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CABINET
Agenda

Date	Monday 24 June 2019
Time	6.00 pm
Venue	Lees Suite, Civic Centre, Oldham, West Street, Oldham, OL1 1NL
Notes	1. DECLARATIONS OF INTEREST- If a Member requires any advice on any item involving a possible declaration of interest which could affect his/her ability to speak and/or vote he/she is advised to contact Paul Entwistle or Sian Walter-Browne in advance of the meeting.

2. CONTACT OFFICER for this Agenda is Sian Walter-Browne Tel. 0161 770 5151 or email elizabeth.drogan@oldham.gov.uk

3. PUBLIC QUESTIONS – Any member of the public wishing to ask a question at the above meeting can do so only if a written copy of the question is submitted to the Contact officer by 12 Noon on Wednesday, 19 June 2019.

4. FILMING – This meeting will be recorded for live and/or subsequent broadcast on the Council's website. The whole of the meeting will be recorded, except where there are confidential or exempt items and the footage will be on our website. This activity promotes democratic engagement in accordance with section 100A(9) of the Local Government Act 1972. The cameras will focus on the proceedings of the meeting. As far as possible, this will avoid areas specifically designated for members of the public who prefer not to be filmed. Disruptive and anti social behaviour will always be filmed.

Any member of the public who attends a meeting and objects to being filmed for the Council's broadcast should advise the Constitutional Services Officer who will instruct that they are not included in the filming.

Members of the public and the press may also record / film / photograph or broadcast this meeting when the public and the press are not lawfully excluded. Please note that anyone using recording equipment both audio and visual will not be permitted to leave the equipment in the room where a private meeting is held.

Recording and reporting the Council's meetings is subject to the law including the law of defamation, the Human Rights Act, the Data Protection Act and the law on public order offences.

MEMBERSHIP OF THE CABINET IS AS FOLLOWS:
Councillors Chadderton, Chauhan, Fielding (Chair), Jabbar, Mushtaq, Roberts, Shah and Ur-Rehman

Item No	
1	Apologies For Absence
2	Urgent Business
	Urgent business, if any, introduced by the Chair
3	Declarations of Interest
	To Receive Declarations of Interest in any Contract or matter to be discussed at the meeting.
4	Public Question Time
	To receive Questions from the Public, in accordance with the Council's Constitution.
5	Minutes of Previous Meeting (Pages 1 - 4)
	The Minutes of the meeting of the Cabinet held on 15th April 2019 are attached for approval.
6	New Safeguarding Arrangements for Children (Pages 5 - 34)
7	Request for an Extension to the Right Start Service Contract provided by Bridgewater Community Healthcare NHS Trust (Pages 35 - 42)
8	Oldham Town Centre Vision (Pages 43 - 58)
9	Odeon Lease Agreement (Pages 59 - 62)
10	Adoption of the Housing Strategy (Pages 63 - 292)
11	Council Performance Report March 2019 (Pages 293 - 332)
12	Highways Improvement Programme 201920 - 2021/22 (Update) (Pages 333 - 334)
13	Unity Partnership Shareholder Committee: Cabinet Sub-Committee - Appointment of Members (Pages 335 - 338)
14	Failsworth Trust Cabinet Sub-Committee - Appointment of Members (Pages 339 - 344)
15	Exclusion of the Press and Public
	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.

16 Request for an Extension to the Right Start Service Contract provided by Bridgewater Community Healthcare NHS Trust (Pages 345 - 354)

17 Odeon Lease Agreement (Pages 355 - 364)

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CABINET
15/04/2019 at 6.00 pm

Oldham Council

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

Oldham Council

Report to CABINET

New Safeguarding Arrangements for Children

Portfolio Holder: Councillor Amanda Chadderton

Officer Contact: Merlin Joseph, Interim Director of Children's Services

Report Author: Merlin Joseph, Interim Director of Children's Services
Claire Smith, Executive Nurse, Oldham CCG
Superintendent Daniel Inglis, GMP

24 June 2019

Reason for Decision

New governance arrangements for safeguarding children under the Children and Social Work Act 2017 need to be approved and published by 29 June 2019 and in place by 29 September 2019. The approval of the governance bodies of the three statutory partners at this time will facilitate a three month period for the preparation for implementation of the new safeguarding partnership arrangements

Executive Summary

The Children and Social Work Act 2017 requires that the three statutory partners under the legislation (the local authority, police and local clinical commissioning group) publish revised multi-agency safeguarding arrangements by 29 June 2019 and implement these new arrangements by the 29 September 2019. This means that the current Local Safeguarding Children's Board (LSCB) will be disbanded. The new arrangements seek to ensure that all local relevant agencies continue to engage with the three statutory partners in effective safeguarding activities, whilst building stronger linkages with the Oldham Adult Safeguarding Board and allied partnerships and governance groups.

The new arrangements will consist of a new Safeguarding Children Strategic Partnership (which replaces the current Board) to provide strategic vision, leadership, scrutiny and

accountability. This will be supported by a Children's Safeguarding Executive Group that will be responsible for the delivery of the Partnership's strategic business plan (replacing the current executive group). Sub-groups of the Executive will undertake the detailed work on implementation of the safeguarding business plan with respect to services, service developments, performance monitoring and quality assurance. A stronger role for the voice and vision of the child is proposed in service planning and scrutiny.

New arrangements for challenge, scrutiny and commitment to continuous improvement amongst the statutory partners and relevant agencies is proposed, along with revised accountability forums.

Recommendations

To approve the proposals for the new arrangements, to enable them to be published by 29 June 2019 and effectively implemented by 29 September 2019.

New Safeguarding Arrangements for Children

1 **Background**

1.1 The requirement to establish a Local Safeguarding Children Board (LSCB) to oversee the governance arrangements for local safeguarding strategies and services was contained in the Children Act 2004. This facilitated multi-agency governance bodies to set the strategic priorities locally for safeguarding, monitor the performance of local safeguarding services and challenge partner agencies to improve their performance where required. The performance of local Boards varied across the country, and this was highlighted when Board performance became subject to Ofsted inspection from 2013 onwards. Oldham's Board was subject to inspection in 2015 and found to require improvement.

1.2 In 2016 the DfE asked Sir Alan Wood to review the governance of the child safeguarding governance arrangements and concluded:

- That there should be strengthened statutory responsibilities for safeguarding governance placed on the three lead partners (local authority, police and CCG)
- That there should be a stronger co-ordination role at a national level for serious case reviews
- That child death overview arrangements should move from local authority to public health

2 **Current Position**

2.1 Since the 2015 Ofsted inspection the focus and performance of the Oldham LSCB has significantly improved. It is now a significant force both locally and within the GM arena. In responding to the requirements for legislative change it will be important to ensure that the current strengths of the Oldham safeguarding partnerships are sustained.

3 **Options / Alternatives**

3.1 Options and alternatives have been considered by the statutory partners in their deliberations. The option of not changing the current arrangements is not available. Careful consideration has been given to the emergent options being developed at both a GM and national level. The option of joining the children and adults safeguarding governance arrangements has been considered in depth.

4 **Preferred Option**

4.1 The preferred option is one that:

- Focuses on the strategic role of the statutory partners and relevant agencies for leadership and accountability
- Delegates operational oversight and performance management to an executive group
- Enables functional priority sub-groups to address the detail of issues
- Facilitates safeguarding working between children and adults in a consistent and coherent fashion
- Facilitates continuous improvement in safeguarding practice, along with the contribution of children and young people to this.

