroom). A further third (34.7%) moved into houses and 34.7% moved into properties with three or more bedrooms. Half (50%) of previously homeless households have moved within the borough area however a quarter of responses (26.7%) were unknown.
- 6.67 The incomes of previously homeless households are generally low with 26.7% receiving less than £100 each week, and a further 56.2% receiving between £100 and £350 each week. While 53.4% of previously-homeless households identified as single adults under 65 years, 23.3% of households include three or more children under the age of 18.

Table 6.22 Characteristics of households previously homeless			
Household Type	%	Property Type	%
Single Adult (under 65)	53.4	House	34.7
Single Adult (65 or over)	11.9	Flat/apartment	38.6
Couple only (both under 65)	0	Bungalow	26.7
Couple only (65 or over)	0		
Couple with 1 or 2 child(ren) under 18	0		
Couple with 3+ children under 18	23.3		
Couple with child(ren) aged 18+	11.4		
Lone parent with 1 or 2 child(ren) under 18	0		
Lone parent with 3+ children under 18	0		
Other	0		
Total	100	Total	100
Current tenure	%	Origin	%
Owner Occupied	11.4	Within the Borough	50
Private Rented	0	Outside the Borough	23.3
Social Rented/Affordable	88.6	Unknown	26.7
Total	100	Total	100
Current income (Gross weekly)	%	Property size	%
Under £100	26.7	Studio/1 Bed	38.6
£100 to <£350	56.2	2 Beds	26.7
£350+	17	3 or more Beds	34.7
Total	100	Total	100

Base: 375 households previously homeless

Source: 2018 Household Survey

Armed forces personnel

- 6.68 The 2018 Household Survey identified that 644 (0.7%) of households across the borough include someone who is currently in the armed forces. 0.4% of households identified as including someone who has served in the armed forces in the past five years.
- 6.69 54 households identified as including current or ex-armed forces personnel with injuries that require adapted accommodation. 326 households identified as including current personnel who will require temporary supported accommodation when they leave the armed forces.
- 6.70 The housing register currently has 13 armed forces applicants.

Black and Minority Ethnic households (BAME)

- 6.71 The 2018 Household Survey indicates that 89.1% of Household Reference People describe themselves as White British and 10.8% describe themselves as having other ethnicities. Of these, 6.2% are Asian or Asian British, 1.5% White Central/Eastern European, 1.3% are Black, African, Caribbean or Black British, 0.7% are White Other

and 0.3% are White Irish. A further 0.5% have a mixed ethnicity and 0.3% are other ethnic groups.

- 6.72 In terms of spatial trends, analysis of ethnicity across the district areas shows some variations. Above-average proportions of HRPs identified as White British in Saddleworth (98.1%), Shaw and Crompton (95.9%) and Royton (93.9%). Compared with the borough average of 89.1%; higher proportions of HRPs identified as Asian or Asian British in West Oldham (22.3%), Chadderton (7.4%) and East Oldham (6.6%). In East Oldham a high of 3.9% HRPs identified as White Central/Eastern European, compared with the borough-wide average of 1.5%.
- 6.73 Based on the 2018 Household Survey, housing information relating to BAME households includes:
- Around 54.3% are owner occupiers, 19% rent privately and 26.7% live in affordable housing (social rented or intermediate tenures); and
 - 27.8% BAME households were in some form of housing need (compared with 11% of all households), with overcrowding the main reason (19.2%) of households in need.
 - Of moving BAME households, there were particular aspirations towards larger dwellings (38.5% 3 bedroom houses and 37.6% four or more bedroom houses). Expectations were 46.5% 3 bedroom houses and 34.7% four or more bedroom houses.
- 6.74 The 2011 Census identified 62 people with Gypsy and Traveller ethnicity living in 21 households. All households lived in bricks and mortar housing. The latest 2017 Gypsy and Traveller Accommodation Assessment identified no Gypsy and Travellers living on sites or Travelling Showpeople living on yards in the borough. The GTAA also identified no need for pitches or plots in Oldham. However, a total of 59 transit pitches are required across Greater Manchester.

Summary

- 6.75 This chapter has considered the needs of different groups in line with the NPPF and requirements of the brief. Key findings are now summarised.
- 6.76 In terms of older people, it is evident that the vast majority of older people wish to stay within their existing homes. For most, this is an informed and appropriate choice where current and future housing needs can be addressed through in situ solutions (including adaptations).
- 6.77 There are currently around 4,718 units of specialist older persons' accommodation including 1,640 units of residential care (C2) units. 65.1% is provided by a registered provider and 34.9% by a private organisation. It is estimated that an additional 1,604 units of specialist older person (C3) and 855 units of residential care (C2) will be required to 2037.
- 6.78 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.

- 6.79** A range of information has been assembled from various sources which helps to scope out the likely level of disability across the borough's population. Although it is a challenge to quantify the precise accommodation and support requirements, the LHNA has helped to scope out where needs are arising.

7. Dwelling type and mix

Introduction

- 7.1 The purpose of this chapter is to consider the dwelling type and size mix which is appropriate for Oldham. There are two main data sources that inform this analysis: household projections and data exploring the relationship between households and dwellings derived from the 2018 Household Survey.
- 7.2 The latest ONS 2014-based household projections are used to establish the number of households by HRP and household type and how this is expected to change over the plan period 2016-2037.
- 7.3 Household Survey data can be used to establish the relationship between HRP age group and household type and the dwelling types and sizes occupied (Table 7.1). The Household Survey also provides data on household aspirations and what households would expect to move to. This data can also be broken down by HRP age group and household type.
- 7.4 By combining this range of data, it is possible to model the likely change in dwelling type/size requirements with reference to:
- The current relationship between HRP/household type and dwelling type/size and this remains constant over the plan period (demographic baseline);
 - Household aspirations by HRP/household type (aspirations); and
 - What households would expect by HRP/household type (expectations).

Table 7.1 Age groups, household type and dwelling types used

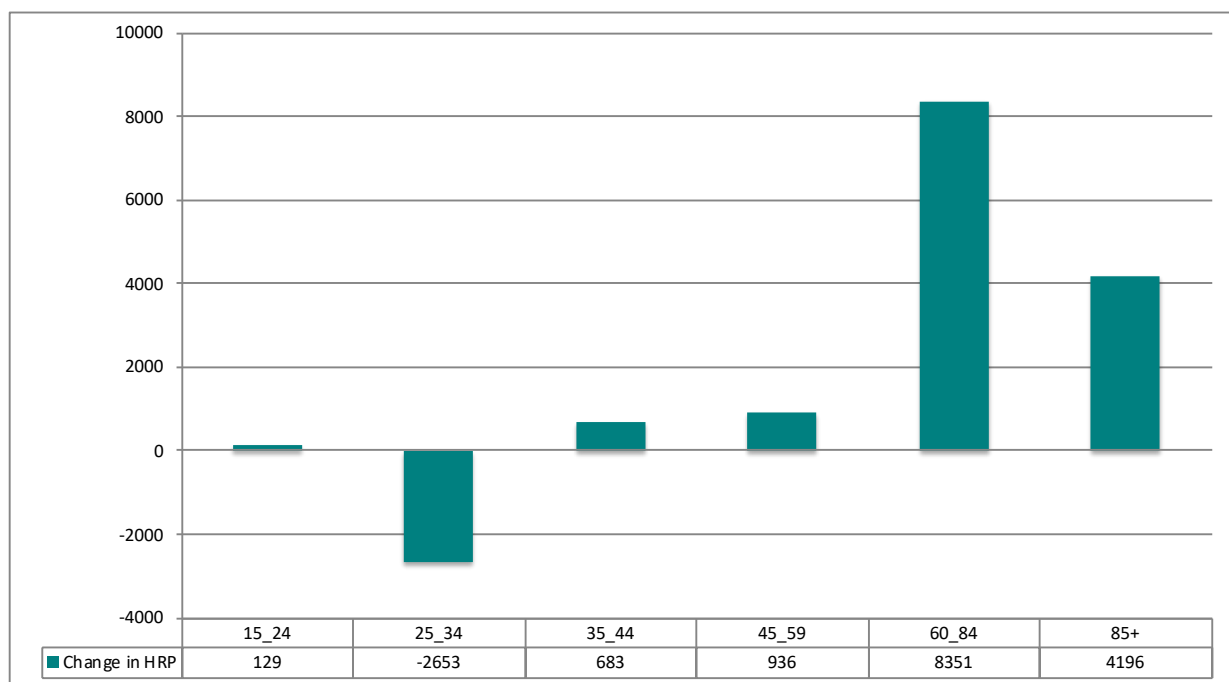
Age group of Household Reference Person	Household (HH) type	Dwelling type	Dwelling size
15_24	One Person	1 Bedroom House	1 Bedroom
25_34	Couple only	2 Bedroom House	2 Bedrooms
35_44	HH with 1/2 Child(ren)	3 Bedroom House	3 Bedrooms
45_59	HH with 3 Children	4 or more bed House	4+ Bedrooms
60_84	Other Multi-person	1 Bedroom Flat	All
85+	All	2 Bedroom Flat	
All		3+ Bedroom flat	
		1 Bedroom Bungalow	
		2 Bedroom Bungalow	
		3+ Bedroom Bungalow	
		All	

- 7.5 For each age group, the proportion of HRPs by household type living in different type and size of dwelling has been calculated. Further analysis considers the relationship

between age and household type with what moving households within those groups would expect to move to.

Applying the data at borough level

- 7.6 Applying the data at borough level is done in a systematic way. Firstly, the change in the number of households by age group and household type is established from household projections. Assuming that the dwelling needs of these households do not change over the Local Plan period, the overall impact on type/size of dwellings can be determined.
- 7.7 This is further explained by a worked example.
- In 2018, 66% of couples (1,132) with an HRP aged 25-34 lived in a two bedroom house and there was a total of 1,699 households in this age and HRP cohort. By 2037, the number of households in this cohort is expected to reduce to 1,070 and assuming that 23.1% live in a two bedroom house, the need will reduce to 713 two bedroom dwellings. There will be a net reduction in need by 419 from this particular cohort for two bedroom dwellings.
 - In contrast, the number of couples aged 60-84 is expected to increase from 12,300 in 2018 to 16,761 in 2037. In 2018, 14.7% (1,806) lived in two bedroom houses and this would increase to 2,461 in 2037. There would be a net increase need of 655 from this particular cohort for two bedroom dwellings.
- 7.8 Tables 7.2A and 7.2B present the baseline demographic data for the borough. This illustrates that the total number of households is expected to increase by around 11,640 over the period 2018-2037 using 2014-based DCLG household projections. Analysis however indicates an absolute decline in households where the HRP is aged under 60 (-905) and an increase in households where the HRP is aged 60 and over (12,547). Figure 7.1 illustrates how the number of households by HRP age is expected to change over the Local Plan period 2018-2037. This demonstrates a dramatic increase in the number of households with an HRP aged 60 and over.

Figure 7.1 Change in HRP age groups 2018-2037

Source: DCLG 2014-based household projections

Table 7.2A Change in number of households by age group 2018-2037				
Age group	Household Type	Year		Change in households
		2018	2037	2018-2037
15-24	One Person	697	549	-148
	Couple only	273	168	-105
	HH with 1/2 children	1,806	2,033	227
	HH with 3 children	123	108	-15
	Other Multi-person	385	555	170
	Total	3,284	3,413	129
25-34	One Person	2,025	1,243	-782
	Couple only	1,699	1,070	-629
	HH with 1/2 children	5,416	3,701	-1,715
	HH with 3 children	2,066	1,893	-173
	Other Multi-person	1,127	1,773	646
	Total	12,333	9,680	-2,653
35-44	One Person	3,571	4,897	1,326
	Couple only	1,336	1,249	-87
	HH with 1/2 children	7,375	5,944	-1,431
	HH with 3 children	3,494	4,405	911
	Other Multi-person	852	816	-36
	Total	16,628	17,311	683
45-59	One Person	6,940	8,074	1,134
	Couple only	4,604	2,736	-1,868
	HH with 1/2 children	8,460	9,676	1,216
	HH with 3 children	1,329	1,507	178
	Other Multi-person	6,668	6,944	276
	Total	28,001	28,937	936
60-84	One Person	13,224	15,378	2,154
	Couple only	12,300	16,761	4,461
	HH with 1/2 children	773	950	177
	HH with 3 children	48	35	-13
	Other Multi-person	4,678	6,250	1,572
	Total	31,023	39,374	8,351
85+	One Person	2,391	5,099	2,708
	Couple only	469	1,058	589
	HH with 1/2 children	19	21	2
	HH with 3 children	0	0	0
	Other Multi-person	422	1,319	897
	Total	3,301	7,497	4,196

Continued overleaf/...

Table 7.2B Change in number of households 2018-2037

Age group	Household Type	Year		Change in households 2018-2037
		2018	2037	
ALL	One Person	28,848	35,237	6,389
	Couple only	20,682	23,042	2,360
	HH with 1/2 children	23,850	22,325	-1,525
	HH with 3 children	7,060	7,948	888
	Other Multi-person	14,131	17,657	3,526
	Total	94,571	106,209	11,638

Source: DCLG 2014-based household projections (subject to rounding)

7.9 Table 7.3 summarises the change in the number of households by age group and household type over the plan period 2018-37 based on ONS 2014-based household projections.

Table 7.3 Change in number of households by age group 2018-2037

Year and Household Type	Household Reference Person Age Group						
2018	15_24	25_34	35_44	45_59	60_84	85+	Total
One Person	697	2,025	3,571	6,940	13,224	2,391	28,848
Couple only	273	1,699	1,336	4,604	12,300	469	20,681
HH with 1/2 Children	1,806	5,416	7,375	8,460	773	19	23,849
HH with 3 Children	123	2,066	3,494	1,329	48	0	7,060
Other Multi-person	385	1,127	852	6,668	4,678	422	14,132
Total	3,284	12,333	16,628	28,001	31,023	3,301	94,570
2037	15_24	25_34	35_44	45_59	60_84	85+	Total
One Person	549	1,243	4,897	8,074	15,378	5,099	35,240
Couple only	168	1,070	1,249	2,736	16,761	1,058	23,042
HH with 1/2 Children	2,033	3,701	5,944	9,676	950	21	22,325
HH with 3 Children	108	1,893	4,405	1,507	35	0	7,948
Other Multi-person	555	1,773	816	6,944	6,250	1,319	17,657
Total	3,413	9,680	17,311	28,937	39,374	7,497	106,212
Change 2018-37	15_24	25_34	35_44	45_59	60_84	85+	Total
One Person	-148	-782	1,326	1,134	2,154	2,708	6,392
Couple only	-105	-629	-87	-1,868	4,461	589	2,361
HH with 1/2 Children	227	-1,715	-1,431	1,216	177	2	-1,524
HH with 3 Children	-15	-173	911	178	-13	0	888
Other Multi-person	170	646	-36	276	1,572	897	3,525
Total	129	-2,653	683	936	8,351	4,196	11,642

Source: 2014-based ONS Household Projections

Demographic baseline scenario

- 7.10 Under the demographic baseline, the relationship between HRP/household type and dwelling type/size remains constant over the Local Plan period. The impact of this on overall dwelling type/mix is shown in Table 7.4. Analysis indicates that highest level of need will be for 3-bedroom (40.6%) and 2-bedroom (31.9%) dwellings followed by one-bedroom (17.2%) and 4+ bedroom (10.3%) dwellings. Regarding dwelling type, analysis suggests a broad split of 61.9% houses, 16.2% flats, 21.1% bungalows (or level-access accommodation) and 0.8% other types.

Table 7.4 Impact of Change in households by age group on dwellings occupied: baseline demographic

Dwelling type/size	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1 Bedroom House	0	0	0	11	17	0	28	0.2
2 Bedroom House	46	-1,256	171	254	1,693	898	1,807	15.5
3 Bedroom House	43	-676	244	334	3,224	1,008	4,178	35.9
4 or more Bedroom House	26	-193	191	165	911	97	1,197	10.3
1 Bedroom Flat	9	-186	20	72	725	819	1,460	12.5
2 Bedroom Flat	5	-321	39	30	408	242	404	3.5
3+ Bedroom Flat	0	0	6	0	18	0	24	0.2
1 Bedroom Bungalow	0	0	2	12	231	254	498	4.3
2 Bedroom Bungalow	0	0	5	35	687	754	1,481	12.7
3+ Bedroom Bungalow	0	-22	4	16	358	123	480	4.1
1 Bedroom Other	0	0	0	0	20	0	20	0.2
2 Bedroom Other	0	0	0	4	17	0	21	0.2
3+ Bedroom Other	0	0	0	0	42	0	42	0.4
Total	129	-2,653	683	934	8,351	4,196	11,640	100.0
No. of Bedrooms	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1	9	-186	22	96	993	1,073	2,007	17.2
2	51	-1,577	215	324	2,804	1,895	3,713	31.9
3	43	-698	255	350	3,642	1,132	4,724	40.6
4 or more	26	-193	191	165	911	97	1,197	10.3
Total	129	-2,653	683	934	8,351	4,196	11,640	100

Note totals by age group may vary slightly due to rounding errors

Source: ONS 2014-based household projections and 2018 Household Survey

Aspiration scenario

- 7.11 Under the aspiration scenario, the relationship between HRP/household type and dwelling type/size is based on the aspirations of households who are intending to move in the next 5 years. The profile of dwellings is applied to changes in

HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table 7.5. Analysis indicates that the highest level of need is for 3-bedroom (42.5%) and 2-bedroom (27.4%) dwellings followed by four or more bedroom dwellings (20.3%) and one bedroom (9.8%) dwellings. Regarding dwelling type, analysis suggests a marked shift towards bungalow/level access accommodation, with broad split of 50.4% houses, 38.8% bungalows (or level-access accommodation), 5.7% flats and with a marked increase in other property types (5.1% which is principally older persons specialist accommodation).