5 **Consultation**

5.1 Development of these proposals has been on-going since April 2018 and a large number of stakeholder events and consultations have taken place. The statutory partners and independent chair have overseen this process since inception.

6 **Financial Implications**

6.1 The financial implications of the new arrangements are the same as those for the current arrangements. The financial implications going forward (2020 and onwards) will be examined in the second half of the current financial year.

7 **Legal Services Comments**

7.1 None

8. **Co-operative Agenda**

8.1 The proposals seek to sustain the current co-operative arrangement between statutory partners and with relevant agencies

9 **Human Resources Comments**

9.1 None

10 **Risk Assessments**

10.1 None

11 **IT Implications**

11.1 No IT implications inherent in the proposed revisions. We will need to refresh information sharing agreements between statutory partners and with relevant agencies.

12 **Property Implications**

12.1 None

13 **Procurement Implications**

13.1 None

14 **Environmental and Health & Safety Implications**

14.1 None

15 **Equality, community cohesion and crime implications**

15.1 The proposals seek to enhance the voice of the child in influencing the priorities and the evaluation of performance of local safeguarding services.

15.2 The proposals seek to reduce the role of vulnerable young people in criminal exploitation and organised crime, with particular reference to improved understanding of complex and contextual safeguarding.

16 **Equality Impact Assessment Completed?**

16.1 No

17 **Key Decision**

17.1 No

18 **Key Decision Reference**

19 **Background Papers**

19.1 None

20 **Appendices**

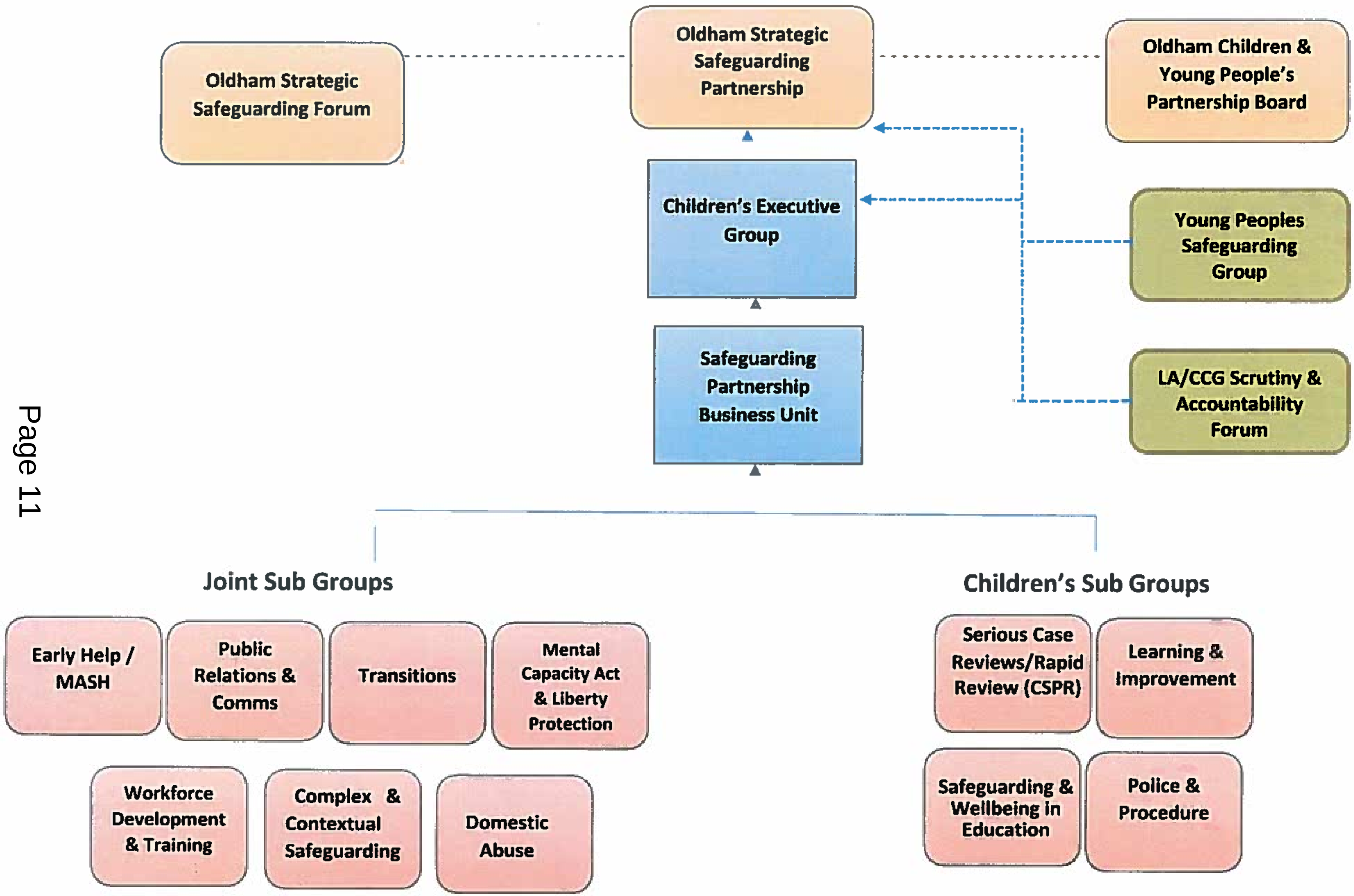
20.1 Appendix A - Relevant Agencies to the new safeguarding arrangements
Appendix B - Structure chart of new governance arrangements

Appendix A – Relevant Agencies

The statutory safeguarding partners will name the following as “relevant agencies” to the Oldham Partnership:

- Maintained schools
- Academies
- Independent schools
- Further education establishments
- Residential homes for children
- Northern Care Alliance
- Pennine Care
- CRC
- NPS
- Turning Point
- Oldham voluntary, community and faith partnership
- Public health
- Bridgewater Community Healthcare NHS foundation trust
- North West Ambulance Service
- Positive Steps (including Youth Justice Service)
- CAFCASS
- Greater Manchester Fire and Rescue Service

Oldham's Safeguarding Children Governance Arrangements



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Oldham Safeguarding Partnership

The Safeguarding Children Arrangements for Oldham

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V.8

June 2019

Foreword

Oldham's ambition is for a place where children and young people thrive. A key element in the delivery of that ambition is to ensure that children and young people are safe and feel safe, in their families, their homes, their schools and places of learning and in their communities. By working in effective partnerships – local families, local communities and local services – we aim to ensure that the children and young people of Oldham enjoy the best start in life, with their safety at the centre of our collective ambition.

The Oldham Strategic Safeguarding Partnership has been developed by Oldham MBC, Greater Manchester Police and the Oldham Clinical Commissioning Group to ensure that all children and young people in the area get the safeguarding and protection they need in order to help them to thrive. The partnership will provide leadership and accountability for the promotion of children and young peoples' well-being and the prevention and protection from harm. The partnership will promote a child-centred approach to safeguarding, listening to children, empowering families and, where needed, providing services that are professional, evidenced-based and effective. The partners will continuously strive to improve and challenge each other to learn the lessons from daily practice.

Safeguarding is everyone's business and the Oldham safeguarding partnership will provide lead responsibility in demonstrating what this means for all people and professionals living and working in the local community.

Add signatures from Carolyn Wilkins/ Ian Hopkins/ Neil Evans

Introduction

The Children and Social Work Act 2017 requires the three lead statutory agencies (local authority, police and local clinical commissioning group) to put in place revised safeguarding multi-agency arrangements by September 2019. These arrangements need to engage all relevant local agencies for the purpose of safeguarding and promoting the welfare of children in the area.

For many years the partner agencies in Oldham have coordinated their preventative and protective roles and responsibilities via the Oldham Safeguarding Children's Board. This Board has, over time, delivered effective and efficient safeguarding strategies and responses, many of which have been innovative and commanded the attention of national audiences. The record of the Board can be seen in its annual reports which are available on the website (www.olscb.org) and the strategic aims of the Oldham partners will transcend the transformation of governance responsibilities for safeguarding.

The Oldham Safeguarding Partnership will be introduced on 29 June 2019 followed by an implementation period of three months. The Oldham Safeguarding Children Board will cease to operate on 29 September 2019.

Vision and Aims

The vision and aims of the Oldham Safeguarding Partnership are those currently stated in the Oldham Strategic Safeguarding Plan 2018-2021. While this plan was originally developed and signed off by local safeguarding partners under the Local Safeguarding Children's Board (LSCB) arrangements, the local partners continue to be committed to this vision and aims, demonstrating the continuity of their commitment to the safeguarding partnership, irrespective of change to governance structures.

The vision of the Partnership is:

"For everyone to work together to ensure that all children and young people
are safe and feel safe within their homes, schools and communities,"

Over the period to March 2021 the strategic aims of the Partnership are to ensure:

- Excellent practice is the norm across all practitioners in Oldham
- Partner agencies hold one another to account effectively
- There is early identification of new safeguarding issues
- Learning is promoted and embedded
- Information is shared effectively
- The public feel confident that children are protected

We need to ensure that all relevant parties continue to effectively participate in the new partnership arrangements and sustain their commitment to keeping the children and young people of Oldham safe and their contribution to enabling them to thrive. Prior to implementation of these revised arrangements a workshop will be convened of all relevant local safeguarding partners to review:

- The aims of the revised Partnership arrangements
- How Partnership working under the revised arrangements will differ from the working relationships under the LSCB
- Any revision to the statement of the vision and values of the Partnership required as a consequence.

The Local Context

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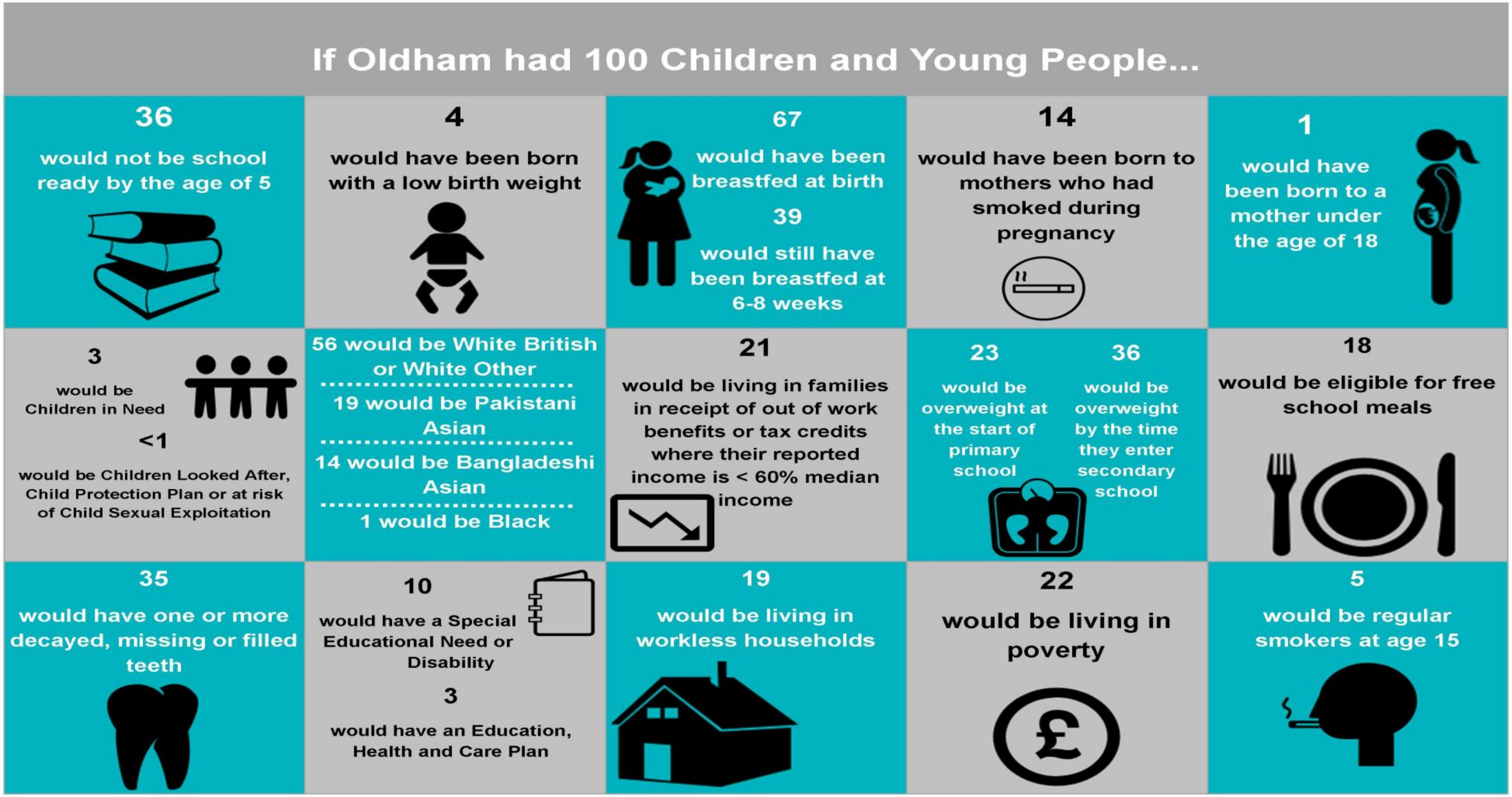

These revised arrangements for safeguarding apply to the geographical area of the Metropolitan Borough of Oldham. We will ensure that these new arrangements are able to monitor the nature, extent and prevalence of safeguarding need within this geographical area and the initiatives services and outcomes provided to children, young people, their families and their communities by the contributors to this safeguarding partnership.

Oldham forms one of the ten local authority areas that comprise the Greater Manchester conurbation. Oldham will continue to work closely and collaboratively with its counterparts on both a regional and sub-regional basis. In particular, Oldham will actively participate in the initiatives of the Greater Manchester Combined Authority, particularly with respect to the Greater Manchester Safeguarding Standards Board and the Greater Manchester complex safeguarding initiative.

Understanding the context of life in Oldham for children, young people and their families is a fundamental point of departure for the safeguarding partners.

The voices of children and families

The new partner arrangements will seek to improve our ability to listen to children and young people as to their concerns and aspirations and how their safety might be compromised. The Make Your Mark survey in 2018 revealed the following top priority concerns for Oldham young people:

- Community safety
- Mental health
- Employment opportunities
- Combating homelessness

We need to be responsive to these findings and demonstrate that we are making an impact on the concerns of children and young people. The new arrangements will facilitate improving the partnerships communication with children and young people with the introduction of a new young people’s safeguarding group. This group, which will be a formal component of the partnership, will be developed over the coming twelve months learning from the best practice of other Safeguarding Partnerships across the UK. In addition to providing the partners with information on children and young people's emergent safeguarding concerns, the group will also provide scrutiny and challenge to the practices employed by the statutory partners and the relevant agencies.