Table 7.5 Impact of Change in households by age group on dwellings occupied: aspirations

Dwelling type/size	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1 Bedroom House	0	0	0	0	175	0	175	1.5
2 Bedroom House	15	-1,767	0	124	768	1,083	224	1.9
3 Bedroom House	71	-886	468	211	2,455	785	3,103	26.7
4 or more Bedroom House	0	0	215	460	1,503	185	2,363	20.3
1 Bedroom Flat	15	0	0	27	0	67	109	0.9
2 Bedroom Flat	0	0	0	64	225	264	553	4.8
3+ Bedroom Flat	0	0	0	0	0	0	0	0.0
1 Bedroom Bungalow	7	0	0	0	454	230	691	5.9
2 Bedroom Bungalow	21	0	0	0	1,350	684	2,055	17.7
3+ Bedroom Bungalow	0	0	0	34	1,010	726	1,770	15.2
1 Bedroom Other	0	0	0	0	109	55	163	1.4
2 Bedroom Other	0	0	0	17	225	113	356	3.1
3+ Bedroom Other	0	0	0	0	75	0	75	0.6
Total	129	-2,653	683	936	8,351	4,192	11,638	100.0
No. of Bedrooms	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1	22	0	0	27	738	352	1,139	9.8
2	36	-1,767	0	205	2,569	2,145	3,188	27.4
3	71	-886	468	244	3,541	1,511	4,948	42.5
4 or more	0	0	215	460	1,503	185	2,363	20.3
Total	129	-2,653	683	936	8,351	4,192	11,638	100

Expect scenario

- 7.12 Under the expect scenario, the relationship between HRP/household type and dwelling type/size is based on what households would expect to move to if they are intending to move in the next 5 years. The profile of dwellings is applied to changes in HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table 7.6. Analysis indicates a continued focus on the need for 3-bedroom (47.6%) and 2-bedroom (28.2%) dwellings, followed by 4 or more bedroom (15.2%) and 1-bedroom (8.9%). Regarding dwelling type, analysis continues to suggest a marked shift towards bungalow/level access accommodation, with broad split of

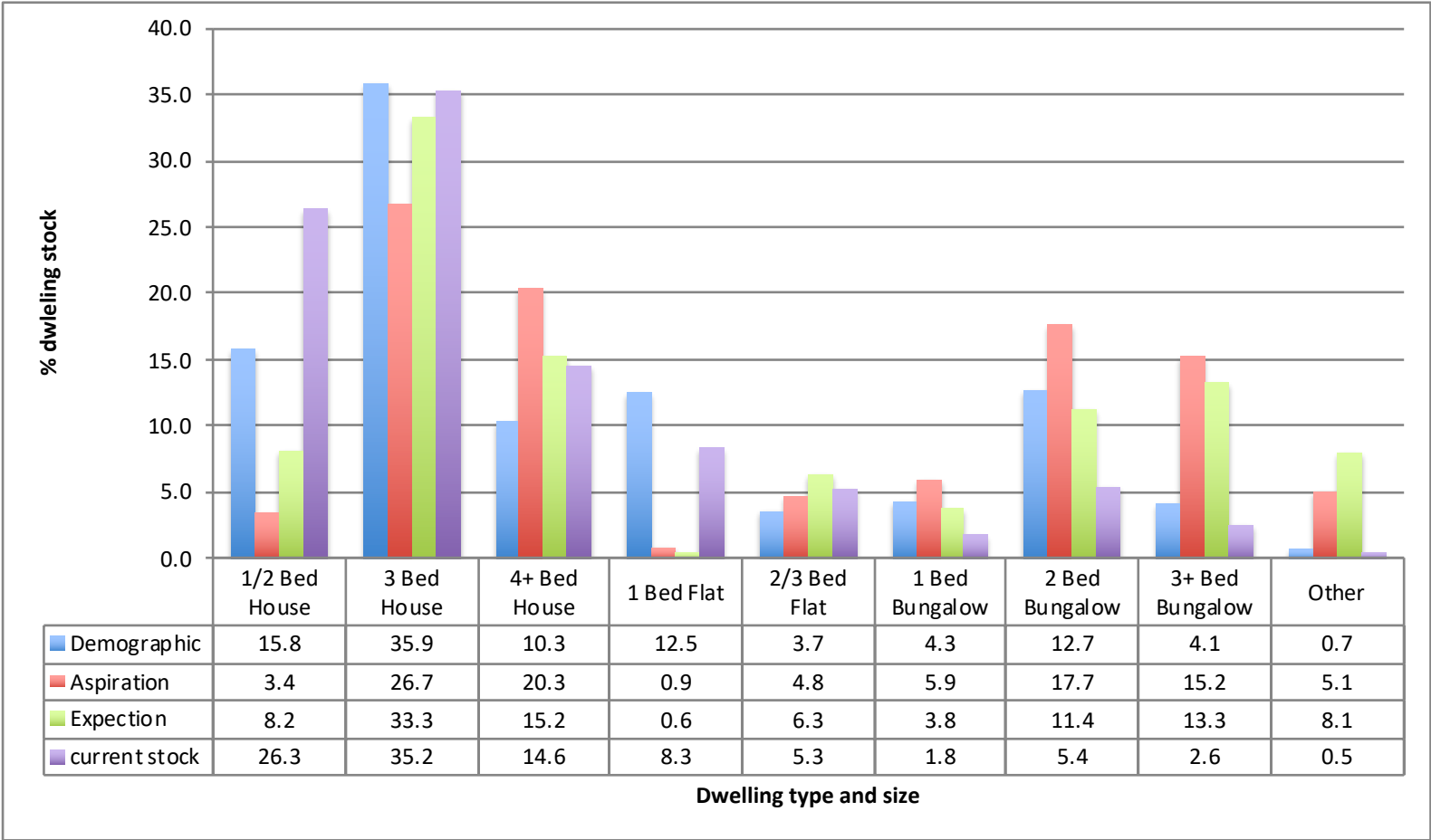
56.7% houses, 28.4% bungalows (or level-access accommodation), 6.8% flats and 8.1% other property types (principally older persons specialist accommodation).

Table 7.6 Impact of Change in households by age group on dwellings occupied: expect

Dwelling type/size	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1 Bedroom House	0	0	0	0	100	0	100	0.9
2 Bedroom House	113	-1,881	200	34	1,261	1,125	851	7.3
3 Bedroom House	0	0	371	347	2,522	638	3,878	33.3
4 or more Bedroom House	0	0	112	382	1,052	227	1,773	15.2
1 Bedroom Flat	0	-772	0	31	551	256	66	0.6
2 Bedroom Flat	0	0	0	83	518	105	706	6.1
3+ Bed Flat	0	0	0	0	0	25	25	0.2
1 Bedroom Bungalow	4	0	0	9	267	165	445	3.8
2 Bedroom Bungalow	12	0	0	27	794	490	1,322	11.4
3+ Bedroom Bungalow	0	0	0	22	952	571	1,545	13.3
1 Bedroom Other	0	0	0	0	0	428	428	3.7
2 Bedroom Other	0	0	0	0	242	168	410	3.5
3+ Bedroom Other	0	0	0	0	100	0	100	0.9
Total	129	-2,653	683	935	8,359	4,196	11,649	100.0
No. of Bedrooms	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1	4	-772	0	40	918	849	1,039	8.9
2	125	-1,881	200	144	2,815	1,887	3,289	28.2
3	0	0	371	370	3,574	1,234	5,548	47.6
4 or more	0	0	112	382	1,052	227	1,773	15.2
Total	129	-2,653	683	935	8,359	4,196	11,649	100

7.13 Figure 7.2 provides a further illustration of the variance between current stock and the alternative dwelling mix scenarios. Under the baseline demographic scenario, delivery of three and four or more bedroom houses and an increasing proportion of bungalows is identified. However, under aspiration and expectation scenarios, there is a marked shift towards smaller flats and bungalows.

Figure 7.2 Summary of dwelling types under baseline demographic and aspiration/expectation scenarios



Source: 2018 Household Survey

Summary of scenarios

- 7.14 Table 7.7 summarises the outcome of the dwelling type/mix scenario analysis. The key message is by taking into account what people aspire to and what they expect to move to, there is a marked shift towards a need for smaller dwellings and a reduced emphasis of houses in favour of flats and bungalows/level access accommodation. Of particular note is the marked increase in need for other property types, principally older persons' specialist housing, under both the aspiration and expectation scenarios.

Table 7.7 Summary of dwelling type/mix scenarios			
Dwelling type/size	Scenario		
	Demographic baseline (%)	Aspiration (%)	Expectation (%)
1/2 Bedroom House	15.7	3.4	8.2
3 Bedroom House	35.9	26.7	33.3
4+ Bedroom House	10.3	20.3	15.2
1 Bedroom Flat	12.5	0.9	0.6
2/3 Bedroom Flat	3.7	4.8	6.3
1 Bedroom Bungalow	4.3	5.9	3.8
2 Bedroom Bungalow	12.7	17.7	11.4
3+ Bedroom Bungalow	4.1	15.2	13.3
Other	0.8	5.1	8.1
TOTAL	100.0	100.0	100.0
Dwelling type	Demographic baseline (%)	Aspiration (%)	Expectation (%)
House	61.9	50.4	56.7
Flat	16.2	5.7	6.8
Bungalow	21.1	38.8	28.4
Other	0.7	5.1	8.1
TOTAL	100.0	100.0	100.0
Number of bedrooms	Demographic baseline (%)	Aspiration (%)	Expectation (%)
1	17.2	9.8	8.9
2	31.9	27.4	28.2
3	40.6	42.5	47.6
4	10.3	20.3	15.2
TOTAL	100.0	100.0	100.0

Overall dwelling mix by tenure

- 7.15 Finally, Table 7.8 summarises dwelling type/size mix based on the baseline demographic scenario. Note that the only major difference under the aspiration and expectation scenario is a higher proportion of larger dwellings. This assumes the council's annual dwelling target of 716 dwellings, an affordable housing target of around 30% and factors in the dwelling type/size analysis carried out as part of the affordable housing need calculation.

Table 7.8 Overall dwelling type/size and tenure mix under baseline demographic scenario

Dwelling type/size	Tenure		
	Market (70%)	Affordable (30%)	Total
1/2 Bedroom House	67	46	113
3 Bedroom House	202	55	257
4+ Bedroom House	63	10	74
1 Bedroom Flat	64	26	90
2/3 Bedroom Flat	-17	43	26
1-2 Bedroom Bungalow	102	20	122
3+ Bedroom Bungalow	27	2	30
Other	5	0	5
TOTAL	513	203	716
Dwelling type	Market (70%)	Affordable (30%)	Total
House	332	112	443
Flat	47	69	116
Bungalow	129	22	151
Other	5	0	5
Total	513	203	716
Number of bedrooms	Market (70%)	Affordable (30%)	Total
1	90	34	123
2	130	99	228
3	230	60	291
4	63	10	74
Total	513	203	716

Conclusions

- 7.16 The purpose of this chapter has been to explore the relationship between households and dwellings occupied to establish an indication of appropriate dwelling mix for Oldham over the Local Plan period.
- 7.17 Having established future household change and the implications this has for dwelling type, size and tenure mix, the council can make informed strategic decisions in the range of dwellings to be built over the plan period.

8. Conclusion: policy and strategic issues

- 8.1 This document has been prepared to equip the council and their partners with robust, defensible and transparent information to help inform strategic decision-making and the formulation of appropriate housing and planning policies. The work also takes account of existing and emerging government policy and guidance.
- 8.2 The Oldham Borough Local Housing Needs Assessment 2019 will help the council plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. It complements the wider Greater Manchester SHMA and identifies the size, type and tenure of housing required by considering current market demand relative to supply; and also identifies a continued affordable housing imbalance across the borough.
- 8.3 This concluding chapter summarises key messages from the research findings, structured around a commentary on the current and future housing markets and key local strategic issues.

Dwelling type and mix

- 8.4 The LHNA assumes a total of 716 dwellings to be built each year based on MHCLG's standard methodology. The relationship between household change and dwelling type/size and tenure requirements have been fully explored. Evidence will help the council deliver an appropriate range of dwelling stock for residents over the plan period. Analysis concludes there is a particular need for three and four or more bedroom houses and an increasing proportion of bungalows is identified. However, under aspiration and expectation scenarios, there is a marked shift towards smaller flats and bungalows. There is also a marked increase in the need for older persons' specialist accommodation.
- 8.5 Analysis of affordable housing need indicates an ongoing need for a range of affordable housing, with a broad range of requirements: 16.7% one-bedroom, 48.7% two-bedroom, 29.6% three-bedroom and 5% four or more bedroom dwellings. An appropriate affordable tenure split for the borough is 50% rented and 50% intermediate tenure split.

Meeting the needs of older people and those with disabilities

- 8.6 There is evidence to support a programme of accommodation delivery to help meet the needs of older people and those with disabilities. Although the vast majority of older people want to remain in their own home with support when needed, there is a need to diversify options available to older people wanting to move to more appropriate accommodation. Currently there are around 4,700 units of specialist older person accommodation including around 1,640 units of residential care (C2) dwellings. Analysis of demographic change would suggest a need for an additional 1,604 units of specialist (C3) units and 855 additional units of residential (C2) units to 2037.

- 8.7 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.
- 8.8 A wealth of information has been assembled from various sources which helps to scope out the likely level of disability across the borough's population. Although it is a challenge to quantify the precise accommodation and support requirements, the LHNA has helped to scope out where needs are arising.
- 8.9 In line with the GMSF, all new dwellings must be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable. It is also recommended that 4% of new dwellings are built to M4(3) wheelchair accessible standard.
- 8.10 These recommendations also assume that there will be ongoing adaptation of existing dwellings to support those with additional needs.

Final comments

- 8.11 The evidence presented in this LHNA suggests that there are three main policy areas that require particular attention from both a planning policy and social policy perspective:
- the challenge of enabling the quantity and mix of housing that needs to be delivered;
 - the challenge of ensuring that the housing and support needs of older people are met going forward; and
 - ensuring that new development takes account of the particular needs across housing market areas within the borough.

Introduction to Technical Appendices

- Technical Appendix A: Research methodology
- Technical Appendix B: Policy review
- Technical Appendix C: Housing need

Technical Appendix A: Research methodology

Overall approach

- A.1 A multi-method approach was adopted in order to prepare a robust and credible Local Housing Needs Assessment for Oldham borough:
- A survey of households across the borough. 17,300 households were contacted and invited to complete a questionnaire and 2,080 questionnaires were returned and used in data analysis. This represents a 12% response rate overall resulting in a borough-level sample error of +/-2.12%;
 - An online survey of key stakeholders including representatives from neighbouring local authorities, housing associations, voluntary groups and some independent representatives;
 - Interviews with estate and letting agents operating within the borough; and
 - A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and CLG Statistics.

Baseline dwelling stock information and Household Survey sample errors

- A.2 Table A1 summarises total dwelling stock and the number of households contacted by district, achieved responses and sample errors.

District	Total Households (Council Tax)	Mail out	Achieved Response	Sampling Error	Achieved Response Rate	
					Rate (%)	Census or Sample
Chadderton	13,833	2471	292	5.67%	11.8	Sample
Failsworth and Hollinwood	13,998	2471	267	5.94%	10.8	Sample
Royton	9,421	2471	355	5.10%	14.4	Sample
Saddleworth and Lees	13,656	2471	455	4.52%	18.4	Sample
Shaw and Crompton	9,526	2471	338	5.24%	13.7	Sample
East Oldham	19,528	2471	214	6.66%	8.7	Sample
West Oldham	12,929	2471	159	7.72%	6.4	Sample
Total	92,891	17,302	2,080	2.12%	12.0	Sample

Source: Council Tax Data 2017

Sample error is based on the 95% confidence interval which is the industry standard to establish result accuracy.

Weighting and grossing

- A.3 In order to proceed with data analysis, it is critical that survey data is weighted to take into account response and non-response bias and grossed up to reflect the total number of households. Weighting for each survey area was based on:
- **Tenure** (the proportion of affordable (social rented and intermediate tenure) and open market dwellings based on 2011 Census data);
 - **Age of Household Reference Person** based on the proportions of HRPs aged under 65 and 65 or over living in affordable and open market provision derived from the 2011 Census; and
 - **Council Tax occupied dwellings** based on the number of occupied dwellings and used as a grossing factor in the weighting to ensure that there is a suitable uplift on the Census 2011 data.
- A.4 Ultimately, the survey element of the assessment is sufficiently statistically robust to undertake detailed analysis and underpin core outputs of the study down to the survey areas presented in Table A1. Furthermore, the survey findings are enhanced and corroborated through analysis of secondary data and stakeholder consultation.

Technical Appendix B: Policy review

- B.1 The purpose of this appendix is to set out the national policy agenda of relevance to this Local Housing Needs Assessment.

Introduction

- B.2 Under the Conservative and Liberal Democrat Coalition Government, the period 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy. This was set within the context of national austerity and an economic policy of deficit reduction and public spending cuts following a period of recession and financial turbulence. The reforms championed localism, decentralisation and economic growth.
- B.3 This agenda continued to be pursued under the leadership of David Cameron following the election of a majority Conservative Government in May 2015. Further welfare reforms were accompanied by policies seeking to increase the rate of housebuilding and promoting home ownership as the tenure of choice. The Housing and Planning Act 2016 was intended to provide the legislative basis for a number of Conservative Manifesto commitments, including the flagship Starter Homes scheme. The Act also made provisions for other aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.
- B.4 The European Union Referendum of June 2016 resulted in significant changes in the political climate at a number of levels. Changes in government leadership – with the appointment of Theresa May as Prime Minister – quickly led to discussions regarding the direction of housing and planning policy. Alongside significant delays (and in some cases abandonment) in the implementation of secondary legislation relating to aspects of the Housing and Planning Act 2016; conference speeches, ministerial statements and the Housing White Paper (February 2017) indicated a change in attitude towards housing policy. The 2016-17 Administration signalled a broader ‘multi-tenure’ housing strategy, including support for a range of tenures in addition to home ownership. The Neighbourhood Planning Act 2017 was passed with the intention of strengthening neighbourhood planning by ensuring that decision-makers take account of well-advanced neighbourhood development plans and giving these plans full legal weight at an earlier stage.
- B.5 The snap General Election of June 2017 created a new wave of political change and uncertainty, although the overall government leadership remains under Conservative control and ministers are keen to keep housing as a key domestic policy priority.

2010-2015 (Coalition Government)

- B.6 Following the Coalition Agreement of May 2010, the Localism Act 2011 was passed with the express intention of devolving power from central government towards local people. The Localism Act set out a series of measures to seek a substantial and lasting shift of powers including:

- new freedoms and flexibilities for local government, including directly elected mayors and empowering cities and other local areas;
 - new rights and powers for communities and individuals;
 - reform to make the planning system more democratic and more effective, including the abolition of regional spatial strategies (RSS), the introduction of the 'Duty to Cooperate', neighbourhood planning, Community 'Right to Build', reforming the community infrastructure levy and reforming the Local Plan process; and
 - reform to ensure that decisions about housing are taken locally.
- B.7 In terms of housing reform, the Localism Act enabled more decisions about housing to be made at the local level. Local authorities were granted greater freedom to set their own policies about who can qualify to go on the waiting list in their area. In addition, the Act allowed for more flexible tenure arrangements for people entering social housing, with social landlords able to grant tenancies for a fixed length of term rather than lifetime tenancies for all. In respect to homelessness, the Act allowed local authorities to meet their homelessness duty by providing private rented accommodation, rather than in temporary accommodation until long-term social housing becomes available. The Act also reformed social housing funding, allowing local councils to keep the rent they collect and use it locally to maintain their housing stock.
- B.8 The **National Housing Strategy for England, *Laying the Foundations: A Housing Strategy for England***, was published in November 2011 under the Coalition Administration and it currently remains in place. The Strategy acknowledged some of the problems within the housing market and set out the policy response. The measures set out promote home ownership, including a new-build mortgage indemnity scheme (providing up to 95% loan-to-value mortgages guaranteed by government) and a 'FirstBuy' 20% equity loan scheme for first-time buyers.
- B.9 The National Housing Strategy acknowledges the importance of social housing and the need for more affordable housing. However, the document reaffirms the programme of reforming this sector, including *'changes to the way people access social housing, the types of tenancies that are provided and the way the homelessness duty is discharged'*. The private rented sector is considered to play *'an essential role in the housing market, offering flexibility and choice to people and supporting economic growth and access to jobs'*. The document sets out an intention to support the growth of the private rented sector through innovation and investment, to meet continuing demand for rental properties.
- B.10 The National Housing Strategy set out the objectives of preventing homelessness, protecting the most vulnerable and providing for older people's housing needs. However, it also confirmed a radical package of welfare reforms, including a reduction in Housing Benefit, changes to the Local Housing Allowance (Housing Benefit in the private sector) and the introduction of 'Universal Credit' to replace other means-tested working age benefits and tax credits.
- B.11 The **National Planning Policy Framework (NPPF)** was published in March 2012. It sets out the government's planning policies for England and how these are expected to be

applied. The NPPF formed a key part of the Coalition Government's planning system reforms, simplifying national guidance (previously contained in multiple Planning Policy Statements and Planning Policy Guidance) and reducing the quantity of policy pages. Fundamentally, it must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions. The document states that *'at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.'*

- B.12 The NPPF sets out 12 core planning principles to underpin both plan-making and decision-taking. It also establishes 13 aspects to achieving sustainable development, which include delivering a wide choice of high quality homes (#6) and promoting healthy communities (#8). The Framework also sets out the accepted definitions of affordable housing covering social rented housing, affordable rented housing and intermediate housing.
- B.13 **National Planning Practice Guidance** (PPG) on a range of specific topics has been made available through an online system since March 2014 . PPG topics include Duty to Cooperate, Housing and Economic Development Needs Assessments, Housing and Economic Land Availability Assessment, Housing - Optional Technical Standards, Local Plans, Neighbourhood Planning, Rural Housing and Starter Homes.
- B.14 Revisions to both NPPF and NPPG were published for consultation in March 2018 (see below).

2015-2016 (Conservative Government under David Cameron)

- B.15 Following the election of a majority Conservative Government in May 2015 under David Cameron, the government's **Summer Budget 2015** was presented to Parliament by the then-Chancellor George Osborne. The Budget set out widespread reforms to the welfare system, including a four-year freeze on working-age benefits; a reduction in the household benefit cap; restrictions on Child Tax Credit; training requirements for those on Universal Credit aged 18 to 21; the removal of automatic entitlement to Housing Benefit for those on Universal Credit aged 18 to 21; and the removal of the Family Premium element of Housing Benefit for new claims from April 2016. Alongside these welfare cuts, it was announced that rents for social housing will be reduced by 1% per year for four years, while tenants on incomes of over £30,000, or £40,000 in London, will be required to pay market rate (or near market rate) rents. A review of 'lifetime tenancies' was confirmed, with a view to limiting their use to ensure the best use of social housing stock. Support for home ownership measures was reiterated with measures such as the extension of the Right to Buy to housing association tenants and the introduction of Help to Buy ISAs.
- B.16 Alongside the Summer Budget 2015 the government published a '**Productivity Plan**', ***Fixing the foundations: Creating a more prosperous nation*** (10th July 2015). This sets out a 15-point plan that the government will put into action to boost the UK's productivity growth, centred around two key pillars: encouraging long-term investment and promoting a dynamic economy. Of particular relevance to housing was the topic regarding 'planning freedoms and more houses to buy'. This set out a number of proposals in order to increase the rate of housebuilding and enable more

people to own their own home, including a zonal system to give automatic planning permission on suitable brownfield sites; speeding up local plans and land release, stronger compulsory purchase powers and devolution of planning powers to the Mayors of London and Manchester, extending the Right to Buy to housing association tenants, delivering 200,000 Starter Homes and restricting tax relief to landlords.

B.17 The Spending Review and Autumn Statement 2015 (November 2015) continued the policy themes of the Summer Budget. This included:

- Plans to extend the 'Local Housing Allowance' to social landlords so that the Housing Benefit paid to tenants living in housing association properties will be capped at the LHA rate;
- A new 'Help to Buy Shared Ownership' scheme, removing restrictions on who can buy shared ownership properties to anyone with a household income of less than £80,000 outside London and £90,000 in London;
- 'London Help to Buy' – an equity loan scheme giving buyers 40% of the new home value (as opposed to 20% under the Help to Buy scheme);
- 200,000 'Starter Homes' to be built over the following five years;
- From 1st April 2016 an extra 3% in stamp duty to be levied on people purchasing additional properties such as buy-to-let properties or second homes;
- Right to Buy extension to housing association tenants;
- £400 million for housing associations and the private sector to build more than 8,000 new 'specialist' homes for older people and people with disabilities;
- Consulting on reforms to the New Homes Bonus, with a preferred option for savings of at least £800 million which can be used for social care; and
- A commitment to extra funding for targeted homelessness intervention.

B.18 In December 2015, DCLG published a **Consultation on proposed changes to National Planning Policy**, which was open for consultation until February 2016. This consultation sought views on some specific changes to NPPF in terms of the following:

- broadening the definition of affordable housing, to expand the range of low cost housing opportunities for those aspiring to own their new home;
- increasing residential density around commuter hubs, to make more efficient use of land in suitable locations;
- supporting sustainable new settlements, development on brownfield land and small sites, and delivery of housing allocated in plans; and
- supporting the delivery of Starter Homes.

B.19 The March 2018 publication of a Draft Revised NPPF is set out below.

B.20 The 2015-16 Parliament saw several Acts passed with special relevance to housing and planning, implementing some of the policies set out in the preceding Budgets:

- The Cities and Local Government Devolution Act 2016 makes provision for the election of mayors for the areas of combined authorities established under Part 6 of the Local Democracy, Economic Development and Construction Act 2009. It

makes provision about local authority governance and functions; to confer power to establish, and to make provision about, sub-national transport bodies; and for connected purposes. This Act is central to the government's devolution plans for England, facilitating its vision of a 'Northern Powerhouse'.

- The Welfare Reform and Work Act 2016 makes provisions relating to a range of welfare benefits and employment schemes, including the benefit cap, social security and Tax Credits, loans for mortgage interest, social housing rents and apprenticeships. Secondary legislation (Social Housing Rents Regulations, March 2016) sets out that the 1% cut to social housing rents will not apply to households with an income of £60,000 or more.
- The Housing and Planning Act 2016 sets out the legislative framework for the Starter Homes scheme and includes provisions relating to other important aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.

B.21 The **Budget 2016 (March 2016)** continued the policy emphasis of promoting home ownership and facilitating first-time buyers to enter the market. A new 'Lifetime ISA' was announced, extending the principle of the Help to Buy ISA by incentivising saving for under-40s. Of relevance to the private rented sector were stamp duty increases for institutional investors and the withholding of capital gains reductions from companies investing in residential property. In seeking to deliver more homes for ownership, announcements were made of further planning reforms; releasing public land for development; and a £1.2 billion Starter Homes Fund for brownfield remediation. The anticipated 'duty to prevent' homelessness was not announced, but instead the Chancellor committed £115 million to preventing and reducing rough sleeping.

B.22 A **Technical consultation on Starter Homes regulations** (March 2016) sought views on the framework to be established in the forthcoming regulations, including the restrictions that should be placed on Starter Homes, how age eligibility criteria should work, what threshold (size of site/development) should apply, what the percentage requirement should be, whether exemptions should apply and whether off-site payments should be acceptable. The consultation document set out that, in terms of the period within which Starter Homes should not be sold at full market value, the DCLG does not support a period of longer than 8 years. The paper proposed that the requirement to provide 20% of dwellings as Starter Homes should apply to sites of 10 dwellings or more (or 0.5 hectares). However, secondary legislation relating to Starter Homes has still not been published.

Post EU-Referendum (Theresa May Administration)

B.23 The resignation of David Cameron following the European Union Referendum of June 2016 and subsequent appointment of Theresa May as Prime Minister led to a Cabinet reshuffle and a change in the policy climate within government. The **Autumn Statement (2016)** brought an important focus onto housing; provisions included:

- £1.4 billion of extra cash to build 40,000 affordable homes, with a relaxation of restrictions on grant funding;

- £2.3 billion Housing Infrastructure Fund to pave the way for up to 100,000 new homes to be built in areas of high demand;
 - £3.15 billion of the Affordable Homes Programme will be given to London to deliver 90,000 homes;
 - New regional pilots of the Right to Buy extension, allowing more than 3,000 tenants to buy their properties;
 - £1.7 billion to pilot 'accelerated construction' on public sector land;
 - Letting agents in the private rented sector to be banned from charging fees; and
 - Confirmation that compulsory Pay to Stay will not be implemented for councils.
- B.24 The Autumn Statement indicated a clear shift in housing policy, away from an exclusive focus on homeownership and towards boosting overall housing supply. A removal of grant-funding restrictions will allow housing associations to increase the delivery of sub-market rented housing, including affordable rented, shared ownership and rent-to-buy homes.
- B.25 Many of the 'flagship' housing policies of the Cameron Administration have their legislative basis in the provisions of the Housing and Planning Act 2016, but require further secondary legislation. Their implementation has been subject to ongoing delay and seem increasingly unlikely to be carried forward in practice as originally envisaged. These schemes include the Voluntary Right to Buy, the higher asset levy (intended to fund the building of new homes) and Pay to Stay (no longer compulsory for councils).
- B.26 The **Housing White Paper, *Fixing our broken housing market***, was published in February 2017. The White Paper proposed a number of changes to reshape the approach to housebuilding and increase housing supply. These changes centred around the following four areas:
- Planning for the right homes in the right places, by making it simpler for local authorities to put Local Plans in place and keep them up-to-date, ensuring sufficient land is allocated to meet housing needs and building upon neighbourhood planning to ensure communities have control over development in their area. The White Paper aims to make more land available for homes by maximising the contribution from brownfield and surplus public land, regenerating estates, releasing more small and medium sized sites, allowing rural communities to grow and making it easier to build new settlements. It reaffirms that the existing protections for the Green Belt remain unchanged and emphasises that authorities should only make exceptional amendments to Green Belt boundaries.
 - Building homes faster, by increasing certainty around housing numbers, aligning new infrastructure with housing, supporting developers to build more quickly and improving transparency. White Paper proposals include amending the NPPF to give local authorities the opportunity to have their housing land supply agreed on an annual basis and fixed for a one-year period, in order to create more certainty about when an adequate land supply exists. Authorities taking advantage of this would have to provide a 10% larger buffer on their five-year land supply. In addition, the White Paper suggests changing the NPPF to introduce a housing delivery test for local authorities. If delivery falls below specified thresholds extra

land would be added onto the five-year land supply as well as further thresholds which would allow the presumption in favour of sustainable development to apply automatically.

- Diversifying the market, by establishing a new Accelerated Construction Programme, supporting more Build to Rent developments, supporting housing associations to build more housing and boosting innovation. The White Paper proposes ensuring that the public sector plays its part by encouraging more building by councils and reforming the Homes and Communities Agency.
- Helping people through Help to Buy, Right to Buy, the Shared Ownership and Affordable Homes Programme (SOAHP), the new Lifetime ISA, amendments to Starter Homes requirements and the announcement of a new statutory duty on planning to meet the needs of older and disabled people.

B.27 In April 2017 some of the welfare reform provisions came into effect. This included Universal Credit claimants aged 18-21 no longer being able to claim benefits to support their housing costs unless they fit into at least one of 11 exemption categories. However, the government also announced that they were cancelling controversial plans to cap benefit for Supported Housing tenants at the LHA rates.

B.28 During the 2016-17 Parliament there were two Acts that gained Royal Assent that have particular relevance to emerging housing policy:

- The Neighbourhood Planning Act 2017 aims to speed up the delivery of new homes by strengthening neighbourhood planning, limiting the use of pre-commencement planning conditions, use of the planning register and the reform of compulsory purchase. During its passage through Parliament, the Bill was subject to various amendments, including changes to the Local Plan process to allow the Secretary of State to intervene and invite county councils to prepare or revise Local Plans where districts have not delivered and to allow the preparation of joint Local Plans where there are cross-boundary issues between two or more local authorities. This followed the recommendations of the Local Plans Expert Group (LPEG) report of March 2016. Some of the provisions of the Act require secondary legislation. A commencement order introduced in July 2017 under the Act requires post-examination neighbourhood plans to be treated as 'material considerations' in the determination of planning applications.
- The Homelessness Reduction Act 2017 requires councils to seek to prevent homelessness by starting work with households threatened with homelessness 56 days in advance of the date on which they are expected to become homeless (28 days earlier than under the previous legislation). It also requires the provision of advisory services to specified groups including (but not limited to) people leaving prison, young people leaving care, people leaving armed forces, people leaving hospital, people with a learning disability and people receiving mental health services in the community. The Act sets out that councils must assess and develop a personalised plan during the initial presentation to the service. In addition, they must help prevent an applicant from becoming homeless and take reasonable steps to help those who are eligible for assistance to secure accommodation for at least six months (during a 56 day period before a homeless decision can be made).

The Act dissolves the local connections rules apart from a duty to provide care leavers with accommodation (under the Children Act 1989) to the age of 21.

- B.29 Following the snap General Election in June 2017, Theresa May's Conservative Government formed an alliance with the DUP and the Cabinet was subject to another reshuffle.
- B.30 ***Planning for homes in the right places*** was published for consultation in September 2017, setting out the government's proposals for a standardised approach to assessing housing need. The overall rationale is that local authorities across England currently use inconsistent methods to assess housing requirements, leading to long debates over whether local plans include the correct housing targets. The proposed new standardised approach to assessing housing need therefore aims to have all local authorities use the same formula to calculate their housing requirement. The standardised approach would set a minimum figure but local authorities would be able to increase their target from this baseline, for example if they plan for employment growth and want to provide an uplift in housing provision to account for this. The consultation document proposes that the new housing need calculation method would be applied for assessing five-year housing land supply from 31st March 2018 onwards.
- B.31 The **Autumn Budget 2017** (November 2017) included a range of provisions focused on housing, although these were welcomed cautiously by some who would have preferred a greater emphasis on affordability. Provisions included:
- A commitment to be providing 300,000 new homes per year by the mid-2020s;
 - A total of £15.3 billion of new capital funding, guarantee and loan-based funding;
 - £1 billion of extra borrowing capacity for councils in high demand areas to build new affordable homes;
 - £1.5 billion of changes to Universal Credit, including scrapping the seven-day waiting period at the beginning of a claim, making a full month's advance available within five days of making a claim and allowing claimants on housing benefit to continue claiming for two weeks;
 - £125 million increase over two years in Targeted Affordability Funding for LHA claimants in the private sector who are struggling to pay their rents;
 - Stamp duty scrapped on the first £300,000 for first-time buyers (on properties worth up to £500,000);
 - New Housing First pilots announced for West Midlands, Manchester and Liverpool;
 - Power to councils to charge 100% Council Tax premium on empty properties;
 - Five new garden towns; and
 - A review to look at land banking, including considering compulsory purchase powers.
- B.32 In December 2017 the government announced new measures to crack down on bad practices, reduce overcrowding and improve standards in the private rented sector. The measures have been introduced under the provisions of the Housing and Planning Act 2016.

- B.33 The £5 billion Housing Infrastructure Fund is a government capital grant programme to help unlock new homes in areas with the greatest housing demand, assisting in reaching the target of building 300,000 homes a year by the mid-2020s. Funding is awarded to local authorities on a highly competitive basis. The fund is divided into 2 streams, a Marginal Viability Fund (available to all single and lower tier local authorities in England to provide a piece of infrastructure funding to get additional sites allocated or existing sites unblocked quickly with bids of up to £10 million) and a Forward Fund (available to the uppermost tier of local authorities in England for a small number of strategic and high-impact infrastructure projects with bids of up to £250 million). On 1st February 2018, the Minister for Housing, Communities and Local Government Sajid Javid and Chancellor Philip Hammond announced that 133 council-led projects across the country will receive £866 million investment in local housing projects, the first wave of funding from the £5 billion Housing Infrastructure Fund. The finances will support vital infrastructure such as roads, schools and bridges. On 18th February 2018, Housing Minister Dominic Raab announced a £45 million cash injection into 79 key community projects across 41 local authorities to councils to combat barriers that would otherwise make land unusable for development. This will support building up to 7,280 homes on council-owned land.
- B.34 On 5th March 2018 the Ministry of Housing, Communities and Local Government (MHCLG) published a **Draft Revised National Planning Policy Framework** (Draft Revised NPPF) for consultation. The document has been restructured, with 17 topic-based chapters which reflect the government's priorities and focus on delivering solutions to increase the supply of homes. At the heart of the Draft Revised NPPF is still the presumption in favour of sustainable development (paragraph 11) through the plan-led system and a strategic approach. This includes proposed changes to the tests of soundness (paragraph 36). The duty to cooperate is strengthened through the need for local authorities to prepare statements of common ground (paragraph 29), documenting cross-boundary issues to be addressed. The Draft Revised NPPF includes the requirement that 'strategic plans should be based upon a local housing need assessment, conducted using the standard method in national planning guidance – unless there are exceptional circumstances that justify an alternative approach which also reflects current and future demographic trends and market signals' (paragraph 61).
- B.35 In March 2018 the Ministry of Housing, Communities and Local Government (MHCLG) published a **Draft Revised National Planning Policy Framework** (Draft Revised NPPF) for consultation. Alongside this the Government also published **Draft Planning Practice Guidance** (Draft PPG) on the following topics: Viability, Housing Delivery, Local Housing Need Assessment, Neighbourhood Plans, Plan-making and Build to rent.
- B.36 **Draft PPG: Housing Delivery** requires that authorities demonstrate a five-year land supply of specific deliverable sites to meet their housing requirements. The five-year land supply should be reviewed each year in an annual position statement. Areas which have or are producing joint plans will have the option to monitor land supply and the Housing Delivery Test over the joint planning area or on a single-authority basis. Draft PPG sets out that where delivery is under 85% of the identified housing requirement, the buffer will be increased to 20% with immediate effect from the publication of Housing Delivery Test results.

- B.37 **Draft PPG: Local Housing Need Assessment** sets out the expectation that strategic plan-making authorities will follow the standard approach for assessing local housing need, unless there are exceptional circumstances that justify an alternative. This approach is set out in three steps: setting the baseline using household projections; an adjustment to take account of market signals (particularly affordability); and the application of a cap on the level of increase required. The draft guidance states that the need figure generated by the standard method should be considered as the 'minimum starting point' in establishing a need figure for the purposes of plan production.
- B.38 The **Revised National Planning Policy Framework (NPPF)** was published in July 2018 and updated in February 2019. It introduces a housing delivery test for local authorities, which will measure the number of homes created against local housing need. The Revised NPPF 2018/9 also introduces a new standardised method of calculating housing need; this approach uses the Government's household growth projections and applies an affordability ratio to the figures, comparing local house prices with workplace earnings to produce a need figure. The Government has said that it will consider adjusting the methodology in order to ensure it meets the target of delivering 300,000 new homes per year by the mid-2020s. The presumption in favour of sustainable development includes a requirement that strategic policies should, as a minimum, provide for objectively assessed needs for housing.
- B.39 **The Housing Delivery Test Measurement Rule Book** was also published in July 2018. This sets out the methodology for calculating the Housing Delivery Test (HDL) measurement. The HDL is the annual measurement of housing delivery performance, to commence in November 2018.

Technical Appendix C: Housing need calculations

Introduction

- C.1 The purpose of this section is to set out the affordable housing need calculations for Oldham borough. It considers the framework for analysis established in the 2019 PPG.
- C.2 All households whose needs are not met by the market can be considered (to be) in affordable housing need²⁴. PPG 2019 then considers how affordable housing need should be calculated:
- ‘Strategic policy-makers will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market. This should involve working with colleagues in their relevant authority (e.g. housing, health and social care departments).’²⁵*
- C.3 2018 Household Survey data and data on affordable housing lettings provides an appropriate source of data from which a robust assessment of need can be calculated.
- C.4 Housing needs analysis and affordable housing modelling has been prepared in accordance with PPG guidance at borough and district level. In summary, the model reviews in a step-wise process:
- Stage 1: Current housing need (gross backlog)
 - Stage 2: Newly-arising need
 - Stage 3: Likely future affordable housing supply
 - Stage 4: Total and annual need for affordable housing
- C.5 Table C1 provides an overall summary of needs analysis and Table C2 provides data at district level.

²⁴ Paragraph: 018 Reference ID: 2a-018-20190220

²⁵ Paragraph: 019 Reference ID: 2a-019-20190220

Table C1 CLG Needs Assessment Summary for Oldham Borough			
Step	Stage and Step description	Calculation	Oldham Borough Total
Stage 1: CURRENT NEED			
1.1	Total households in need	Current need	10,172
1.2	TOTAL in need and cannot afford open market (buying or renting) (71.5%)	Current need taking into account affordability of open market price and rents	7,271
Stage 2: FUTURE NEED			
2.1	New household formation (gross per year)	Based on national rate and aspiration	1,656
2.2	% of new households requiring affordable housing	% Based on actual affordability of households forming	69%
		Number	1,142
2.3	Existing households falling into need	Annual requirement	197
2.4	TOTAL newly-arising housing need (gross each year)	2.2 + 2.3	1,340
Stage 3: AFFORDABLE HOUSING SUPPLY			
3.1	Affordable dwellings occupied by households in need	(based on 1.1)	2,759
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	0
3.3	Committed supply of new affordable units	Estimated 5 years	106
3.4	Units to be taken out of management	None assumed	0
3.5	Total affordable housing stock available	3.1+3.2+3.3-3.4	2,865
3.6	Annual supply of social re-lets (net)	Annual Supply	1,577
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual Supply	0
3.8	Annual supply of affordable housing	3.6+3.7	1,577
Stage 4: ESTIMATE OF ANNUAL HOUSING NEED			
4.1	Total backlog need	1.1-3.5	4,406
4.2	Quota to reduce over Plan Period	Annual reduction	20%
4.3	Annual backlog reduction	Annual requirement	441
4.4	Newly-arising need	2.4	1,340
4.5	Total annual affordable need	4.3+4.4	1,780
4.6	Annual social rented capacity	3.8	1,577
4.7	NET ANNUAL SHORTFALL (4.5-4.6)	NET	203

Source: 2018 Household Survey; RP Core Lettings and Sales data

Data presented in the table may be subject to rounding errors



Oldham
Council

Oldham

Private Rented Market Report 2018



Private Rented Market in Oldham

Oldham MBC October 2018

Main Contact: Helen Brzozowski
Email: Helen.brzozowski@arc4.co.uk
Telephone: 07721 011276
Website: www.arc4.co.uk



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Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column 'total' due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house then we recommend the addition of a similarly worded statement being included as a note to each table used.