These new arrangements will be in addition to the meetings already convened with the Oldham Youth Service and with the Oldham Children in Care Council.

Safeguarding Partners

The statutory partners responsible for the safeguarding arrangements under the Oldham Safeguarding Partnership are:

- Oldham Local Authority
- Oldham Clinical Commissioning Group (CCG)
- Greater Manchester Police

All three safeguarding partners have equal and joint responsibility for local safeguarding arrangements. In situations that require a clear, single point of leadership, all three safeguarding partners will decide who would take the lead on issues that arise.

The lead representatives for Oldham's Safeguarding Arrangements are the Chief Executive of Local Authority, who is also the Accountable Officer for the Clinical Commissioning Group; and the Chief Constable of Greater Manchester Police.

The lead representatives have opted to delegate their functions to the following Senior Officers:

- Director of Children's Services (DCS) –Local Authority
- Executive Nurse – Clinical Commissioning Group
- Oldham Divisional Commander – Greater Manchester Police

Whilst the lead representatives may delegate their functions they remain accountable for any actions or decisions taken on behalf of their agency.

Relevant Agencies

Organisations designated as “relevant agencies” are those organisations and agencies whose statutory involvement in safeguarding the Partnership considers to be required to effectively safeguard and promote the welfare of local children (Working Together 2018 p.75). The “relevant agencies” to which these safeguarding arrangements apply is included at **Appendix A**. All organisations that were previously members of the Oldham Safeguarding Children Board at the point of the new safeguarding arrangements being implemented have been named as relevant agencies, alongside some additional nominees (eg the ambulance service). This ensures that the valuable contribution of those organisations to safeguarding work will continue to be taken forward collaboratively.

Designated “relevant agencies” will:

- Have appropriate safeguarding policies and procedures in place
- Regularly report on the operation of these policies and procedures as required by the local Partnership (eg by way of Section 11 returns
- Be aware of the safeguarding priorities of the local Partnership, as contained in the Partnership annual business plan, and contribute to the meeting of those priorities as appropriate to their role and remit
- Have the opportunity to commission support from the statutory partners to enable the delivery of their safeguarding responsibilities to the local Partnership

Responsibility for communicating with “relevant agencies” on the above issues will be assigned to nominated “leads” drawn from the membership of the Strategic Partnership. The list of “relevant agencies” wil be review by the local Partnership annually.

Schools and education establishments

As stated in Working Together 2018,

“Schools, colleges and other educational providers have a pivotal role to play in safeguarding children and promoting their welfare. Their co-operation and buy-in to the new arrangements will be vital for success…..
The safeguarding partners should make arrangements to allow all schools (including multi academy trusts), colleges and other educational providers, in the local area to be fully engaged, involved and included in the new safeguarding arrangements

Particular consideration has been given to the role of education providers' engagement with the new governance arrangements for safeguarding and Oldham's Safeguarding Partners have chosen to name all schools, academies, colleges and education providers in Oldham as relevant partners. The Local Authority's Director of Education, alongside nominated representatives from Primary, Secondary, Special Education and Further Education will continue to be key members of the Safeguarding Partnership with a specific remit of ensuring effective communication of the Partnership's business to their peers throughout the local education sectors.

Residential homes

Residential homes for children and young people operating in Oldham will be required to become relevant agencies under the revised safeguarding arrangements. The Local Authority will use its commissioning structure and the residential manager's forum to communicate safeguarding concerns and issues to and from the residential care community.

Information Governance

An evaluation has been undertaken to audit the current status of data control and data sharing between the statutory partners and relevant agencies in Oldham. The statutory partners and their safeguarding stakeholders will comply with relevant legislation and regulation in relation to using data and intelligence. The Greater Manchester Information Sharing Procedures will provide the framework for information sharing. A local data transfer agreement and information sharing agreement will be in place in time for the implementation of the new arrangements. Each statutory partner will continue to be responsible for receiving information requests relating to their agency and considering exemptions under the relevant legislation. The communication of responses to requests, however, will be coordinated by the partnership to the inquirer.

Partnership arrangements

The organisational structure for the Oldham Safeguarding Partnership is included as **Appendix B**.

Whilst Oldham will retain distinct children's safeguarding arrangements there is a strong desire from partners to closer align these new arrangements with those of other strategic partnerships including Oldham Safeguarding Adults Board, Children and Young People's Partnership Board, Health and Wellbeing Board and the Community Safety and Cohesion Partnership. Chairs of these Boards and Partnerships will meet as required to share safeguarding concerns and issues that affect their remit.

In order support this closer working relationship between the Oldham Safeguarding Children's Partnership and the Safeguarding Adults Board the partnership has identified a series of cross-cutting subgroups to deliver on shared priorities (which are outlined below).

The Local Authority and CCG will convene a safeguarding scrutiny and accountability forum that will meet quarterly to review both the children and adults safeguarding agenda. This forum will be chaired by the Chief Executive of the Local Authority and CCG and comprise the independent chairs of the children safeguarding partnership and adult safeguarding board, the Executive Nurse of the CCG, the directors of children and adults services, the lead members for children and adults services and their opposition counterparts.

Safeguarding Children Strategic Partnership:

The Strategic Partnership will be responsible for setting the strategic aims and priorities of the Oldham safeguarding children partnership, agreeing and monitoring the partnership budget to deliver on those aims and priorities, monitoring the performance of the partnership, holding partners to account, providing scrutiny and challenge.

It will be chaired by an Independent Chair and will have the following partnership representation:

- Director of Children's Services - OMBC,
- Director of Social Care and Early Help - OMBC
- Executive Nurse – CCG,
- Designated Doctor – CCG,
- Designated Nurse – CCG,
- Superintendent – GMP,
- Lead Cabinet Member - OMBC
- Director of Education - OMBC
- Director of Public Health - OMBC
- Secondary Head teacher,
- Primary Head teacher,
- Special school representative
- Further Education representative
- Voluntary Sector representation
- Lay member

The Safeguarding Children Strategic Partnership will meet on a bi-monthly initially leading to quarterly once the revised arrangements have been embedded.

Oldham Strategic Safeguarding Forum

This forum will support the identification and prioritisation of cross-cutting safeguarding concerns that affect both vulnerable children and adults and require a coordinated response. This forum will bring together the following key leads to meet twice a year:

- Independent Chair of the Children's Partnership
- Independent Chair of the Safeguarding Adults Board
- Director of Children's Services – OMBC,
- Director of Adult Services – Oldham Cares,
- Executive Nurse – CCG,
- Superintendent – GMP.

Children's Safeguarding Executive Group

The Children's Safeguarding Executive Group will report directly into the Safeguarding Children Strategic Partnership and will be responsible for the development and delivery of the partnership's annual business plan and overseeing and monitoring the work of the sub-groups to deliver on the partnership business plan. The Executive Group will be chaired by one of the statutory partners that sit on the Strategic Partnership Group.

This group will have the following representation:

- Designated Nurse – CCG,
- Designated Doctor – CCG,
- Director of Children's Social Care and Early Help - OMBC,
- Chief Inspector – GMP,
- Director of Youth Justice Service,
- Assistant Director of Nursing Safeguarding - Northern Care Alliance,
- Head of Children's Services - Pennine Care,
- Local Authority Designated Officer (LADO)
- Director of Safeguarding Services – Bridgewater Community Healthcare NHS foundation trust
- Schools and further education representation,
- Senior Manager – Turning Point,
- Assistant Chief Officer - National Probation Service,
- Interchange Manager - Community Rehabilitation Company,
- Service Manager - CAFCASS,
- Inter-Faith representative
- Third Sector representative

The Executive Group will meet on a bi-monthly basis. The group will report to the Safeguarding Children Strategic Partnership on a bi-monthly basis initially and a quarterly basis once the new arrangements have been fully embedded.

Children-specific sub-groups

These would be a combination of groups that perform a particular statutory function and/or reflect a priority issue on which the Partnership wishes to see development. These groups would comprise representatives of the wider local children's partnership and would be reviewed annually as part of the business planning process. In year one they will comprise the following:

1. Child Safeguarding Practice Review:
   This group will be responsible for the consideration of serious incidents and/or child deaths which have occurred as a result of abuse or neglect, as per Working Together 2018 guidance. The group will undertake rapid reviews within 15 working days and will lead on the completion of any local safeguarding practice reviews. This group will also act as the co-ordination group for any national safeguarding practice reviews. Oldham's rapid review process is part of a Greater Manchester initiative (led by Salford as an early adopter) to ensure a consistency of approach across the GM safeguarding partnerships.

2. Learning and Improvement:
   This group will lead on the learning and improvement activity of the Partnership. This will include undertaking multi-agency case evaluations, monitoring partner agency compliance with Section 11 responsibilities, collating and providing analysis of partnership performance data.

3. Policy and Procedures:
   Oldham Safeguarding Partnership will continue to adopt pan Greater Manchester policies and procedures. The role of the local policy and procedures group will be to support the maintenance and review of Greater Manchester safeguarding policy and procedures; to review the effectiveness of policies and procedures as directed by Child Safeguarding Practice Reviews and learning and improvement activity, and make recommendations for modifications as required. The policy and procedure sub-group will lead on guidance on information sharing, but all sub-groups will need to be mindful of the implications of information sharing, current practice and standards and how improvement can be attained.

4. Safeguarding and Well-Being in Education:
   This existing subgroup will continue to report directly into Oldham Safeguarding Partnership and Oldham Education Partnership.The primary role of this group is to support schools, academies, colleges and other educational establishments in their work to raise standards and drive forward the safeguarding and well-being agendas in those settings

Cross-Partnership subgroups

These groups would comprise representatives of the Children and Adults Safeguarding Partnership/Board in the main and would be progress initiatives identified and agreed by the Oldham Strategic Safeguarding Forum. In year one they will comprise the following:

1. Transitions:
   The key function of this group will be to review and evaluate the effectiveness of the arrangements for transition of young people in the context of the following services: criminal justice, mental health, substance misuse, education, social care; and to develop an action plan where appropriate to support the improvement of safeguarding within the context of these transition arrangements.

2. Training and Workforce Development
   This group will see the merger of two existing training subgroup to form a single Training and Workforce Development subgroup. The function of this group will be to develop a multi-agency safeguarding training needs analysis, design and implement a multi agency safeguarding training calendar; co-ordinate a multi-agency training pool and monitor the impact and effectiveness of multi-agency training on safeguarding practice.

3. Complex and Contextual Safeguarding:
   This is a new priority group for both children and adult safeguarding partners. Bringing together the various strands of complex and contextual safeguarding this group will develop a coordinated complex and contextual safeguarding strategy and action plan and oversee its implementation and impact on improving outcomes for children and young people.

4. Early Help and MASH

This group will offer multi agency oversight to two areas of operational practice. Firstly the group will monitor the safeguarding implications in the roll-out of the revisions to Oldham's Early Help offer and secondly the group will monitor the response to the safeguarding issues identified by the MASH and support performance improvement and development.

5. MCA and Liberty Protection

   In the summer of 2018, the government published the Mental Capacity (Amendment) Bill which proposes reform to the current arrangements for deprivations of liberty to cover 17-18 year olds. At present the Bill is still being debated in Parliament. Once the Bill has been finalised the function of this group from a children's perspective will be to consider the implications of the Mental Capacity Act and the revised arrangements for liberty protection as they affect those 16 years+.

6. PR and Communications:

   This is an existing joint subgroup of the Children and Adults Safeguarding Boards which will be retained under the new arrangements to develop a communications strategy with respect to the work of the Oldham safeguarding partnerships; to support the communication platforms used by the partnerships to communicate with key stakeholders (eg social media, website); and to manage media related queries with respect to the safeguarding partnerships.

7. Domestic Abuse:

   The Domestic Violence and Abuse Partnership (DVAP) is an existing partnership group which has its governance with the Community Safety and Cohesion Partnership. Both Safeguarding Boards made the decision to devolve responsibility for safeguarding in relation to children and adults to this partnership thus ensuring a coordinated strategic response to this high priority issues. The role of this group is to oversee the implementation and impact of the safeguarding requirements of the Oldham domestic abuse strategy and action plan. The DVAP will continue to report to both Safeguarding Partnerships on a bi-monthly basis.

Measuring Performance and Impact

In order to ensure that we are effectively delivering on our statutory responsibilities we will use the following key standards to measure our performance:

1. **Outcomes for children and young people**
   The Partnership can demonstrate that the development of safeguarding culture is a key operational and strategic goal for all partners.

2. **Participation**
   The Partnership actively engages with children and young people, using what it hears to continually inform policy, strategy and forward planning. The Partnership actively engages with safeguarding stakeholder groups using what it hears to continually inform policy, strategy and forward planning.

3. **Vision, Strategy and Leadership**
   The Partnership has access to a wide range of high quality data and information which feeds into policy, strategy and forward planning. The Partnership has a clearly defined, easily accessible and well-communicated strategic plan, which includes clear leadership roles for the implementation of required objectives and milestones.

4. **Working Together**
   The Partnership can demonstrate the participation and engagement of all stakeholders in the annual business plan. The Partnership actively promotes strong collaborative working arrangements between themselves, local safeguarding stakeholders and related partnerships and boards.

5. **Resource and Workforce Management**
   The Partnership is resourced to fulfill its legal responsibilities and manages those resources effectively. The Partnership and its stakeholders have clear lines of responsibility and accountability for the identification and response to safeguarding risks and needs and the delivery of quality services. The Partnership facilitates the delivery of suitable learning opportunities for the staff of Partners and local stakeholders on safeguarding policies, procedures and priorities.

6. **Service Delivery and Effective Practice**
   The Partnership defines key indicators and business reports that are used to measure the performance of safeguarding stakeholders' services in relation to risk prevention, the promotion of well-being and intervention in situations of concern. The Partnership can clearly demonstrate that assurance mechanisms are in place to monitor the effectiveness of safeguarding activity and the practice of stakeholders. The Partnership publishes an annual report that clearly and honestly details how effective the work of the Partners and their stakeholders has been.

7. **Commissioning**
   The Partnership can demonstrate that it receives assurance from the Partners and their stakeholders that they are commissioning safe services and that they have the means to act where this may not be taking place. The Partnership effectively commissions local safeguarding reviews and, where applicable, other review and assurance processes.

8. **Improvement and Innovation**
   The Partnership is committed to continuous improvement in its policies, strategies, service priorities and evaluations of outcomes.