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Registered Address: arc4, 41 Clarendon Road, Sale Manchester M33 2DY

Email: contact@arc4.co.uk www.arc4.co.uk

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Directors - Helen Brzozowski – Michael Bullock

1. Introduction

- 1.1 The Government's Housing Strategy, published in November 2011¹, set out the Government's plans to boost housing supply. It recognised an increasingly important role for the private rented sector, both in meeting people's housing needs and in supporting economic growth by enabling people to move to take up jobs elsewhere and to respond to changing circumstances. In the most recent Housing White Paper 2017, the private rented sector continues to be an important sector and further growth is expected. The Council of Mortgage Lenders predicts that by 2020 only a quarter of 30-year olds will own their own home. In contrast, more than half the generation currently approaching retirement were homeowners by their 30th birthday.²
- 1.2 The private rented sector is growing; the 2011 Census, confirmed that the sector now totals 18.1%, an increase of 31.2% from 13.8% in 2001. Nationally, the private rented sector overtook the social-rented sector in size for the first-time in 2012-13. Increases nationally have been related to the removal of rent controls, the introduction of assured short-hold tenancies and the growth in buy-to-let. It is estimated to now represent 20% of all tenures³.
- 1.3 Increasing house prices pre-2007 and the struggling sales market when the down turn came are both factors that have underpinned the growth of the rental market for both 'active choice' renters and 'frustrated would be' homeowners. Tenure reform and less accessible social rented housing are also likely to be an increasing factor to the growth in the private rented sector and the sector clearly now plays a vital role in meeting housing needs as well as providing an alternative to homeownership.
- 1.4 Local authorities have an important role in ensuring that the private rented sector meets both these requirements. Balancing good quality supply with demand will help to stabilise rents and encouraging good quality management will improve the reputation of the sector and encourage longer term lets and lower turnover. However, this is a challenging task where existing partners need to be encouraged to participate and new partners and investors need to be identified.
- 1.5 This sector is also of growing interest to housing associations that are looking to diversify their business opportunities, to create 'revenue and 'profit' to support their core business and, for some, also as a way of extending the number of properties that are available within their social letting arm; prioritising properties with rent levels within Local Housing Allowance. For others, the private rented sector offers an alternative market for those properties that are becoming more difficult to let because of the so called 'bedroom tax'. However, it is not as straightforward as many believe and many early adopters in the private rented sector have now withdrawn as the financial returns have not been delivered, the management is quite different from that of a social housing provider and it can be difficult to enter such a buoyant market with many competitors. That said, it is a massively growing market and forecast to increase further.

¹ Laying The Foundations; A Housing Strategy for England, 2011

² Council of Mortgage Lenders (2015) The challenge facing first time buyers

³ A new deal for social housing, August 2018.

- 1.6 For towns like Oldham, the market rented sector already plays a significant role in providing accommodation and is likely becoming an increasingly important tenure for families and as a partner within the Greater Manchester Combined Authority, it is important that rented homes are well managed and safe, decent and affordable.
- 1.7 Oldham's private sector stock condition survey suggests local trends in private rental are in line with the significant national growth in private rental recorded since 2003. The private-rented sector has increased from 8,293 dwellings in 2010 to 15,185 dwellings in 2015 with private-rented dwellings now accounting for 20.3% of private sector housing compared to 11.2% in 2010⁴. The private-rented sector in Oldham remains concentrated in the pre-war housing stock but is also significant in the post-1981 purpose-built flat market. In the absence of significant private sector new build, the growth in private-rental has largely resulted from tenure change in the existing housing stock and within the pre-war terraced housing sector. It has been concentrated in the West and East Oldham Districts and in the Selective Licensing Areas.
- 1.8 One of the weaknesses for local authorities is the lack of good quality information about the activity and performance of different rental markets and therefore the potential yields available. This report provides an evidence base around the scale, growth and performance of the private rented sector in Oldham since 2015 (a three-year period). It utilises data from several secondary sources which are identified in the report. Zoopla data is used extensively in this report and only includes private rented property that has been advertised and/or managed through a letting agent.
- 1.9 The report validates the data through discussions with letting agents to identify what has been happening in the private rented market.

⁴ Private sector stock condition survey 2016

2. The size of the sector

- 2.1 The Census 2011 confirms (Table 2.1) that there were 12,174 (13.6%) households living in the private rented sector in Oldham; this is lower than the national figure of 18.1%. The highest percentage is in St Mary's (19.8%) and the lowest is in Royton North (7.4%).

	Owners	Aff hsg	PRS	Total	Owners %	Aff hsg %	PRS
Alexandra	1874	2052	863	4789	39.1	42.8	18.0
Chadderton Central	3225	620	487	4332	74.4	14.3	11.2
Chadderton North	3189	681	443	4313	73.9	15.8	10.3
Chadderton South	3161	936	616	4713	67.1	19.9	13.1
Coldhurst	1704	1992	582	4278	39.8	46.6	13.6
Crompton	3688	496	433	4617	79.9	10.7	9.4
Failsworth East	3295	634	586	4515	73.0	14.0	13.0
Failsworth West	2991	860	637	4488	66.6	19.2	14.2
Hollinwood	2028	1837	650	4515	44.9	40.7	14.4
Medlock Vale	2578	1167	795	4540	56.8	25.7	17.5
Royton North	3310	764	325	4399	75.2	17.4	7.4
Royton South	3584	601	514	4699	76.3	12.8	10.9
Saddleworth North	3330	276	462	4068	81.9	6.8	11.4
Saddleworth South	3489	314	552	4355	80.1	7.2	12.7
Saddleworth West and Lees	3744	365	655	4764	78.6	7.7	13.7
St James'	2837	1295	602	4734	59.9	27.4	12.7
St Mary's	2184	1309	865	4358	50.1	30.0	19.8
Shaw	3060	866	656	4582	66.8	18.9	14.3
Waterhead	2915	1246	816	4977	58.6	25.0	16.4
Werneth	2073	959	635	3667	56.5	26.2	17.3
Oldham	58259	19270	12174	89703	64.9	21.5	13.6

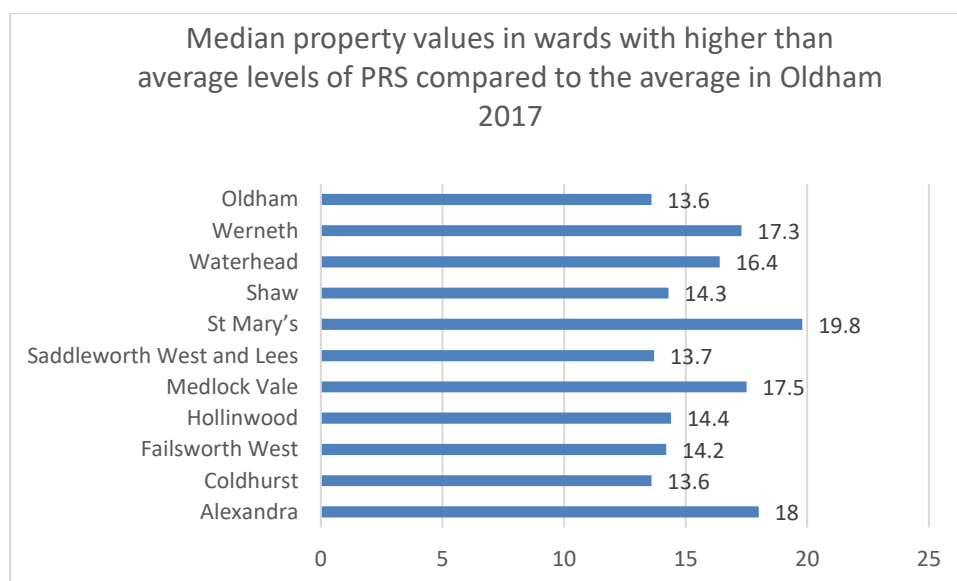
Source: Census 2011

- 2.2 Tenure distributions in Oldham in 2015 vary from the national average for England. The Oldham private sector stock condition survey (2016) concludes that the private sector has now grown and rates of private rental in Oldham are at 15.8%, slightly below the national average of 18.1% (currently estimated to be 20%). Rates of owner-occupation in the District at 54.4% are significantly below the national average of 65.1%, while rates of social renting at 22.4% are above the national average of 16.8%. (This will be updated when the primary study is completed by arc⁴).
- 2.3 Map 2.1 illustrates the location of the private rented sector identifying where it is most significant in terms of numbers. The data maps those locations where there are more than 100 properties within the PRS by LSOA.

Table 2.2 Median price in 2017 by ward

Ward	Median sales values 2017	Total % of the PRS Census 2011
Alexandra	75000	18.0
Chadderton Central	133500	11.2
Chadderton North	137000	10.3
Chadderton South	100000	13.1
Coldhurst	78100	13.6
Crompton	140000	9.4
Failsworth East	121500	13.0
Failsworth West	115000	14.2
Hollinwood	108000	14.4
Medlock Vale	79998	17.5
Royton North	134950	7.4
Royton South	130000	10.9
Saddleworth North	221000	11.4
Saddleworth South	237475	12.7
Saddleworth West and Lees	138000	13.7
St James'	120000	12.7
St Mary's	110000	19.8
Shaw	69000	14.3
Waterhead	85000	16.4
Werneth	99975	17.3
Oldham	122000	13.6

Source Land Registry 2017 and Census 2011

Chart 2.1 Median property values in wards with higher than average levels of PRS compared to the median in Oldham 2017

Source Census 2011 and Land Registry

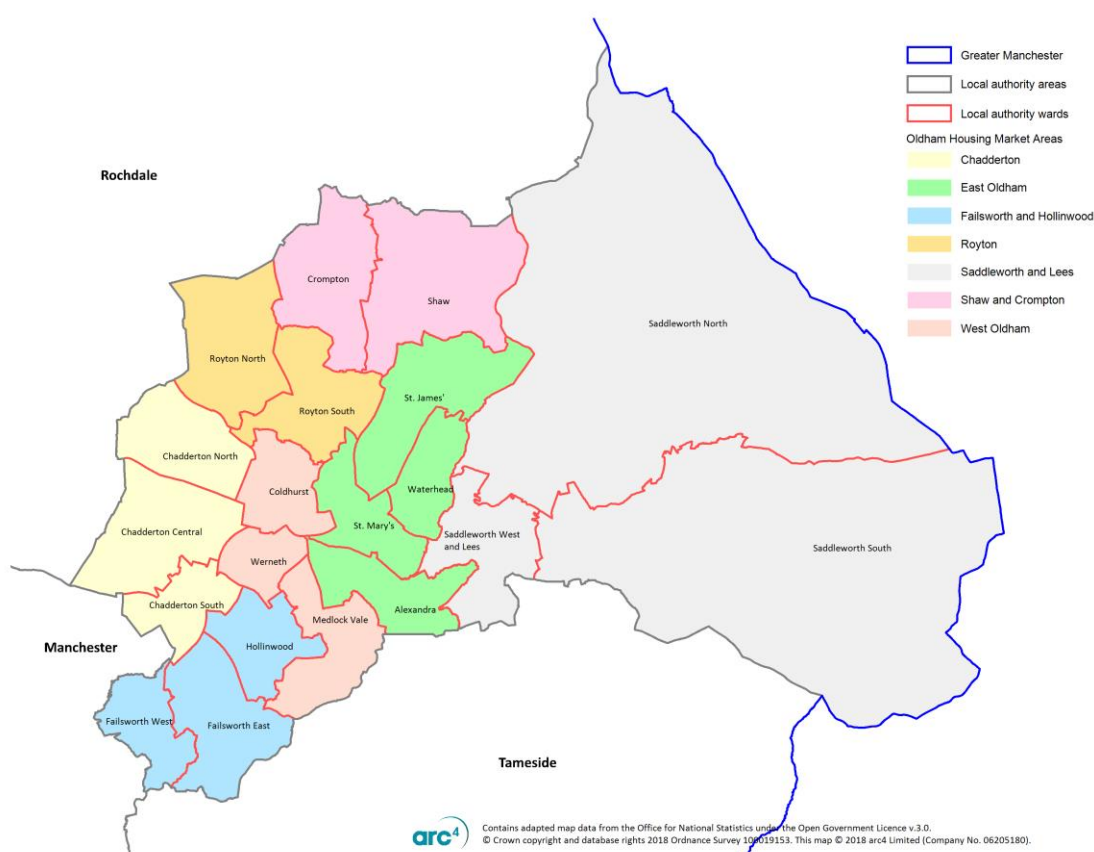
3. The performance of the market

3.1 The detailed analysis of Oldham market rented sector has been undertaken within the 7 Housing Market Areas (HMA) of:

- Chadderton (Chadderton Central, North and South)
- East Oldham (Alexandra, St James', St Mary's and Waterhead)
- Failsworth and Hollinwood (Failsworth East, West and Hollinwood)
- Royton (North and South)
- Saddleworth and Lees (Saddleworth West and Lees and North and South)
- Shaw and Crompton (Shaw and Crompton)
- West Oldham (Coldhurst, Medlock Vale and Werneth)

3.2 However, data for individual wards is included at Appendix A. The housing market areas as locations are mapped below:

Map 3.1 Housing Market Areas



3.3 NB All rental lettings and rental data is taken from Zoopla dataset. It does not reflect the entire market of Oldham but is a useful guide and trend indicator

New properties coming onto the market

- 3.4 Table 3.1 shows the number of properties coming onto the private rented market each year that have been advertised through Zoopla between 2015 to 2017 in each HMA.
- 3.5 Zoopla recorded 714 units coming onto the rental market in 2017. Zoopla does not record all properties coming onto the market but is a useful guide for a tightening market where fewer properties seem to be advertised. In 2015, 1,247 properties came onto the market and in 2017 this figure has dropped to 714. This represents a -42.7% and is a significant reduction over the past 3 years. This indicates a tightening of the market and potentially a growing informal lettings market operating in Oldham.
- 3.6 There are a number of drivers that could be reducing the number of units coming onto the market. Agents confirmed that with tenancies lasting longer and some disinvestment in older property, there was a growing shortage of private rented sector housing in most parts of the town. Agents also confirmed that even with low house prices, demand for private rented sector housing is thought to be increasing but investors are not keeping up with rising demand in parts of the borough as many are leaving the sector. It is likely therefore, that tenants are staying longer in their current properties and turnover is reducing. In part this is positive; agents confirmed that the council's selective licensing policy had made a difference to the quality of the private rented sector, 'weeding out the rogue landlord', and in return tenants were staying longer as quality improved. However, the impact is also reducing transactions and the choice and supply of property coming onto the market. The rent increase reported in section 5 also points toward reducing supply and increasing demand.
- 3.7 These figures mask significant difference in locations. In Saddleworth and Lees, a higher value location, the reduction has been 67% and in Shaw and Crompton 51.4%. In terms of market share, East Oldham has seen the largest percentage of Zoopla properties advertised, a further confirmation that this is a lower value market and potentially that with the highest 'churn'. Again, market share in terms of transactions confirms the lower value market activity in Oldham. East and west Oldham account for 40.5% of market share in Oldham, and both are low value locations with high proportions of terraced housing.

Table 3.1 Properties coming to market 2015-17 by HMA

HMA	2015	2016	2017	Total	% change from 2015 to 2017	Percentage of the market in the past 3 years
Chadderton	180	142	98	420	-45	14.0
East Oldham	327	249	181	757	-44.6	25.2
Failsworth and Hollinwood	164	162	139	465	-15.2	15.5
Royton	83	94	56	233	-32.5	7.8
Saddleworth and Lees	164	116	54	334	-67.0	11.1
Shaw and Crompton	136	133	66	335	-51.4	11.2
West Oldham	193	146	120	459	-37.8	15.3
Oldham	1247	1042	714	3003	-42.7	100

Source: Zoopla and Census 2011

4. Property type and bed size

- 4.1 Table 4.1 shows the number and proportion of properties coming onto the market through Zoopla from 2015 to 2017.
- 4.2 Primarily, the market comprises of houses and although the percentage has reduced over the past 3 years they still account for around 80% of the market. This reinforces the role of the market as a housing solution for families, a trend that is likely to be growing and given the lower value of the market activity, it is likely supporting those unable to access home ownership and/or social housing. The percentage of houses coming onto the market has reduced over the past 3 years and this is potentially linked to tenants choosing to stay longer in property. The number of apartments that have come onto the market in Oldham has increased from 2015 to 2017 and overall make up is just under 20% of the market.

Table 4.1 No of properties on market by property type 2015-2017									
Property type	2015 No	2016 No	2017 No	2015-2017 Total	Property type	2015 %	2016 %	2017 %	2015-2017 %
Apartments	204	217	137	558	Apartments	16.4	20.8	19.1	18.6
House	1043	825	577	2,445	Houses	83.6	79.2	80.9	81.4
Oldham	1247	1042	714	3003	Oldham	100	100	100	100

Source: Zoopla

- 4.3 The overall property offer was similar in individual Housing Market Areas. Table 4.2 illustrates this data. All market areas are dominated by houses with Chadderton having the highest percentage at 91.8%.
- 4.4 The lowest percentage of houses in a market area is in East Oldham where apartments accounted for 26.5% of the property offer in 2017.

Table 4.2 Proportion of apartments and houses in each HMA (2017)		
HMA	Apartments	Houses
Chadderton	8.2	91.8
East Oldham	26.5	73.5
Failsworth and Hollinwood	15.8	84.2
Royton	23.2	76.8
Saddleworth and Lees	25.9	74.1
Shaw and Crompton	21.2	78.8
West Oldham	15	85
Oldham	19.1	80.9

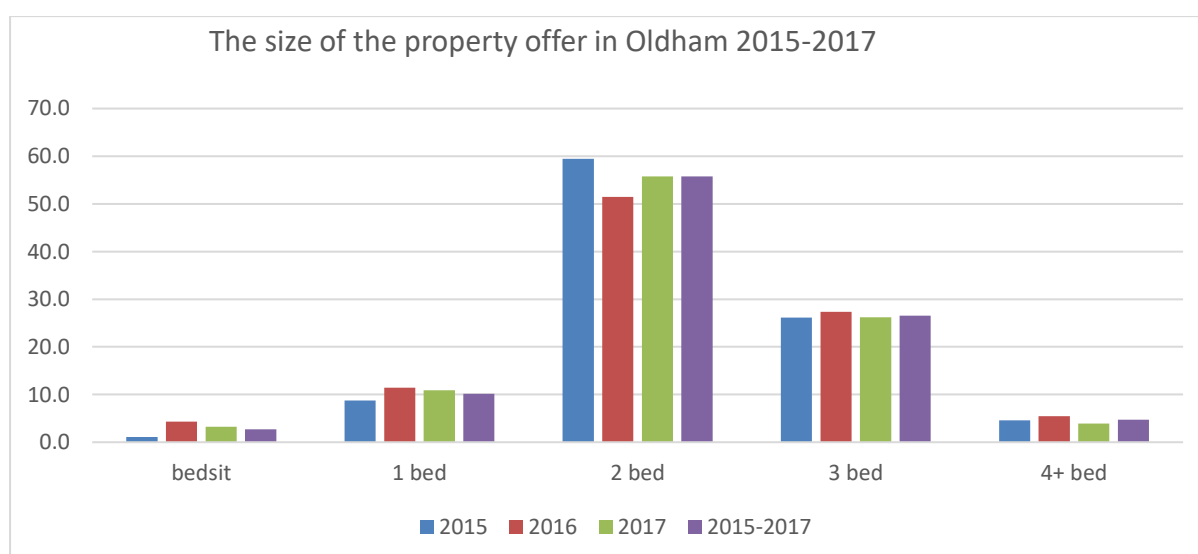
Source: Zoopla

- 4.5 Table 4.3 illustrates the total number of properties coming onto the market by property size in Oldham for the three years 2015-2017 and expresses these figures as a percentage for each year.
- 4.6 The market is very much dominated by 2 bed properties which is typical of properties in Oldham, particularly in the inner locations where 2 bed terraces dominate. Much of this stock is in the private rented sector. 55.8% of the market has comprised 2 bed properties in the past 3 years. 12.9% are bedsits or 1 bed properties. The private sector housing conditions report confirmed that in Oldham, 31.7% of under 35s lived in private rented accommodation and 33.9% were single non-pensioner households. This is likely to increase demand for smaller accommodation which is clearly not readily coming to the market.
- 4.7 Similarly, only 26.6% of properties are 3-beds and this is a relatively small percentage; 31.3% are 3 or 4 bed. Given the demand for family accommodation, there is likely to be a lack of choice of family accommodation and accommodation for growing families.