Independent Scrutiny Arrangements

Working Together to Safeguard Children 2018 requires that the safeguarding partners ensure that the scrutiny is objective, acts as a constructive critical friend and promotes a drive for continuous improvement. The role of independent scrutiny is to provide additional assurance in judging the effectiveness of multi-agency arrangements to safeguard and promote the welfare of children and young people in the local area, including the arrangements to identify and review serious child safeguarding cases.

Independent scrutiny in Oldham will be activated around three safeguarding domains:

1. Operational Practice (individual case basis, teams and units of management, partner and other stakeholder organisation)
2. Partnership Working (within and between the Statutory Partners, between the Statutory Partners and other local stakeholders, between the Statutory Partners and children and young people, their families and local communities)
3. Regional and Sub-regional Working (between the local Statutory Partnership and relevant offices of the Greater Manchester Combined Authority, between the Oldham Partnership and other Partnerships in the GM conurbation)

A wide variety of method and mechanisms will be employed to secure independent scrutiny and careful consideration will be given to ensuring their applicability to the relevant domain to be addressed. These methods and mechanisms will include:

1. Quality audit
2. Peer review

3. Rapid reviews
4. Multi-agency concise review
5. Commissioned reviews/evaluations
6. Child safeguarding practice review
7. Single agency inspections
8. Joint Targeted Area Inspections
9. Independent Reviewing Officer role
10. Independent Chair of the Strategic Partnership role
11. Lead member for children's services role
12. Annual Partnership Development Day
13. Young People's Safeguarding Group
14. Council /CCG Joint Scrutiny and Accountability forum
15. GM Complex Safeguarding Executive
16. GM Standards Board

The annual report of the Partnership will contain a section on independent scrutiny, the domains that have been addressed in the reporting period, the methods and mechanisms employed and the outcomes reached,

Resources and Infrastructure

The infrastructure of the Partnership will be supported by a Safeguarding Partnership Business Unit. This will consist of a Partnership Business Manager, Partnership Training Consultant, Partnership quality assurance officer, and Partnership Business Support Officers. The Business Unit will provide support to the business meetings of the Safeguarding Children Strategic Partnership, the Safeguarding Children's Executive Group and the Children's Partnership sub-groups. This will include facilitating the dissemination of reports, reviews and evaluations undertaken on behalf of the Partnership.

The Partnership Business Manager will co-ordinate the development of the Partnership annual business plan and the Partnership's annual report. The Business Manager will also oversee the progress of the Partnership business plan by the sub-groups and support regular reporting at all levels of the partnership structure. In addition the business manager will maintain links and joint working arrangements with other partnerships and Boards.

Funding

The statutory safeguarding partners have agreed that the budget for the operation of the Partnership in 2019-20 will be on the same basis as that for 2018-19. This will be the subject of review in the light of further information and advice being made at either GM or governmental level.

The current budget contributions are as follows:

Schools and Academies	£110,000
Probation (National and CRC)	£3289
CAFCASS	£505
Traded Services Income	£58,901
Positive Steps	£5,050
TOTAL FOR RELEVANT AGENCIES	£177,745
3 Statutory Safeguarding Partners	£170,231

TOTAL CONTRIBUTIONS	£347,976

Escalation and the Resolution of Disputes

All agencies participating in the Oldham Safeguarding Partnership will be subject to the Greater Manchester Safeguarding Procedures, including the “Resolving Professional Disagreements/Escalation Policy.”

When a disagreement arises between two agencies they should seek to meet and try to find a satisfactory resolution. Where the disagreement cannot be resolved or involves a more complex set of partner agencies the full Safeguarding Partnership meeting should seek a resolution. Where necessary the three statutory safeguarding partners will have primacy in determining a resolution to the disagreement. If there is a disagreement between the statutory safeguarding partners, then the Independent Chair should be asked to mediate and negotiate a resolution.

Thresholds

A revised statement of thresholds for safeguarding and a continuum of need document under the auspices of the Oldham Safeguarding Partnership is in the course of preparation. This will be implemented once the revised partnership arrangements have been put into effect.

Continuous Improvement

The Partnership is committed to continuous improvement both across the workforce of the statutory partners and those of the relevant agencies it seeks to work with. A key element of this commitment is the staff training and development programme which adopts a multi-agency approach for professionals working at both a strategic and operational level to achieve better outcomes for children and young people. The training aims to enable staff to effectively safeguard children across organisational boundaries. Current priorities of the programme reflect the Partnership's business plan for 2019-20 and include a focus on domestic abuse, trauma, contextual safeguarding and neglect.

The learning and improvement sub-group will lead on continuous improvement for the Partnership, seeking data, intelligence and audit findings to evaluate the effectiveness of safeguarding services for children and young people in Oldham. The sub-group will be responsible for analyzing multi-agency safeguarding performance data and the findings from case reviews to inform the Partnership of relevant trends in safeguarding performance, risks to the attainment of the Partners' business priorities and emergent safeguarding needs that require a response from the Partnership. The sub-group will:

- Be drawn from across the statutory partners and local relevant agencies, including staff from early help services
- Conduct audits informed by the Partnership priorities, data intelligence and the findings from case reviews (local and national)
- Undertake audits on both a single and multi-agency basis and include annually at least one 'deep dive' in addition to 'dip dives'
- Receive single agency audit reports and performance reviews and challenge their conclusions where merited, and identify any significant issues that need to be monitored and/or raised to the Strategic Partnership or Executive Group
- Develop and monitor action plans resulting from performance data analysis and audit and ensure that such action plans are completed in a timely manner
- Identify whether or not practice has changed as a result of completed action plans, using performance data or re-auditing where required.

Transition and Review of Arrangements

The Partners recognise that time will be required to transition from the culture of the Oldham Safeguarding Children Board to that of the Oldham Safeguarding Children Strategic Partnership. A programmed approach has been scoped for the 12 months of the business period 2019-20. This will include the following milestones:

June 2019	Publication of the revised arrangements in Oldham Submission of the revised arrangements to the Department for Education
July – August 2019	Transfer for LSCB data and documents to the new Safeguarding Partnership
July 2019	Final Oldham LSCB meeting
September 2019	New Safeguarding Arrangements commence First Safeguarding Children Strategic Partnership meeting will be held Launch of stakeholder events
March 2020	Evaluation of the first six months of the new arrangements with recommendations for any necessary changes
April 2020	Partnership business plan 2020-21 to be produced, incorporating any changes to the arrangements arising from the evaluation

Appendix A – Relevant Agencies

The statutory safeguarding partners will name the following as "relevant agencies" to the Oldham Partnership:

- Maintained schools
- Academies
- Independent schools
- Further education establishments
- Residential homes for children
- Northern Care Alliance
- Pennine Care
- CRC
- NPS
- Turning Point
- Oldham voluntary, community and faith partnership
- Public health
- Bridgewater Community Healthcare NHS foundation trust
- North West Ambulance Service
- Positive Steps (including Youth Justice Service)
- CAFCASS
- Greater Manchester Fire and Rescue Service

Appendix B – New Safeguarding Partnership Structure

Annexe B.docx

Report to CABINET

Oldham Council

Request for an extension to the Right Start service contract provided by Bridgewater Community Healthcare NHS Trust

Portfolio Holder:
Councillor Chauhan, Cabinet Member Health and Social Care

Officer Contact: Rebekah Sutcliffe, Strategic Director for Reform

Report Author: Katrina Stephens, Director of Public Health
Ext. 8686

24th June 2019

Reason for Decision

The value of this contract requires a decision to be taken at Cabinet

Executive Summary

The early years period has a critical influence on future outcomes throughout life. The provision of high quality, effective services, which support local residents at this critical time is therefore a priority. In recent years progress has been made in integrating public health and education services to provide a joined-up offer for families. As we further develop the model of children's services provision in Oldham there are opportunities to consider how we can more effectively join up community, health and care services as part of a place-based model to create a more seamless offer for children and families.