Table 4.3 No of properties coming to market by property size 2015-2017									
No of beds	2015 No	2016 No	2017 No	Total No 2015-17	No of beds	2015 %	2016 %	2017 %	Total 2015-17
Bed sit	14	45	23	82	Bed sit	1.1	4.3	3.2	2.7
1	109	119	78	306	1	8.7	11.4	10.9	10.2
2	741	536	398	1675	2	59.4	51.4	55.7	55.8
3	326	285	187	798	3	26.1	27.4	26.2	26.6
4+	57	57	28	142	4+	4.6	5.5	3.9	4.7
Oldham	1247	1042	714	3003	Oldham	100	100	100	100

Source: Zoopla

Chart 4.1 The percentage of properties coming onto the market by bed size 2015-2017

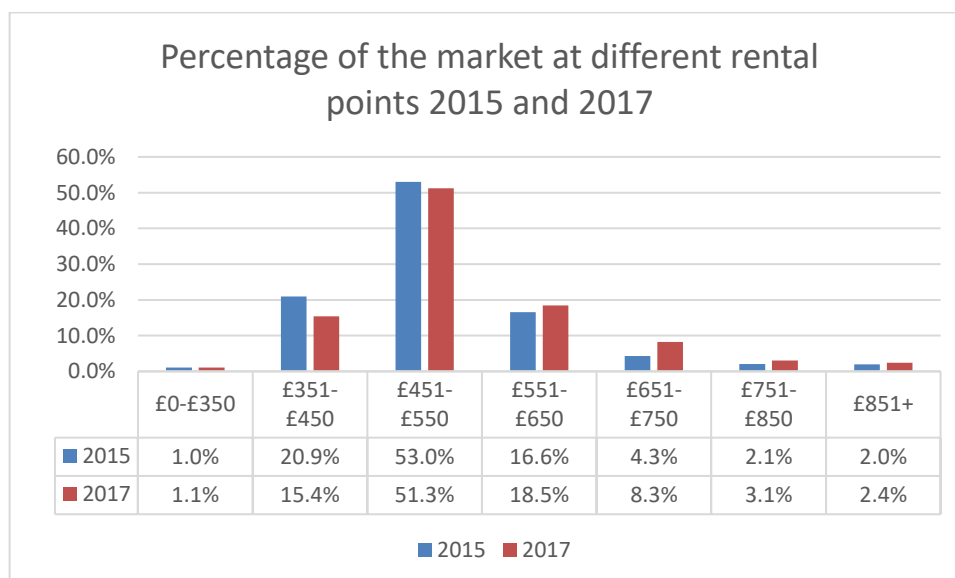


Source: Zoopla

5. Rent levels

- 5.1 Chart 5.1 illustrates the rental market at different rental points in 2015 and 2017.
- 5.2 In 2017, 51.3% of properties come onto the rental market within the rental band £451 to £550pcm. Overall 67.8% of properties coming onto the market in 2017 were £550 or below; in 2015 this percentage was 74.9%. Subsequently, higher percentages of properties are coming onto the market at £551+; 32.3% in 2017 compared to 25% in 2015.
- 5.3 The increase in the value of the market rented stock is unlikely to be a significantly improved offer, although agents have confirmed the benefits that selective licensing is bringing, it is more likely coming from a shortage in supply and potentially driven by Local Housing Allowance levels.
- 5.4 The stock condition survey undertaken in 2016 by Oldham Council suggests that the number of units in the private rented sector has increased by 6,892 from 2010-2015 but this is not based on new stock, more likely conversion of units away from owner occupation; the stock condition survey estimates that owner occupation has reduced from 80.9% to 70.1% during the same period. Demand is increasing, and rents are likely to continue to have upward pressures on them if supply does not increase.

Chart 5.1 Market Rentals



Source: Zoopla

- 5.5 The increasing value overall of the market in Oldham can be considered at different rental points as follows:

Lower quartile rents

- 5.6 Table 5.1 shows the lower quartile rent levels for all property let in each HMA for the three years 2015-2017. It then shows the percentage change in rents for this period.
- 5.7 The lower quartile rent for property let in Oldham in 2017 was £451pcm. Since 2015 this rent level has remained static. The overall figure masks geographical differences over the past three years. The largest rent changes have been experienced in Failsworth and Hollinwood (6.7%) and Saddleworth and Lees (6.1%) and rent changes of 5.8% have been recorded in Chadderton.

Table 5.1 Lower quartile rent levels for all property let by HMA 2015-2017

HMA	2015 £pcm	2016 £pcm	2017 £pcm	% change 2015-2017
Chadderton	451	477	477	5.8
East Oldham	425	425	433	1.9
Failsworth and Hollinwood	451	477	481	6.7
Royton	451	494	433	-4.0
Saddleworth and Lees	494	494	524	6.1
Shaw and Crompton	477	485	477	0.0
West Oldham	433	425	451	4.2
Oldham	451	451	451	0.0

Source: Zoopla

Median rent levels

- 5.8 Table 5.2 shows the median rent levels for all property let in each HMA for the three years 2015-2017. It then shows the percentage change in rents for this period.
- 5.9 The median rent for all property let in Oldham in 2017 was £498pcm. The differential between lower quartile and median rents was low at £47pcm.
- 5.10 Since 2015, median rents in Oldham have increased by 0.8%. Again, this masks geographical differences. In Saddleworth and Lees and Failsworth and Hollinwood, increases of 12.8% and 10.4% have been recorded respectively.

Table 5.2 Median quartile rent levels for all property let by HMA 2015-2017

HMA	2015 £pcm	2016 £pcm	2017 £pcm	% change 2015-2017
Chadderton	494	524	524	6.1
East Oldham	451	451	477	5.8
Failsworth and Hollinwood	498	524	550	10.4
Royton	498	524	509	2.2
Saddleworth and Lees	576	594	650	12.8
Shaw and Crompton	522	524	550	5.4
West Oldham	477	477	494	3.6
Oldham	494	498	498	0.8

Source: Zoopla

- 5.11 Table 5.3 shows the upper quartile rent levels for all property let in each HMA for the three years 2015-2017. It then shows the percentage change in rents for this period.
- 5.12 The upper quartile rent for all property let in Oldham in 2017 was £598pcm.
- 5.13 Since 2015, upper quartile rents in Oldham have increased by 7%; this demonstrates the potential demand and under supply for better quality homes for rent but again masks geographical differences. In Failsworth and Hollinwood, an increase of 19.1% has been recorded respectively.

Upper Quartile rents

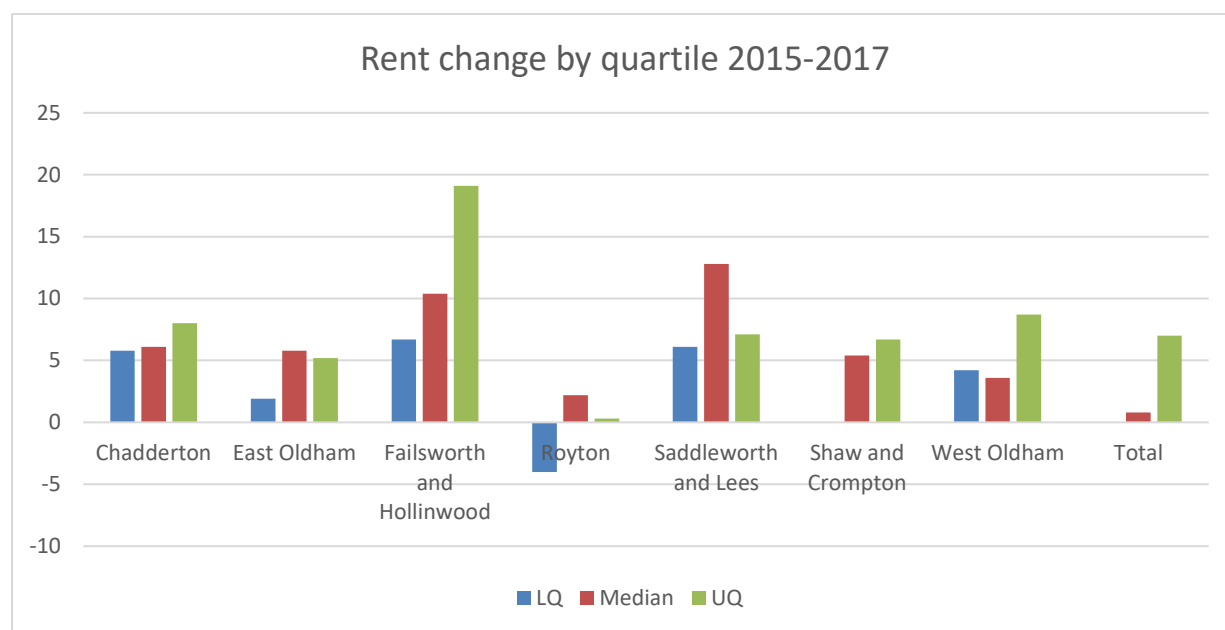
Table 5.3 Upper quartile rent levels for all property let by HMA 2015-2017

HMA	2015 £pcm	2016 £pcm	2017 £pcm	% change 2015-2017
Chadderton	550	598	594	8.0
East Oldham	498	494	524	5.2
Failsworth and Hollinwood	568	594	676	19.1
Royton	594	624	596	0.3
Saddleworth and Lees	676	702	724	7.1
Shaw and Crompton	585	594	624	6.7
West Oldham	524	546	570	8.7
Oldham	559	594	598	7.0

Source: Zoopla

- 5.14 There have been some significant rent increases across the housing market in Oldham, particularly in mid to higher value housing markets but overall for Oldham the data suggests a relatively static market. This is because of the generally poor performance of lower value markets (albeit rent increases are recorded) and the significance of these sectors in Oldham. The private sector housing conditions report confirms that 56.6% of economically vulnerable households live in private rented accommodation and given the rent increases, many households are likely to find affordability challenging. West Oldham, a low value market has experienced rent changes of 4.2% over the past 3 years. The stock condition survey confirms that 0% of households felt the area was improving; 93.5% felt it had remained static and 6.5% felt it had declined. 67.8% of properties are terraced and 43% of the stock is pre-1919. The popularity of this location is unlikely to positively impact on rents.
- 5.15 For lower quartile rents, those markets that have performed less well in terms of rent change are East Oldham, Royton and Shaw and Crompton. For example, Shaw as a ward reduced by 2.5% during this period. This is reflected for median rental increases and upper quartile increases. Whilst Royton and Crompton are higher value markets, they are small markets by comparison to other locations in Oldham; here owner occupation accounts for larger percentages of the market and therefore the market is unlikely to grow or be in significant demand to drive up rents. In addition, Royton does not connect on the Metrolink and this may limit the growth of the PRS market.

- 5.16 Therefore, the poorest performing markets are in the lower value markets (property value and rental value), where the PRS sector is bigger. Agents explained that in many of these locations there are 2-bedroom terraced homes, all priced below £100,000. The agent explained that many investors are disinvesting. Others were slow to sell as investors were not prepared to pay asking prices, seeking the vendor to compensate for the stamp duty. Agents did not consider these dwellings attractive to first time buyers especially those planning families as most had no gardens just small yards opening onto narrow rear passageway. The agent was clear that these dwellings would let to eastern European workers employed in local distribution centres were they to be offered as rentals.
- 5.17 Rental markets in Failsworth and Hollinwood and Saddleworth and Lees are generally mid to higher value markets and have performed better in terms of rental change. Agents confirmed that, in Saddleworth and Saddleworth villages the local gap in supply was affordable housing. Commuters had driven up prices locally and there was little prospect of new market development suitable for first time buyers. arc⁴ was also told that investors were not active in the area, so opportunities to rent were rare. Affordable housing was considered to be the best option to retain younger households in the area, although a longer-term rental deal may well be popular.
- 5.18 Chadderton markets have performed well. These are reasonably priced markets with some areas above the Oldham median. arc⁴ was told that the rental market attracted a larger proportion of incomers especially if employed as support workers at the hospital or service and distribution workers in the mills and other enterprises that needed their services. There was still strong demand from eastern European workers, although these were not necessarily new to the country.
- 5.19 The agent told arc⁴ that whilst he was maintaining his agency business, his attention was becoming more focused on build to let schemes. He cited many projects that had been successfully completed and let based on demolition of redundant mills and rebuilding into apartment blocks. He said that these developments tended to let off plan and more recent developments had responded to the need for larger units, 3 or 4-bedrooms. Some had been let as studio apartments that had proved particularly popular with young professionals when close to a Metrolink station. He also cited examples of developments that would retain the mill structure and provide converted flats and apartments.
- 5.20 The rent change 2015 to 2017 for each HMA is illustrated in Chart 5.2.

Chart 5.2 Rent change by quartile 2015-2017

Source: Zoopla

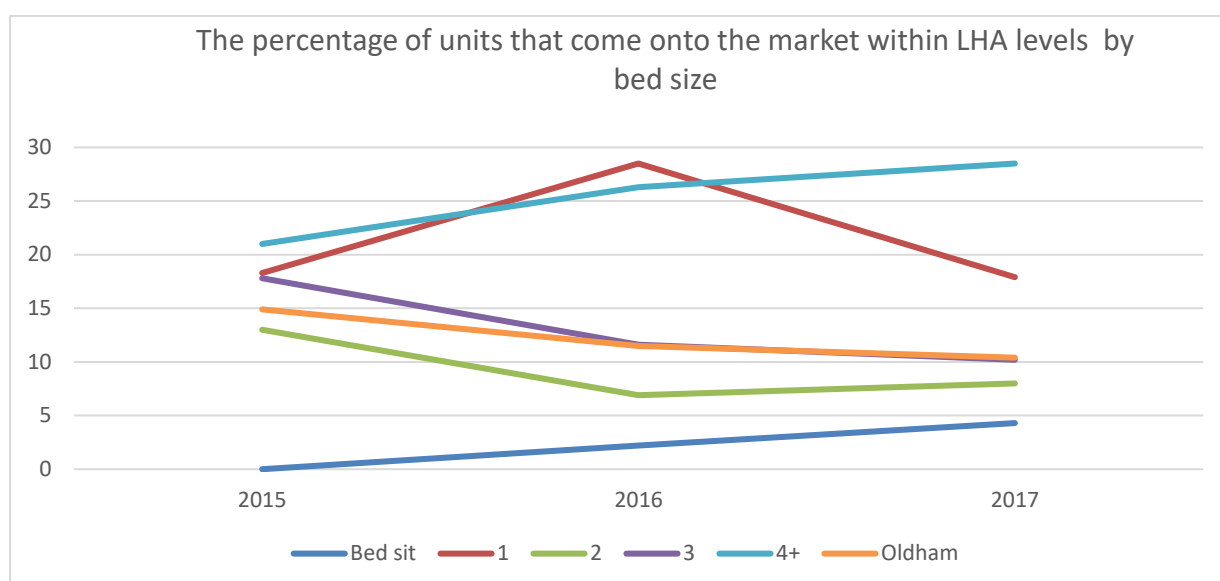
6. Affordability

- 6.1 Two types of affordability have been considered in Oldham. The affordability for household's dependent on Local Housing Allowance (LHA) and the affordability for economically active households.
- 6.2 All of the properties that came onto the market in each year from 2015 to 2017 have been recorded and the rent levels compared with the LHA for Oldham. The number of properties that were available within the LHA caps by bed size has been recorded and expressed as a percentage of all of that property type available. The data is linked only to current LHA levels. The results are shown in Table 6.1 and Chart 6.1.
- 6.3 Since 2015, 12.7% of all properties, recorded by Zoopla, coming onto the market have been within the Local Housing Allowance and in 2017 this figure was down to 10.4% (albeit fewer properties have been coming onto the market). This confirms the problems of affordability and choice in the market for households dependent on welfare benefits to fund the cost of their rent.
- 6.4 It is very likely that additional properties are available within Local Housing Allowance levels but that these are advertised locally through 'word of mouth' or directly through windows in properties etc. The difficulty with this is that those households that need to access properties with rents that are within Local Housing Allowance levels may struggle to find them as they are not widely advertised. It is worth noting the small percentage of smaller units, which households may require.

Table 6.1 Properties within LHA by bed size 2015-2017

No of beds	2015		2016		2017		Total	
	No	%	No	%	No	%	No	%
Bed sit	0	0	1	2.2	1	4.3	2	0.6
1	20	18.3	34	28.5	14	17.9	68	22.2
2	97	13.0	37	6.9	32	8.0	166	9.9
3	58	17.8	33	11.6	19	10.2	110	13.7
4+	12	21.0	15	26.3	8	28.5	35	24.6
Oldham	187	14.9	120	11.5	74	10.4	381	12.7

Source: Zoopla

Chart 6.1 Percentage of properties within LHA levels

Source: Zoopla

- 6.5 Table 6.2 shows the same data as Table 6.1 but with LHA rates + 20%. With a 20% increase in LHA levels, households on benefit can access an additional 1,397 properties over the past 3 years but affordability will be far more challenging.
- 6.6 The increased number of units that come onto the market within 20% of LHA levels suggests that landlords can increase rents in such popular markets and expect households to fund a proportion of rent themselves. This seems to be common practice from other arc⁴ studies but does demonstrate the pressures of affordability for many households.

Table 6.2 Properties within LHA+20% by bed size 2015-2017								
No of beds	2015		2016		2017		Total	
	No	%	No	%	No	%	No	%
Bed sit	0	0	2	4.4	1	4.3	3	3.6
1	56	51.3	82	68.9	38	48.7	176	57.5
2	536	72.3	365	68.0	248	62.3	1149	68.5
3	197	60.4	120	42.1	63	33.7	380	47.6
4+	27	47.3	28	49.1	15	53.5	70	49.2
Oldham	816	65.4	597	57.2	365	51.1	1778	59.2

Source: Zoopla

- 6.7 Table 6.3 illustrates the monthly and annual gross income levels that would be required to rent a property in each ward, if the rent accounted for 30% of household income.

- 6.8 Rents are based on those coming to market not those let and tenanted. The rent levels are based on 2017 figures when lower quartile annual gross income was £17,280 and the average annual gross income was £22,858⁵.