Cabinet passed a key decision on 15 December 2018 to extend the current contract for the delivery of Oldham's integrated early years offer – Right Start Service, up to 31st March 2020. The agreement was for a one year extension at the same contract value.

Bridgewater have informed the Council that the one year extension at the same price is not a viable option for them therefore a new decision is needed about the future of the contract.

Recommendation
Cabinet are asked to approve a two year extension of the contract (from 31 March 2019) at increased value of £240,360 per year, taking the annual contract value to £7,429,784, plus any additional income received from Department of Health and Social Care for NHS staff pay awards.

Request for an extension to the Right Start service contract provided by Bridgewater Community Healthcare NHS Trust

1. **Background**

1.1. On 1st April 2016 the new integrated delivery model for Oldham Early Years Offer – Right Start and School Nursing Service was brought together from a number of providers into a single service delivered by Bridgewater Community Healthcare NHS Trust, for the period 1st April 2016 to 31st March 2019 with an option to extend for up to two years. The Right Start service aligns to the GM Early Years Delivery Model and also delivers a number of mandated/statutory functions for Public Health and Education.

1.2. The Right Start Service for Oldham has been developed and aligned to the Greater Manchester (GM) delivery model for Early Years, an approach that Oldham was already testing prior to commissioning the integrated service and was instrumental in shaping from the start. It should also be noted that since the implementation of the Oldham model there has been significant interest both across GM and nationally, with attendance at a number of conferences and/or visits to other local authorities.

1.3. The service entitles families with young children from conception to five years to a set of universal and targeted evidence based services, through the eight stage integrated assessment model and corresponding pathway of intervention. This enhances the statutory elements of the health visiting service and uses children's centres as the vehicle to deliver the core universal preventative service for children and young people alongside schools and early years settings.

1.4. This service is delivered on a block contract basis across the two lots, funded through the Public Health budget.

Lot 1 Right Start Early Years - £6,189,424
Lot 2 School Nursing Service – £1,000,000

There is also a budget retained by the council for the provision of running the children's centre buildings approx. £260k. The current provider occupies the children's centres via the provision of a license agreement aligned to the contract period.

1.5. Over the course of the current contract period the provider has worked to achieve the integrations of the staff and functions across the service, whilst maintaining the required level of performance

1.6. In December 2018 a one year extension to the contract with Bridgewater was agreed. This was set at the same annual value as the previous contract (£7.189m), with no uplift to account for increasing costs faced by the provider due to inflation or additional service demands, particularly around safeguarding. It should also be noted that a saving of £1.27m was realised when this was commissioned as an integrated service in April 2016. The financial challenges this posed to the provider and the risks this presented were highlighted in the paper to Cabinet in December 2018.

2. **Current Position**

2.1. It is recognised that costs of delivery of the service have increased due to inflation, and additional elements being added to the contract with no further funding attached, including a senior NHS safeguarding post; and administration costs associated with digitisation of all child health records. These factors amount to a real-terms reduction in funding for the service over the contract period, and into the current one year extension which has been agreed by Cabinet.

2.2. Bridgewater have highlighted these factors to commissioners and informed us that the current one year extension at the same price is not a viable option for them and they will not be able to proceed with these arrangements. Discussions and negotiations have taken place between commissioners and Bridgewater to reach a fully informed and reasonable proposal for required funding uplifts and objectives going forward. This has included taking into account the additional safeguarding pressures that the service has seen but also additional management requirements of delivering the complexities of an integrated model in an environment where there are high levels of need and significant system changes taking place.

2.3. Ongoing discussions between Bridgewater and commissioners have highlighted: Bridgewater's acceptance that they are unlikely to continue to be the provider of these services in Oldham in the longer term; intentions to work with the Council and CCG to ensure a smooth transition to new provider arrangements; and Bridgewater's willingness to work in partnership with Oldham Cares to continue to transform the service and reduce costs. This is demonstrated in a dedicated Director of Transformation post within Bridgewater who will now work across Oldham to ensure the best possible arrangements for this transition are put in place and that this happens in a timely manner dictated by the needs of Oldham (potentially before the end of the second year of the contract extension).

3. Points to Consider

3.1. The service has good performance around mandated visits and reviews taking place with rates higher than regional and national averages and continuing to improve throughout 2018/19; and there have been substantial improvements in 0-5 oral health outcomes. There are, however, a number of challenges around the main outcomes that the service works towards, including breastfeeding rates and child development, but there is significant work underway to provide additional support and improve performance.

3.2. The service has shown a good response to areas of increasing demand such as the number of children on the Right Start Additional Needs team caseload, which increased by 44% between Q3 in 2017/18 and Q3 in 2018/19 (from 111 to 160). The service has now appointed four SEND practitioners to respond to this. Compliance of the service with assessment and contact milestones has improved throughout the last year, particularly the proportion receiving on-time 12-month and 2-year reviews, which have increased by 7%. There are a number of challenges though including the large increase in demand for safeguarding support from the service; and timely completion of health assessments for Looked After Children (LAC), which have failed to meet some targets.

3.3. The Right Start service has reported increased and unprecedented demand in relation to their high need / children at risk caseload. The service is also involved in a number of Serious Case Reviews which generates additional demand. These increases are significantly higher than the other boroughs Bridgewater currently work in. They have realigned a front line health visitor to support the safeguarding nurse team in light of this, but this has an impact across the service.

3.4. Since the one year extension was agreed at Cabinet, the Department for Health & Social Care (DH&SC) has confirmed that additional funding will be made available for uplift in salaries for staff who are currently on NHS Terms & Conditions, including those in commissioned services. This has significantly reduced the additional financial resources required from the council (£96k) for the first year of the contract extension.

3.5. The workforce in this service have undergone complex and challenging restructures to ensure delivery of the integrated Right Start and school nursing service. The effective structures this has created, as well as additional resource from Health Education England to recruit and train five student health visitors and five student school nurses, will be further disrupted if medium-term arrangements to provide some stability over the next two years are not put in place and if a smooth transition is not agreed.

3.6. The transformation we are working towards with the Right Start service is in the context of wider changes across Children's services in Oldham including implementation of new model for children's social care; the transfer of children's community health services to Northern Care Alliance; the planned development of the Oldham Family Connect model; and responding to the recent Local Government Social Mobility Early Years peer review. The future of this contract is interconnected with these developments and therefore this two year extension, with potential flexibility to finish earlier, allows us to align all of these wider pieces of work towards a fully integrated system.

3.7. The Local Government Social Mobility Early Years peer review highlighted that establishing the Right Start integrated model was a bold step for Oldham and the model has the potential to facilitate and enhance integrated working. It also identified 'passionate and dedicated staff who are committed to doing a good job and making a difference for children and families'. The development of Oldham Family Connect will require Bridgewater to work closely with us during the contract term to effectively deliver the transformation to an improved place based offer.

3.8. Bridgewater is currently part of the Oldham Cares Alliance and support our work towards a single approach to commissioning health and care services to ensure transformation and improved outcomes. They have supported this process in Wigan, where they previously held the wider community services contract, and were integral to the development of system-wide integration and a smooth transfer of services out of the trust, into the ICS. This provides evidence that Bridgewater have been effective in working towards service transition in other areas.