Table 6.3 Affordability by HMA			
Ward	2017 median rent levels £pcm	Monthly income required for rent to be within 30% of household gross income	Annual earned gross income 2016
Chadderton	524	1660	19920
East Oldham	477	1660	19920
Failsworth and Hollinwood	550	1603	19240
Royton	509	1833	22000
Saddleworth and Lees	650	1833	22000
Shaw and Crompton	550	2167	26000
West Oldham	494	1833	22000
Oldham	498	1603	19240

Source: Zoopla

⁵ ONS Crown Copyright Reserved [from Nomis on 26 September 2018]

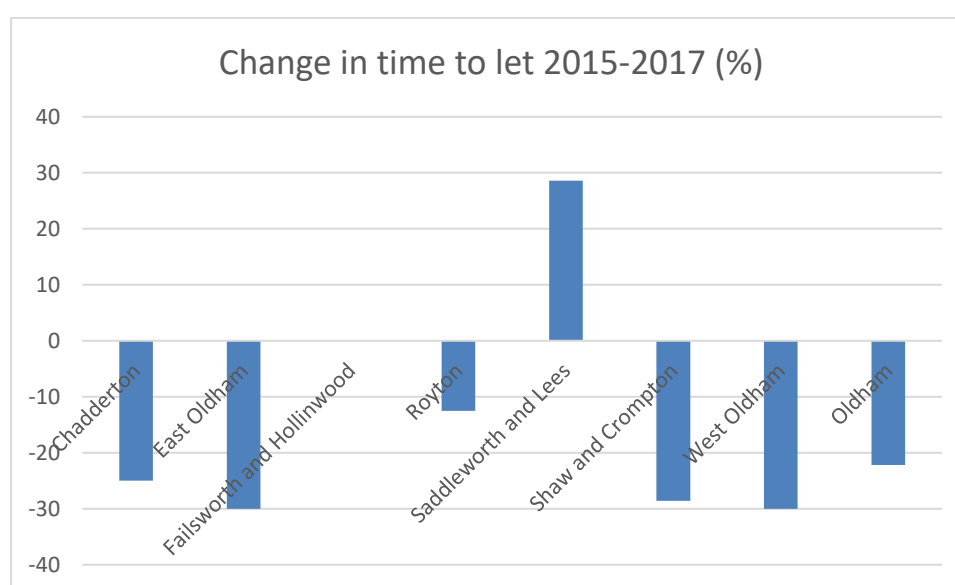
7. Time to let property

- 7.1 The time to let a property can indicate how popular a property type is, how popular an area is or whether a property is in good condition. It can also indicate an undersupply/oversupply of a particular property type. The time to let a property is a very useful measure of the health of the rental market and this section considers how long it took for property to be let after coming onto the market.
- 7.2 Table 7.1 shows the average time to let a property in weeks in each of the years 2015-2017 by HMA and shows the percentage change in the number of weeks, year on year and overall from 2015-2017. Property is letting quickly and is further evidence that this is a pressured market, with good demand. Over 2015 to 2017, the average time it took to let property in Oldham was 3 weeks. This reduced from 5 weeks in 2015 (time to let period includes a notice period, assumed to be 4 weeks).

HMA	2015	2016	2017	% change 2015-2017
Chadderton	8.0	8.0	6.0	-25.0
East Oldham	10.0	6.0	7.0	-30.0
Failsworth and Hollinwood	9.0	7.0	9.0	0.0
Royton	8.0	7.0	7.0	-12.5
Saddleworth and Lees	7.0	6.0	9.0	28.6
Shaw and Crompton	7.0	7.0	5.0	-28.6
West Oldham	10.0	9.0	7.0	-30.0
Oldham	9.0	7.0	7.0	-22.2

Source: Zoopla

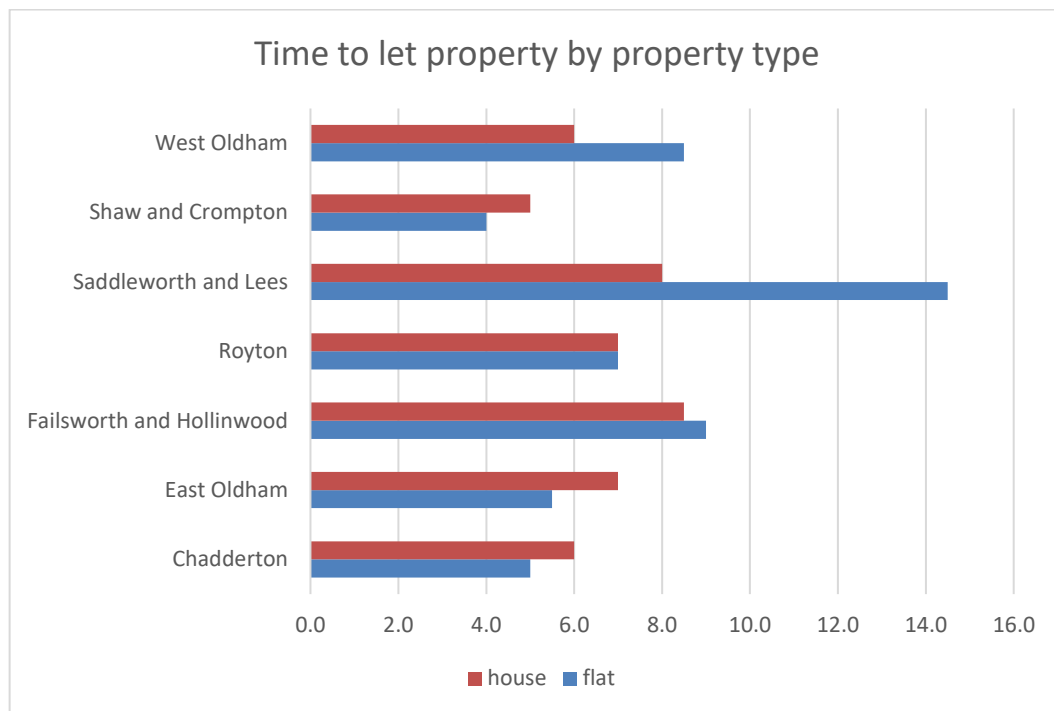
Chart 7.1 Change in time to let 2015-2017



Source: Zoopla

7.3 Houses let more quickly in most markets.

Chart 7.2 Time to let 2015-2017 by property type



8. Rental yields

- 8.1 Table 8.1 provides a guide to rental yields achievable in different wards. It assumes median rent levels and sales values⁶. Many of these yields are very positive; because they are based on median values, different property types and sizes will achieve higher yields and where gross yields of 4% are recorded, experience tells us that far greater yields are achievable. Rents are recorded at ward level to try to provide more accurate data.
- 8.2 The highest yields are being recorded in the lowest value markets; investors are benefiting from demand in these markets to charge rents that deliver very positive yields.

Ward	Median sales value 2017	Median rent pcm 2017	Annual rental income	Potential yields
Alexandra	75000	477	5724	7.6
Chadderton Central	133500	485	5820	4.4
Chadderton North	137000	550	6600	4.8
Chadderton South	100000	516	6192	6.2
Coldhurst	78100	550	6600	8.5
Crompton	140000	598	7176	5.1
Failsworth East	121500	576	6912	5.7
Failsworth West	115000	550	6600	5.7
Hollinwood	108000	524	6288	5.8
Medlock Vale	79998	481	5772	7.2
Royton North	134950	635	7620	5.6
Royton South	130000	537	6444	5.0
Saddleworth North	221000	743	8916	4.0
Saddleworth South	237475	713	8556	3.6
Saddleworth West and Lees	138000	550	6600	4.8
St James'	120000	511	6132	5.1
St Mary's	110000	498	5976	5.4
Shaw	69000	485	5820	8.4
Waterhead	85000	481	5772	6.8
Werneth	99975	522	6264	6.3
Oldham	122000	498	5976	4.9

Source: Zoopla Average rent levels, Sales values CLG House Price Statistics; Land Registry Price Paid Dataset

- 8.3 Although the yields are averages within wards, it does suggest some larger yields are likely to be delivered. Those wards recording the highest potential yields are in locations where there are higher proportions of lower income people, higher crime levels, poor health, poverty and higher percentages of people in out of work benefits. For example, the ward profile 2016 confirms that in Medlock Vale the household income (£21,531) is

⁶ There will be significant difference between property types and specific locations

below the Oldham average and there is a high dependency on out-of-work benefits (16.2%). Employment levels (53.5%) are also relatively low and below the Oldham average.

9. In summary and conclusion

- 9.1 The Oldham private rented sector market is growing; data from the stock condition survey would suggest it has grown by almost 100% (in terms of numbers) since the census and this has been primarily through conversion of owner occupation housing. This will be because investors are able to purchase property on the market 'cheaply' and secure rents that product high yields; it may also be that younger household cannot afford to get onto the housing ladder are unable to compete with investors. This is not planned growth but driven through demand, lack of choice for economically vulnerable households and profit for landlords and it is widely underpinned by the benefits system. Those wards recording the highest potential yields are in locations where there are higher proportions of lower income people, higher crime etc.
- 9.2 The offer very much focuses on houses, although the proportion of apartments has grown, likely linked to the new apartment buildings in the town centre and out toward Stalybridge. The sector is dominated by 2 bed properties and lacks choice thereafter. It is a family focused market and acts as an extension to the social rented sector. That said, the performance of upper quartile rents in high value locations has been good although the time to let property has not provided the same positive indicators that other location have.
- 9.3 The evidence suggests this is a pressured market with fewer properties coming onto the market as tenants stay longer; sometimes by choice as locations improve but also potentially through lack of choice in the market. The lack of choice is likely impacting of rents as well as the dependence on the benefits system.
- 9.4 Generally, there is evidence that there are problems of affordability within the sector and the choice of openly advertised properties for tenants reliant on the benefits system is low and reducing. The informal market will be playing a significant role here which could be impacting on quality and likely a focus of the selective licensing locations.
- 9.5 The reducing time to let property is likely the best indicator of a pressured market; it is not a high value sector, there are problems of quality and yet properties let incredibly quickly
- 9.6 This is a sector that the Council has focused upon. It has taken positive action and had seen some successes. It is challenging to make significant improvements; it is costly and this is a largely unregulated sector but Oldham Council need to focus on other initiatives that they may be able to introduce to improve the quality and standards. It is unacceptable that landlords are making high levels of returns from low income households reliant on the benefits system and lacking choice.
- 9.7 The Council also need to encourage a higher value and quality offer to be developed in Oldham. The connectivity created through the metrolink, the transport network, the rural and natural asset of Oldham should support Oldham as a destination of choice for households looking to rent in the right location. There are plans through the town centre masterplan to do just this and create a high value, quality offer to support higher income economically active households.
- 9.8 In terms of achieving the outcomes and dealing with the challenges of this sector we would recommend consideration of:

- Undertaking a wider study across Greater Manchester to better understand Oldham in a wider geographical context. This would potentially provide partner local authorities with similar problems to work in partnership.
- Extending the data collection and analysis in selective licensing locations. Oldham should explore the potential for a proactive, data-driven approach to identifying and addressing the needs of those who are most vulnerable to living in poor housing conditions, with colleagues in the health sector. By linking the findings of the Stock condition survey with data identifying where patients who are at high risk of poor health, living in poor conditions and on low incomes Oldham can target resources to work with 'at risk' householders to find solutions to their circumstances, including taking action to reduce the negative impact of their property on their health.
- Undertaking further analysis on yields and publicising the outcomes for tenants and the outcomes for landlords to highlight the current position of profit for landlords. This could then form the basis of a funding bid to pilot investment by the Council/partners to purchase such properties and create a valuable ethical property management business. There are a number of funders who may be interested in supporting this type of model. One option may be to engage in the Nationwide funded PRS work being delivered in Greater Manchester by Shelter to look at pilot ideas to improve the quality of the private rented sector. Such ideas may include loans to landlords, ethical investment models, giving opportunities for tenants to 'have a voice in the PRS'.
- The council could consider creating opportunities to negotiate private rent as part of future S106 requirements in locations where affordable housing is in good supply. There are examples elsewhere in the Country where this has been successful.

Appendix A: Ward based tables

Table A1 Total numbers coming onto the market				
	2015	2016	2017	2015-2017
Alexandra	87	65	40	-54%
Chadderton Central	35	29	31	-11%
Chadderton North	62	51	24	-61%
Chadderton South	83	62	43	-48%
Coldhurst	48	49	27	-44%
Crompton	46	49	27	-41%
Failsworth East	39	38	26	-33%
Failsworth West	48	64	51	6%
Hollinwood	77	60	62	-19%
Medlock Vale	81	63	63	-22%
Royton North	23	38	15	-35%
Royton South	60	56	41	-32%
Saddleworth North	60	44	14	-77%
Saddleworth South	43	21	9	-79%
Saddleworth West and Lees	61	51	31	-49%
Shaw	90	84	39	-57%
St James'	72	59	30	-58%
St Mary's	76	71	73	-4%
Waterhead	92	54	38	-59%
Werneth	64	34	30	-53%
Oldham	1247	1042	714	-43%

Table A2 Percentage of houses and apartments coming to the market by ward 2017		
	Flat	House
Alexandra	22.5	77.5
Chadderton Central	6.5	93.5
Chadderton North	4.2	95.8
Chadderton South	11.6	88.4
Coldhurst	40.7	59.3
Crompton	18.5	81.5
Failsworth East	23.1	76.9
Failsworth West	25.5	74.5
Hollinwood	4.8	95.2
Medlock Vale	11.1	88.9
Royton North	13.3	86.7
Royton South	26.8	73.2
Saddleworth North	57.1	42.9
Saddleworth South	11.1	88.9
Saddleworth West and Lees	16.1	83.9
Shaw	23.1	76.9
St James'	26.7	73.3
St Mary's	38.4	61.6
Waterhead	7.9	92.1
Werneth	0	100
Oldham	19.1	80.9

Table A3 Rent levels (let property) 2015-2017 and rent change				
	2015	2016	2017	2015-2017 % change
Alexandra	451.0	477.0	477.0	5.8
Chadderton Central	485.5	535.0	485.5	0.0
Chadderton North	498.0	589.5	550.0	10.4
Chadderton South	494.0	498.0	516.0	4.5
Coldhurst	451.0	487.5	550.0	22.0
Crompton	576.0	576.0	598.0	3.8
Failsworth East	498.0	509.0	576.0	15.7
Failsworth West	524.0	537.0	550.0	5.0
Hollinwood	496.0	498.0	524.0	5.6
Medlock Vale	477.0	477.0	481.0	0.8
Royton North	494.0	550.0	635.0	28.5
Royton South	524.0	498.0	537.0	2.5
Saddleworth North	594.0	684.5	743.0	25.1
Saddleworth South	637.0	600.0	713.0	11.9
Saddleworth West and Lees	494.0	509.0	550.0	11.3
Shaw	524.0	520.0	511.0	-2.5
St James'	477.0	494.0	498.0	4.4
St Mary's	451.0	451.0	485.5	7.6
Waterhead	451.0	477.0	481.0	6.7
Werneth	477.0	477.0	522.0	9.4
Oldham	494.0	498.0	498.0	0.8

Table A4 Income levels required		
	Monthly income required for rent to be within 30% of household gross income - Median £	Annual gross income - Median £
Alexandra	1503	18040
Chadderton Central	1647	19760
Chadderton North	1833	22000
Chadderton South	1720	20640
Coldhurst	1647	19760
Crompton	1993	23920
Failsworth East	1833	22000
Failsworth West	1747	20960
Hollinwood	2015	24180
Medlock Vale	1603	19240
Royton North	1590	19080
Royton South	1733	20800
Saddleworth North	2238	26860
Saddleworth South	2413	28960
Saddleworth West and Lees	1833	22000
Shaw	1747	20960
St James'	1590	19080
St Mary's	1603	19240
Waterhead	1590	19080
Werneth	1747	20960
Oldham	1660	19920

Table A5 Time to let property				
	2015	2016	2017	% change
Alexandra	11.0	7.0	9.0	-18.2
Chadderton Central	7.0	5.0	6.0	-14.3
Chadderton North	9.0	9.0	8.0	-11.1
Chadderton South	9.0	8.0	4.0	-55.6
Coldhurst	9.0	7.5	4.0	-55.6
Crompton	6.0	7.0	5.0	-16.7
Failsworth East	10.0	8.0	8.5	-15.0
Failsworth West	8.0	6.0	6.0	-25.0
Hollinwood	9.0	8.0	10.0	11.1
Medlock Vale	10.5	9.0	8.0	-23.8
Royton North	5.5	9.0	9.0	63.6
Royton South	8.0	6.0	6.0	-25.0
Saddleworth North	7.0	6.5	8.0	14.3
Saddleworth South	5.5	6.0	8.0	45.5
Saddleworth West and Lees	8.0	7.0	9.0	12.5
Shaw	8.0	7.5	5.0	-37.5
St James'	9.0	5.0	7.0	-22.2
St Mary's	10.0	8.0	9.0	-10.0
Waterhead	9.0	7.0	6.0	-33.3
Werneth	10.0	10.0	6.0	-40.0
Oldham	9.0	7.0	7.0	-22.2



Oldham
Council



Report to COUNCIL

Climate Change and Green Oldham

Portfolio Holder:

Cllr Abdul Jabbar, Deputy Leader and Cabinet Member for Finance and Corporate Resources and Low Carbon

Officer Contact: Strategic Director of Reform

Report Author: Andrew Hunt, Strategy Partnerships and Policy Manager (Environment)

Ext. 6587

10 July 2019

Reason for Decision

Report is for information only.

Executive Summary

This is a report to update the Council on Oldham's progress on tackling climate change and other environmental issues over the last few years, and our current ongoing commitments to the agenda, as well as the benefits these activities bring to Oldham residents and businesses.

Recommendations

That the Council notes:-

- The progress Oldham has made to date in tackling climate change and other environmental issues;
- Oldham's leadership role at Greater Manchester level and more widely; and
- Our continuing commitment to action on climate change and environment and our ambitions for the future.

Climate Change and Green Oldham**1 Background**

- 1.1 In December 2013, Oldham Council adopted a Climate Change Strategy, which set a target of a 48% cut in CO2 emissions by 2020 on a 1990 baseline. This target was in line with the GM Climate Change Strategy.
- 1.2 In March 2019, the new GM 5-year Environment Plan was launched, setting a new target for the city region of carbon neutrality by 2038. The Plan also included a range of commitments for local authorities, including a target to develop 45MW of solar PV over the next 5 years.
- 1.3 In June 2019, the new Local Industrial Strategy for GM was launched, setting the UK's first ever Clean Growth Mission for the city region.
- 1.4 Also published in June 2019 was a United Nations report, which highlighted the disproportionate impact of climate change on those already on low incomes and in poverty. According to the report by Philip Alston, climate change threatens to undo the last 50 years of progress in development, global health, and poverty reduction. It could push more than 120 million more people worldwide into poverty by 2030 and will have the most severe impact in poor countries, regions, and the places poor people live and work.
- 1.5 Links to Corporate Plan:-

An Inclusive Economy where people and enterprise thrive:-

- Attracting investment and encouraging business and enterprise to thrive
- Delivering key regeneration projects that are growing our business base, creating jobs and transforming opportunities
- Working with partners to create quality work prospects - and ensuring all residents can access new skills and opportunities and be work-ready

Thriving Communities where everyone is empowered to do their bit:-

- Increasing the sense of involvement and ownership of issues that affect people and they care about

Co-operative Services with people and social value at their heart:-

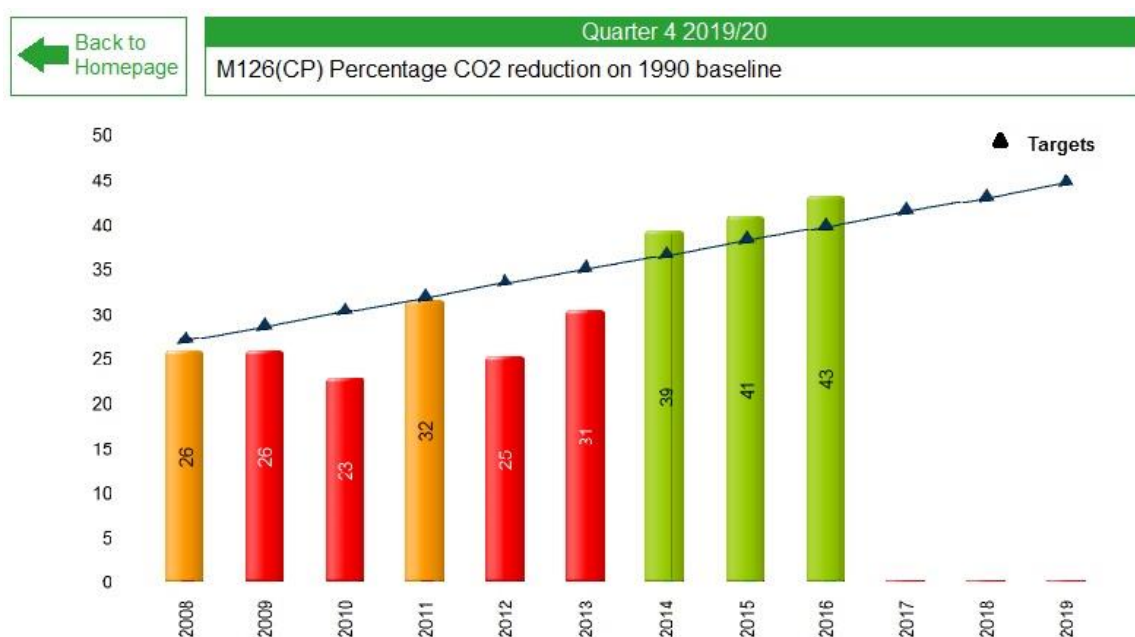
- Building a sustainable co-operative workforce that innovates based on the principle of being equal partners and co-creators

2 Current Position

- 2.1 This section sets out Oldham's achievements over the past few years, and what we are currently committed to in order to continue to make sure that Oldham is a leading local authority area on climate change and the environment, for the benefit of residents, businesses and future generations.

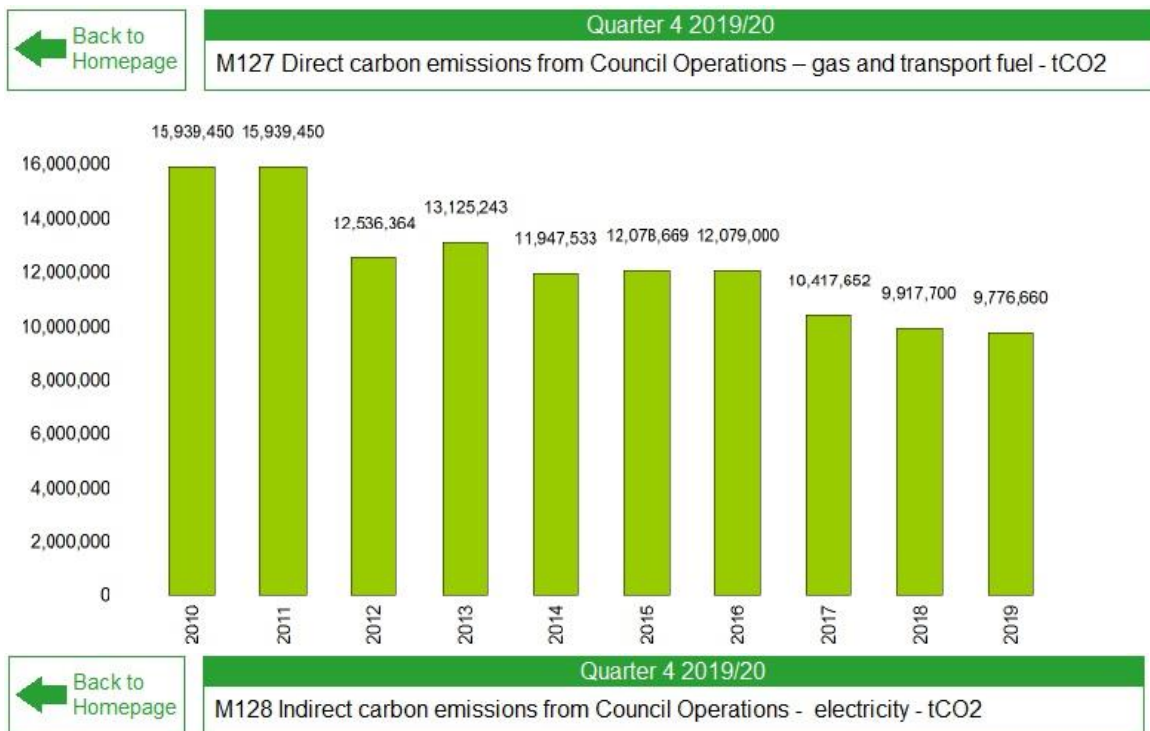
2020 target for a 48% cut in emissions on a 1990 baseline

- 2.2 The graph below, from the Council's CorVu performance management system, shows Oldham borough's progress towards the 2020 target. The data come from central government (BEIS) and are published two years in arrears. We can see that from the most recently published data, the borough is on course to meet the 2020 target.



Council buildings

- 2.3 The Council's energy bill is around £7 million annually – this figure has stayed constant for the past few years despite rising energy prices, thanks to reductions in the amount of energy used by the Council. Reducing energy use still further will help to avoid future cost rises and could even reduce these ongoing revenue costs as well as cutting carbon emissions.
- 2.4 As an organisation, the Council's performance over the past few years in cutting the carbon emissions associated with its estate and operations has been good. We have installed a number of energy efficient adaptations to major buildings such as the Civic Centre, including a new efficient boiler house and control systems for major electrical and mechanical equipment, as well as energy efficient upgrades in other buildings as part of standard maintenance work.
- 2.5 The two graphs below show respectively the direct emissions from Council operations (mainly gas and gas oil burned for heating, and vehicle fuel) and indirect emissions (the emissions generated as a consequence of the use of grid electricity).



2.6 Carbon emissions from street lighting have fallen dramatically over the last few years as a result of new control systems and more efficient bulbs, as can be seen from the table below:-

Year	Customer	Units	Total (Annual)
2019/20	Carbon total	Tonnes CO ₂	183
2018/19	Carbon total	Tonnes CO ₂	2,622
2017/18	Carbon total	Tonnes CO ₂	3,230
2016/17	Carbon total	Tonnes CO ₂	3,672
2015/16	Carbon total	Tonnes CO ₂	4,949
2014/15	Carbon total	Tonnes CO ₂	5,827
2013/14	Carbon total	Tonnes CO ₂	6,102

(obviously the figure from the current financial year, 2019/20 is incomplete).

2.7 The Council has owned and operated 10 electric vehicles (8 cars and 2 vans) for the past 5 years. These have cost a minimal amount to run, only needing servicing, with no breakdowns or failure to parts, over the entire time we have owned and operated them.

2.8 Additionally, the Council's Environmental Services team owns and operates electric power tools:-

3 Stihl hand blowers
 1 Stihl Backpack blower
 16 Stihl Hedge trimmers
 1 Stihl pole saw
 1 Stihl Chainsaw
 1 Stihl strimmer
 1 Stihl pedestrian Mower
 2 Overton Stalker stand on mowers CHAOS48
 All our hand power tool fleet

Renewable energy generation

- Tommyfield Market Hall solar PV system

2.9 In 2016, the Council installed a 110kW solar PV system on the roof of Tommyfield Market. Since it was installed, the system has:-

- Saved 7.4 tonnes of carbon dioxide
- Generated £25,008.98 in Feed In Tariff payments (which is repaying the £116,285 capital cost of the system)
- Saved the Council £26,266.27 on its electricity bill for the Market Hall
- Solar PV on PFI social homes

2.10 The Council has installed around 1MW of solar PV on its PFI social housing – nine times as much as on the roof of Tommyfield Market. Residents benefit from reduced electricity bills, helping to tackle fuel poverty in the properties we control.

2.11 We are also working to encourage other housing providers like First Choice Homes to look at ways they can provide renewable energy for the benefit of their residents (see RED WoLF below).

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- Solar farms

- 2.12 As part of our commitment to meeting the GM 5-year Environment Strategy of delivering 45MW of solar PV across the city region (4.5MW per local authority area), the Council is carrying out feasibility work on a number of potential solar farm sites. Work is in its early stages but initial indications are that there may be potential for a 1MW solar farm on one site, and up to 5MW on another site. However, many factors will need to be taken into account and we will need to look at all options for solar PV generation, including in existing buildings and new developments.
- 2.13 Developing solar farms can pay a return of 4% and upwards to the Council, and also help to cut the Council's electricity bill through supplying ourselves with our own renewably generated electricity.
- 2.14 The development of solar farms can also benefit the local environment if it includes (for example) wildflower planting and other measures to enhance the biodiversity opportunities around the site, and

Community energy

- Generation Oldham

- 2.15 The Council formally launched its community energy support programme, 'Generation Oldham', on 3rd December 2014.
- 2.16 The programme aimed to set up community-owned renewable energy projects across the borough, along with engaging residents and community groups in the climate change agenda, creating a local network of activists and providing opportunities for young people to gain training and employment in the fast-growing low carbon and environmental sector.
- 2.17 The Generation Oldham programme supported the set-up of Oldham Community Power (below), and the Council is also a Member of Saddleworth Community Hydro, with a £1,200 shareholding.

- Oldham Community Power

- 2.18 Oldham Community Power (OCP) is the Community Benefit Society (a type of co-operative) which the Council supported through the Generation Oldham programme to install around 230kW of solar PV on five schools and one community building in the first phase of their scheme. The project aimed to reduce carbon emissions and the electricity bills of the building occupants, whilst raising awareness of climate change action.



Picture: OCP solar PV system at NEON Hub

- 2.19 The OCP board comprises four volunteer directors from the community, plus a director from the Council which has a permanent seat on the Board, due to the fact that the Council owns the buildings on which the solar PV is installed.
- 2.20 The Council supported OCP to install their first phase with a loan of £250,000 which enabled the group to meet installation deadlines to secure the Feed In Tariff. OCP ran a share offer which raised around £150,000 from Oldham residents, who now own the majority of the Society, and expect to receive a return of around 4% on their investment. The Society currently has 77 members, including the Council, which has £100,000 in shares. Being a co-operative, each Member has one vote at the AGM, irrespective of shareholding.
- 2.21 Since installation in 2016, the OCP solar PV systems have saved the schools and community centre around £5,700 on their electricity bills, and already have reduced carbon emissions by around 135 tonnes – the equivalent of taking around 67 cars off the road for an entire year.
- 2.22 This “Oldham Model” for supporting community energy is now recognised as an example of best practice, both nationally and internationally, Council officers are regularly asked to speak about it at conferences.
- 2.23 OCP are hoping to push ahead with a second phase of solar PV installation in the near future, with a target of a further half a megawatt (500kW) of solar power. The Council will look to support OCP to make this a success.

- Community Energy Specialist apprenticeship standard

- 2.24 Working with a range of national partners and stakeholders, Oldham Council has developed the UK's first ever community energy apprenticeship standard – a 2-year Level 4 apprenticeship for "Community Energy Specialist".
- 2.25 This new apprenticeship standard is a high quality apprenticeship, containing a range of transferable skills such as community engagement, report writing, financial modelling, project and stakeholder management, and technical knowledge of renewable energy and energy efficiency. This apprenticeship standard will bring an opportunity for young people across the country to gain training and accreditation to work in one of the UK's fastest growing economic sectors.
- 2.26 It is hoped that the country's first ever Community Energy Specialist Apprentice will work here in Oldham, supporting Oldham Community Power and other groups across Greater Manchester as part of Oldham's community energy leadership role, and discussions are underway with Unity Partnership as to how that could happen.

- Generation Oldham young people's programme

- 2.27 The Generation Oldham Young People's programme ran as an 18-month pilot and members of Oldham Youth Council took part. The programme offered site visits to renewable energy and community energy installations, and day trips e.g. to the Centre for Alternative Technology in Wales, as well as bespoke Generation Oldham folders containing information on environmental sustainability and renewable energy technologies, as well as advice on how to organise events and other community engagement skills.
- 2.28 The Council's Organisational Development team developed a bespoke course called "Young Oldham Leaders", equipping the Youth Council Members with leadership skills to become ambassadors for the Generation Oldham programme. Participants also received accreditation in a number of learning areas around renewable energy and environmental sustainability.
- 2.29 At the end of the 18-month course, the young people organised their own Eco-conference at Oldham College, and produced a short film for the occasion, which can be viewed here:-

<https://youtu.be/9tU1tDMYNzA>
- 2.30 The pilot was a success and the programme was updated to meet the requirements of the Duke of Edinburgh Award, and is now offered as a DofE module by Groundwork working with Mahdlo.

- GM Community Energy Innovation Project

- 2.31 In 2016/2017, Oldham Council delivered a BEIS-funded £65,000 Greater Manchester project to help four community energy organisations develop their innovative business ideas. Oldham Community Power were awarded a grant to explore ways to engage low income households in community energy, Biomass Energy Co-op received a grant to develop a boiler capable of burning biomass pellets made from used coffee grounds, Bury Community Hydro received assistance to look at a 'virtual private wire' approach to local energy supply, and Carbon Co-op received a grant to develop a "My Home Energy Planner" online tool for homeowners.

2.32 Oldham Council worked with Electricity North West and Community Energy England to deliver the innovation project.

- COALESCCE



- 2.33 COALESCCE (Community Owned And Led Energy for Security, Climate Change and Employment) is a £1.2 million Interreg Europe project with seven international partners from Germany, Spain, Italy, Bulgaria, Romania and Hungary, as well as Greater Manchester for the UK. COALESCCE is a 4 ½ year project to build the community energy sector in the partner regions, and Oldham is the Lead Partner.
- 2.34 Through the COALESCCE project and Oldham's leadership on the community energy agenda in GM, the new GM 5-year Environment Plan was influenced to include community energy – local authorities are required to assess their assets for renewable energy suitability and to develop them either in-house or in partnership with a community energy group. Additionally, there is a Community Energy Action Plan which commits the community energy sector to delivering 10% of the overall GM renewable energy requirement – which would be 4.5MW of solar PV across the city region or 450kW per local authority area. The Leader spoke about COALESCCE at the 2019 GM Green Summit.
- 2.35 At the 2018 Green Summit, Oldham's Deputy Leader also pledged to support the "Power Paired" initiative, which is an online portal service to match up community energy groups with the owners of buildings and other assets which could be developed for renewable energy.
- 2.36 As a result of the COALESCCE project, a number of GM-level working groups have been set up, with the aims of setting up a permanent GM Community Energy Hub, a Finance workshop to identify funding sources for community energy groups, and a buildings group to encourage large private sector landlords to engage with the sector. All of these new resources could benefit Oldham community energy groups such as Oldham Community Power for future phases of installations.
- 2.37 As a result of work on Generation Oldham, the GM Community Energy Innovation Project and COALESCCE, and developing the UK's first Community Energy Specialist apprenticeship standard, Oldham Council won the national Community Energy Local Authority Award in 2017.
- 2.38 Oldham Council also represents the community energy sector on the GM Low Carbon Hub Energy Group.

Single-use plastics

- 2.39 In December 2018, the Council approved a Single-Use Plastics Strategy. The Strategy aims to cut, and ultimately eliminate, the use of single-use plastic by the Council. Significant progress has already been made with the removal of plastic cups in public and Council areas and meeting rooms, the removal of plastic items from the internal catering service, the provision of compostable carrier bags to Town Centre businesses, a campaign to highlight shops and council sites which offer free water refills to residents, posters designed (badged up with either Oldham Council's logo or Oldham Partnership's logo) promoting reusing drinks bottles and travel cups and a new offer to schools offering milk in glass bottles.

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- 2.40 A number of significant challenges remain, and the Strategy was also presented at the Oldham Leadership Board to invite and encourage our strategic partners to join us in our drive to eliminate single-use plastics and so reduce the impact on the environment from their manufacture and disposal.

Waste, recycling and enforcement

- Bulky waste collection service
- 2.41 The bulky waste collection service has continued to offer the cheapest collections of large, unwanted items in Greater Manchester and is still very well used by Oldham residents. Through a new contract which began on 1st January 2018, the proportion of goods reused or recycled has now been increased to 70% so even more good quality items are being supplied back into the local community. We are also now taking a much tougher stance on the most environmentally damaging items like fridges, to encourage the 'polluter pays' principle.
- Compostable Liner Project
- 2.42 We now have partnerships with over 100 local shops to supply dual-use compostable liners into the local community, as well as offering through 12 of Oldham's libraries. The bags are very popular and have diverted over 4,000 tonnes of waste since the project began in 2013. On the back of the bags success the GMCA has this year (2019) launched a generic compostable bag available to all businesses in the Greater Manchester area (as a replacement for single-use plastic bags they may currently be using).
- New bin collection scheme roll-out
- 2.43 In October 2016, we introduced a new bin collection scheme which changed the pattern of waste collections to encourage people to recycle more and only use their general rubbish bin for things that cannot be recycled. The new collection pattern was rolled out smoothly across 90,000 properties and has resulted in an increase in recycling rates to 46% and an annual diversion of around 6,000 tonnes of residual waste. Supported by ongoing education & engagement work across the borough.
- Changing Behaviours
- 2.44 Our education and enforcement programme has now become part of mainstream services and we continue to take a zero tolerance approach to dumping and fly tipping. In 17/18, we have continued to serve hundreds of fixed penalty notices and made a number of high profile, successful prosecutions against people who fly tipped. In the 2017/18 financial year, 126 Fixed Penalty Notices were issued for litter such as cigarette ends, 248 FPNs were issued for black bagged waste offences, and there were 52 prosecutions for litter and 34 prosecutions for fly tipping.

Transport

- 2.45 Emissions from road transport are one of the three main sources of greenhouse gases, as well as being one of the main causes of air pollution, and so improving the borough's opportunities for clean transport is very important to our climate change and healthy living ambitions.
- 2.46 A new Greater Manchester Transport Strategy was published in February 2017. This is a joint Strategy which covers all ten Greater Manchester local authority areas, including

Oldham. The Strategy has four key goals, including protection of the environment, which includes taking action to reduce CO₂ emissions from transport. We are continuing to implement measures through the GM2040 Transport Strategy to reduce emissions by:

- Encouraging more use of sustainable forms of travel such as cycling, walking and public transport; and
- Encouraging the use of electric vehicles.

2.47 The transport actions included in the Oldham Climate Change Strategy 2013-2020 have all been delivered:-

Action	Update
Open Oldham Town Centre Metrolink Extension (a Transport for Greater Manchester project supported by Oldham Council)	The Oldham Town Centre Metrolink Extension was open in January 2014. The Metrolink Park and Ride at Mumps has been relocated as part of the regeneration plans for the Prince's Gate area. The car park includes electric vehicle charging points which are part of the Greater Manchester Electric Vehicle (GMEV) network.
Provide a free Metroshuttle bus service until the Town Centre Metrolink extension is open	The free Metroshuttle bus service did operate from summer 2012 until the Town Centre Metrolink Extension opened in January 2014.
Deliver the Better Bus Fund programme	The Better Bus Fund programme was delivered by March 2014 and resulted in improvements to the bus network across such as bus stop clearways and yellow keep-clear boxes to help improve bus reliability and punctuality.
Install Advanced Stop Lines for cyclists at selected junctions (to be agreed with TfGM)	A grant-funded programme to install Advanced Stop Lines and Trixi mirrors to improve the safety and visibility of cyclists at selected junctions was delivered.
Deliver the MOBISEC community engagement programme	The MOBISEC community engagement programme was delivered as part of a European project which included initiatives such as led rides and leader training in Chadderton.
Deliver Local Sustainable Transport Fund Let's Get to Work sustainable access projects In Oldham - four capital schemes: Rochdale Canal cycle way, Kingsway to Shaw link, Broadway cycle facilities and pedestrian facilities for Metrolink	A number of cycle facilities were delivered as part of the Government-funded Local Sustainable Transport Fund 'Let's Get to Work' programme, including improvements along the Rochdale Canal cycle way and parts of Broadway as well as new crossing facilities for pedestrian on routes to Metrolink stops.
Deliver Local Sustainable Transport Fund Let's Get to Work travel choices programme in Oldham (in partnership with Transport for Greater Manchester)	The Let's Get to Work travel choices programme was also delivered in partnership with Transport for Greater Manchester including travel advice for businesses to enable sustainable commuting; travel support for jobseekers, adult cycle training and bike maintenance courses. A Local Link demand responsive transport service to Kingsway Business Park was also introduced covering Sholver, Royton and Shaw as part of this programme.

2.48 The measures included in the Oldham Climate Change Strategy are not the only ones that have been delivered to help reduce emissions. Other measures that are ongoing or have been delivered include:

- A new 20 space cycle hub at the Hollinwood Metrolink Stop, which opened in January 2018 and forms part of the Greater Manchester Cycle Hub Network
- A new 40 space cycle hub at Mumps, which opened in March 2018 and forms part of the Greater Manchester Cycle Hub Network
- The installation of 15 electric vehicle charging points (providing 29 electric vehicle charging bays) at various locations across the borough, all of which are part of the GMEV network
- Improvements to cycle crossing facilities at Hollinwood junction delivered as part of the Government-funded Cycle City Ambition grant programme
- Cycle and pedestrian improvements along King Street delivered as part of the Campus Oldham scheme and the refurbishment of the shared pedestrian/cycle bridge from Union Street West across Oldham Way, all funded through a £1.2 million grant allocation from the Government's Cycle City Ambition Grant fund for in Oldham Town Centre
- The refurbishment of King Street shared pedestrian/cycle bridge, which began in autumn 2018

GM Energy Company

2.49 At the 2018 GM Green Summit, Oldham Council's Deputy Leader pledged to lead work on the development of a Greater Manchester Energy Company. The initiative has three main objectives:-

- To reduce the energy bill of public sector organisations
- To support the development of renewable energy generation, including community energy
- To help tackle fuel poverty

2.50 To this end, Oldham commissioned a review of the previous work carried out by GMCA, and this review recommended further exploration of two potential models, both of which would consider a Joint Venture arrangement with the private and academic sectors to develop an "Energy Innovation Company". Further work is continuing at GMCA level, and a new report to Leaders is due in the autumn

2.51 In the meantime, Oldham continues to pursue additional potential innovations such as the use of exciting new technological approaches to enable 'peer to peer' energy trading via a virtual "blockchain"-enabled platform, which could potentially cut the electricity bills of residents and businesses significantly, whilst boosting the value community energy groups such as OCP, and the Council, can obtain from the sale of renewable electricity generation which is exported to the grid.

2.52 Of all the Local Authorities in GM, only Oldham seems to have the all-round commitment to the three objectives above which puts us in an ideal position to develop a model which could benefit the whole of GM, and indeed other areas across the UK, or even globally.

Oldham Town Centre regeneration

2.53 The Council is looking at ways in which the regeneration of Oldham Town Centre can make the most of the opportunity to future-proof it in terms of low carbon infrastructure and energy security.

2.54 The Town Centre action plan has three actions on low carbon:-

1. Explore the possibility of using existing district heat networks to supply low carbon heat to town centre buildings, including ground source heat from disused coal mines
2. Design the buildings and layout in such a way as to maximise the amount of renewable energy generated within the town centre from solar PV and other technologies
3. Explore the options available to maximise renewable energy and electric vehicle charging assets in the town centre

2.55 A particularly exciting opportunity could be to use the heat from the disused flooded coal mines underneath the Town Centre. The national Coal Authority has said that Oldham is potentially the best opportunity in the UK for this technology, and the Council is working with a private sector technical partner who are developing plans for a test borehole to see if this would be feasible.

2.56 The energy centre at St Mary's also has 3.5MW of biomass boiler heat generating capacity, which could also potentially be used to supply buildings in the Town Centre. The Council will continue discussions with First Choice Homes to see what might be possible as plans for the Town Centre regeneration progress.

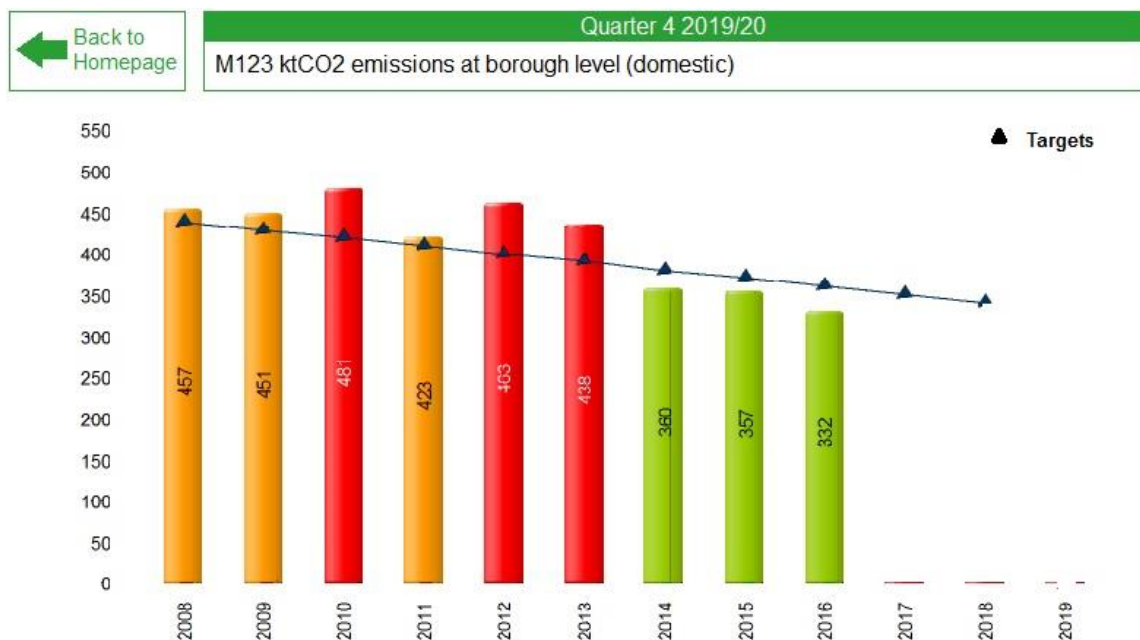
2.57 All of the options above could also apply to existing Council-owned buildings such as Tommyfield Market Hall, and any new civic buildings which might be part of the regeneration scheme.



Picture: inside the Energy Centre at St Mary's

Housing

2.58 Carbon emissions from Oldham's housing stock are falling, as the graph below shows:-



- Warm Homes Oldham

2.59 In August 2012 Oldham Council, the Oldham Clinical Commissioning Group (CCG) and Oldham Housing Investment Partnership (OHIP) signed the country's first 'Joint Investment Agreement' to help tackle fuel poverty in the Borough.

2.60 There can be serious consequences for the health and wellbeing of those living in fuel poverty. In 2015/16 there were 24,300 excess winter deaths in England and Wales.

2.61 Groups most vulnerable to cold conditions are:-

- Older people
- People with long term illnesses and disabilities, especially respiratory and cardiovascular conditions, depression, arthritis
- Children – especially those with asthma
- Pregnant women

2.62 By reducing fuel poverty, the partners hope to reduce demand, and therefore make significant savings in other areas such as health care and social services.

2.63 Currently, it is estimated around 12% of households in Oldham are living in fuel poverty, approx 11,000 households (Department for Business, Energy and Industrial Strategy, 2017). The joint investment agreement has targets each year to help people out of fuel poverty through the Warm Homes Oldham Scheme.

2.64 The improvement of the energy efficiency of homes also helps to reduce the emissions of carbon dioxide from home heating systems, which helps us work towards our 2038 carbon neutrality target.

In the last six years, the scheme has achieved the following:

- Helped 6,788 people stay warm and well in their homes;
 - Installed 7,818 small measures (draught-proofing, LED light bulbs, reflective radiator panels) free of charge;
 - Installed 1,386 boilers and central heating systems free of charge;
 - Insulated 877 lofts and walls free of charge;
 - Brought in around £4.3 million of external grant funding for energy efficiency measures;
 - Secured £812,519 of extra benefits for residents who weren't claiming what they were entitled to;
 - Achieved over £513,000 in total savings to household bills per year;
 - Secured £235,467 of trust fund grants to wipe-off fuel debt or pay for boilers or white goods.
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- RED WoLF and the 'Oldham Code'

RED WoLF



- 2.65 Oldham Council and First Choice Homes are working together as part of a 14-partner Interreg North West Europe project called RED WoLF, which stands for Rethinking Electricity Distribution Without Load Following. RED WoLF started in January 2019 and will run until June 2022.
- 2.66 One of the aims of the GM 5-year Environment Plan is the transition of heating systems in domestic properties from gas to electricity, and the aim of RED WoLF is to develop a new design of all-electric heating system, combining solar PV renewable energy generation with battery storage and modern storage heaters, for use in Oldham homes and across GM. It is hoped that an Oldham company could eventually supply the system across Greater Manchester.
- 2.67 Additionally, the Council aims to develop a new 'Oldham Code', a higher standard for new build homes which could combine the RED WoLF heating system with other measures such as superior insulation and rainwater harvesting. The 'Oldham Code' could eventually be rolled out across Greater Manchester and could help the city region to meet the 2028 target for zero carbon new buildings in the Greater Manchester Spatial Framework, as well as the 2038 carbon neutrality target in the GM 5-year Environment Plan and Local Industrial Strategy.

Green and Blue Infrastructure

- 2.68 In 2017, the Council published the report, "Valuing Oldham's Urban Forest", compiled as part of the Greater Manchester iTrees project.
- 2.69 Headline figures include:-
- Oldham's Urban Forest stores over 66.5k tonnes of Carbon worth over £4.2 million.
 - It sequesters over 3k tonnes per year of Carbon worth over £200k per year.
 - It Removes over 64 Tonnes of Air Pollution worth over £1 million per year.

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- It intercepts over 200k m3 of water worth over £300K per year.
- 2.70 From 2016 to 2018 we planted over 900 new urban trees and created over 5 hectares of new woodland. Tree planting is targeted to areas where most environmental benefit will be gained, for example in areas where air quality is poorest we target the best species and locations “placing trees between people and pollution” We also aim to plant trees and woodland where it is best placed to “slow the flow” and using green infrastructure interventions for flood prevention.
- 2.71 Oldham borough does not generally suffer from flooding caused by watercourses. However, there are areas in the borough which suffer from surface flooding caused by sudden downpours, which have happened on numerous occasions over the past few years.
- 2.72 Whilst some of these instances can be dealt with by the Council, others require cross-partnership working with e.g. United Utilities and the Environment Agency, and local Elected Members are also involved in the co-ordination process. External funding can be accessed via these organisations, and one-off grants for householders have also been made available on occasion to enable them to address flooding risk in their own property.
- 2.73 Specific initiatives include:-
- The Council is working with Manchester Metropolitan University to study water run off on Crompton Moor with the intention of targeting new woodland for flood alleviation. Baseline measurements have been taken on several different land types (heathland, grassland and woodland). During winter 2018/19, different tree species mixes were planted with different ground preparations, and Manchester Metropolitan University continues to monitor run-off to establish the best formula for ground prep and planting mix for flood prevention. This scheme will be ongoing for a number of years after planting as full woodlands develop. This is the first trial of its kind in the UK.
 - The Council has planted 1 hectare of new woodland on Warwick Road open space to “slow the flow” and improve water quality. This scheme is complete, and whilst no monitoring will take place, we will be able to apply the Crompton moor methodology as above to quantify the benefits in the longer term - benefits that will increase as the woodland develops.

New Alexandra Park Eco-Centre and Northern Roots

- 2.74 The need to update and renew the Council depot at Alexandra Park has brought an opportunity to build a new flagship ‘Eco-Centre’, which will both fulfil the Council’s need for a service depot and provide a range of other facilities, such as classrooms, greenhouses for growing bedding plants, and onsite renewable energy generation to achieve a zero-energy cost development with highly energy efficient and biodiversity-friendly buildings.
- 2.75 The Council has a facility at Alexandra Park Depot to produce its own wood chip biomass fuel, and it is hoped that the new Eco-Centre will be able to use this fuel to heat its buildings and growing facilities. A local heat network could even potentially extend to the Northern Roots site, for buildings and growing facilities there too.
- 2.76 The Council has also committed to exploring the potential for a new eco-park called Northern Roots on the Snipe Clough site adjacent to Alexandra Park. Northern Roots could potentially be a facility and attraction of national significance, but will primarily be driven by local residents, aiming to provide opportunities such as a home for community food businesses, learning around agriculture, leisure activities such as walking, mountain biking and bushcraft,
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a venue for weddings and other celebrations, and potentially a whole range of other benefits for Oldham residents.

Food and growing

- 2.77 Oldham has a range of community-based food growing groups and initiatives, including an Oldham Food Partnership and successful groups such as Veg In The Park, Lees Park Eco-Hub, Dunwood Park and Failsworth Growing Hubs, all of which have been supported by the Council's Get Oldham Growing initiative, which aims to tackle social isolation through community growing.
- 2.78 The Growing Oldham: Feeding Ambition initiative takes things a stage further, offering Food Enterprise Fund investments to help residents set up in business. This initiative is also supporting Northern Roots with a budget contribution, and the Food Enterprise Fund will eventually become Northern Roots' service to incubate, encourage and support local community food enterprises.



- 2.79 As with community energy and the energy company initiative, Oldham also leads for Greater Manchester on the sustainable food agenda. We are a partner in the Interreg Europe "Food Chains 4 EU" project. Our participation in this project has allowed us to showcase Oldham's achievements and ambitions in this area, and we have also had the opportunity to learn from good practice elsewhere in Europe, to make sure that Northern Roots is as good as it has the potential to be. Through the Food Chains 4 EU project, which funded and co-hosted a regional 'Food Listening Event' to identify recommendations, as well as Oldham's leadership on Sustainable Food in GM, the new GM 5-year Environment Plan was influenced to include food priorities – including endorsing the Good Food Greater Manchester Partnership Board. Additionally, there is an Action Plan which involves supporting an approach to strengthen strategic leadership around the whole food system across Greater Manchester. As well as working with partners to develop a Food Innovation offer for the Food and Drink Sector. The success of this cross-partnership, multi-level approach to key food issues with communities in Oldham at the centre, helped to successfully achieve the Sustainable Food Cities Bronze Award for the Borough.

Green Oldham social media campaign

- 2.80 The Green Oldham campaign was launched on 5 June 2018 to showcase the very best in green spaces, wildlife and environmental initiatives across Oldham. Each month we have focused on a different theme highlighting the amazing work carried out by members of the community who are devoted to making the borough a better place. It also gave us the opportunity to make the most of the fantastic green areas that surround the town; showcasing our natural environment, renewable energy developments, Warm Homes Oldham initiatives, community litter picks, wildlife walks and many more activities taking place in our schools. Instead of the usual press release format, we opted to present the information on each monthly topic as a video via the council's social media pages, which proved to be very popular with our residents.
- 2.81 We hoped that the campaign would help residents to make green choices as well as encouraging organisations to do the same. In July 2018, the campaign included a "Big Green Survey" which asked residents to give their views on a wide variety of issues, and the

answers to one question showed that ‘98% of respondents thought that “Individuals have a responsibility to look after the environment to ensure the wellbeing of future generations”’, a statistic quoted by the Leader at the 2019 Green Summit.

- 2.82 So far we have promoted the following topics: community renewable energy; walking to school; country parks; single-use plastics; food growing and gardening; Warm Homes Oldham; community clean-ups; recycling; Fairtrade products; tree planting and Clean Air Day.
- 2.83 Over the 12 months to date, the Facebook campaign has reached 301,429 people, with the videos having been viewed 182,115 times. The videos have been viewed another 2,647 times on YouTube, and 1,894 people clicking through to the Council’s Green Oldham website.

Carbon literacy

- 2.84 The Warm Homes Oldham programme contains elements of behaviour change, such as showing residents how to correctly programme their heating systems, and other easy ways to save energy and reduce fuel bills.
- 2.85 For the St Mary’s estate, First Choice Homes Oldham delivered both an energy switching campaign and a behaviour change programme called “B Green” to accompany the renovation of the district heat network.
- 2.86 Oldham Community Power’s directors have been giving assembly talks to the pupils at schools which have solar PV systems as part of their scheme.
- 2.87 A “Fuelling Connections” initiative, connecting via social media homeowners who have an interest in improving the energy efficiency of their homes, has been delivered in Oldham by environmental charity Hubbub and Incredible Futures Oldham. “Fuelling Connections” has also helped to promote the Warm Homes Oldham scheme.
- 2.88 A number of key Council officers have received Carbon Literacy certificates after taking the official course, which is accredited by Cooler Projects in Manchester. The Council is aiming for ‘Carbon Literate Organisation – Bronze’.

Green Oldham Strategy

- 2.89 The Council will bring forward an “Oldham Green New Deal” Strategy, setting out our continuing commitment and ambition around the clean growth, climate change and environmental agendas, and how taking action can support other Council priorities such as health and wellbeing and economic growth and prosperity.
- 2.90 The new “Oldham Green New Deal” Strategy will contain a number of pledges, as well as a new Vision for the borough and strategic objectives for the next 3-5 years.

3 Options/Alternatives

- 3.1 Report is for information only.

4 Preferred Option

- 4.1 Report is for information only.

5 Consultation

- 5.1 Services from across the Council have provided information for this update report.

6 Financial Implications

- 6.1 There are no specific financial implications associated with this report. [Nicola Harrop – Finance Manager]

7 Legal Services Comments

- 7.1
1. Any property transactions must comply with the provisions of the Land & Property Protocol;
 2. Any procurement of works or services or contracts entered into must comply with the provisions of the Contract Procedure Rules;
 3. The Council's Financial Procedure Rules must be complied with at all times.
 4. In relation to the Council's property portfolio and regeneration plans, compliance must be ensured with all relevant environmental regulations and legislation such as MEES.
 5. On the Northern Roots Project, the following work is being undertaken by legal colleagues alongside the client department:
 - Company administration and work around the charitable objects
 - Investigation of charitable trusts and issues on site
 - Registration of unregistered land pockets in the ownership of the Council
 - Title investigation and deduction
 - Site assembly

[Rebecca Boyle]

8. Co-operative Agenda

- 8.1 As a Co-operative Council, Oldham is committed to creating a green and sustainable borough. This is reflected throughout our varied environmental initiatives and the Green Oldham programme, with its strong emphasis on community engagement, benefits to residents and aim to establish and support local businesses and enterprises committed to the environment. (Jonathan Downs – Policy).

9 Human Resources Comments

- 9.1 N/A

10 Risk Assessments

- 10.1 N/A – for information only.

11 IT Implications

- 11.1 None.

12 **Property Implications**

- 12.1 Where green technologies are being considered within new and existing properties, consideration is needed in regard to the condition, business case and suitability of such proposals in line with Building Control (SBEM and BRUKL) requirements. [Peter Wood]

13 **Procurement Implications**

- 13.1 None.

14 **Environmental and Health & Safety Implications**

- 14.1 Environmental: The report as a whole details Oldham's environmental achievements and commitments around action on climate change, and how they support the GM 5-year Environment Plan and GM Local Industrial Strategy. (Andrew Hunt)
- 14.2 Health and Safety: No comments. (Laura Smith)

15 **Equality, community cohesion and crime implications**

- 15.1 None.

16 **Equality Impact Assessment Completed?**

- 16.1 No

17 **Key Decision**

- 17.1 No

18 **Key Decision Reference**

- 18.1 N/A

19 **Background Papers**

- 19.1 None

20 **Appendices**

- 20.1 None.