4. Options

4.1. Accept Bridgewater Community Healthcare NHS Trust rejection of the one year extension and move to new provider arrangements with immediate effect

4.2. Approve a two year extension of the contract at increased contract value to account for increased service costs and demands. [This is the recommended option]

This is the preferred option as it will allow time to ensure a coordinated transition into alternative provider arrangements over the next 24 months, though efforts will be made to bring this timescale forward. This will include ongoing transformation of the existing service to reduce operating costs further; the ability to align to other transformation across the wider system; and time to prepare the market for tendering of a new model. This will be supported by the dedicated Director of Transformation for Oldham within Bridgewater.

In terms of service continuity, this option also provides stability for staff and service provision and also presents limited risk due to the regulations and fail-safes provided by NHS Improvement for NHS providers.

This option allows the opportunity to give 6 months notice to move to alternative provider arrangements if this becomes preferable prior to the end of the two year extension period.

Informal discussions with Bridgewater have indicated that they would be willing to accept a two year extension to the contract on the basis of £240,360 of additional funding per year for the two year period of the contract extension, as well as the salary contribution from DH&SC, on top of the current contract price in order to meet increasing costs and demands to enable them to deliver the service.

The value of this additional investment has been calculated on the basis of the following cost pressures being faced by the service which were not part of the original specification: increased service manager capacity over several functions of the service, particularly safeguarding; an additional safeguarding nurse to meet current demands; an existing senior safeguarding nurse which was added into the service with no additional funding attached; staff salary inflation increases; cost pressures relating to the move to digitisation of records and services. Negotiations and compromises reached with Bridgewater have significantly reduced the amount of funding they have requested by ensuring efficiencies are maximised and that all additional asks are for business critical aspects of the service.

5. **Preferred Option**

5.1. Approve a 2 year extension of the contract at increased contract value to account for increased service costs and demands.

6 **Recommendation**

6.1 Cabinet are asked to approve a two year extension of the contract (from 31 March 2019) at increased value of £240,360 per year, plus any additional income received from Department of Health and Social Care for NHS staff pay awards.

7 **Financial Implications**

7.1 In December 2018, Cabinet approved the renewal of the Bridgewater contract for a further twelve month period to March 2020. Bridgewater contacted the Council in February 2019 indicating the one year extension was not a financially viable option.

Further discussions have taken place between the two organisations and Bridgewater have indicated acceptance of a two year contract extension to March 2021 subject to additional funding.

7.2 Budgetary provision of £7.189m exists within the Public Health base budget to cover the original cost of the contract together with resources retained by the Council for the provision of running the Children's Centre buildings. There is no budgetary provision for the proposed contract uplift in the Public Health budget for 2019/20 (£240k) and 2020/21 (£240k) given current commitments, however, reserves are available to support the 2019/20 pressure. The implications for 2020/21 will be considered in the context of the budget setting process and may either increase the budget reduction target or alternatively be financed by reserves. (Jenny Howarth/Nicola Harrop)

8 **Legal Services Comments**

8.1 There is provision within Clause 2.2 of the existing Contract for an extension of the contract for a period or periods of up to 24 months. Rule 17.1 (a) of the Council's Contract Procedure Rules permits a modification of a contract where the original tendered contract contains clauses allowing for such modifications and lists the scope and nature of the possible modification and the conditions under which they may be used which do not alter the overall nature of the contract. (Elizabeth Cunningham-Doyle)

9. **Co-operative Agenda**

9.1 All Public Health services fully support and adopt the Council's cooperative values as they promote the active engagement of Oldham residents in the life of the community. This contract particularly promotes fairness and openness in terms of the services that it provides.

10 **Human Resources Comments**

10.1 None in respect of Council employees.

11 **Risk Assessments**

11.1 N/A

12 **IT Implications**

12.1 None

13 **Property Implications**

13.1 The current license agreements will need extending to align with contract end dates.

14 **Procurement Implications**

14.1 Provision exists in the original procurement exercise to extend this contract in line with the recommendations in this report. Strategic Sourcing therefore supports the recommendations in this report. The procurement team also recommends the following:

a. A clear KPI's must be agreed with the provider and the commissioning team manages and monitors KPI's.
b. A contract variation document must be agreed and includes full financial information such as rates we pay i.e. per hourly or daily; not just the financial envelope.
c. Set up a working group involving Procurement team at early stage ensuring no further requests will be made to extend these contracts in the future.
d. Ensure appropriate consultation is undertaken at pre-procurement stage with the provider market. (Mohammad Sharif)

15 **Environmental and Health & Safety Implications**

15.1 The provider organisation is expected to comply with all relevant legislation.

16 **Equality, community cohesion and crime implications**

16.1 The Right Start model has a key element about reducing health and learning inequalities in Oldham and the Children Centre footprint on which the model is physically based was devised with a focus on tackling deprivation.

17 **Equality Impact Assessment Completed?**

17.1 No

18 **Key Decision**

Yes

19 **Key Decision Reference**

SCS-03-19

20 **Background Papers**

20.1 Right Start Contract Award Report December 2018.

21 **Appendices**

21.1 None

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Report to CABINET

Oldham Town Centre Vision

Portfolio Holder: Councillor Sean Fielding, Cabinet Member for Economy and Enterprise

Officer Contact: Emma Barton, Director of Economy
Ext. 3106

Report Author: Roger Frith, Head of Strategic Regeneration and Development
Ext. 4120

24th JUNE 2019

Reason for Decision

To approve recommendations relating to the new / refreshed vision and priority areas for the regeneration of Oldham Town Centre.

Executive Summary

By 2035, Greater Manchester aims to be one of the world's leading sub-regions, driving sustainable growth across a thriving north of England. We want to ensure the sustainability of our town centre as a place to work, visit and enjoy: in addition, to be a place where our people can live are able to take maximum advantage of the services, shops, skills and training they need to enjoy an excellent quality of life.

This report provides an update on the vision for Oldham town centre: a vision that is aligned with national, regional and local strategic priorities and has a clear rationale, narrative and focus for everyone (residents, businesses, officers, stakeholders, politicians, partners *et al*) to embrace and own, to help drive forward the necessary changes through dedicated accountability and a strategic leadership.

The report also highlights the priority areas with an associated action plan, the processes through which the delivery methods will be assessed, and the potential decisions needed over the next twelve months in order to instigate the catalytic transformation of the town centre with the ambition for housing at its core.

Recommendations

Cabinet Members are asked to:

- Note and agree the new vision and priority areas for Oldham Town Centre.

- Note the new style / revised masterplan which allows options to be considered at each point in time, in alignment with local policy and opportunities which arise. It is envisaged that a more refined masterplan will be presented to Cabinet as projects / opportunities are developed, so that Members can continually review and retain control over determining the future land uses in the town centre, linked with key decisions for investment, opportunities for partnership work, and new developments in the town centre.

- Note and agree the criteria against which future developments will be assessed to ensure they are aligned to the agreed vision, and the governance that will be aligned with the RIBA stages.

- Note the anticipated decisions required for 2019/20 in support of project development and implementation.

- Approve the procurement of additional consultants and specialist advisors to the extent they are required for the delivery of the projects within the revised masterplan, and delegate to the Cabinet Member for Economy and Enterprise in consultation with the Director of Economy, the Director of Finance and the Director of Legal Services the negotiation and conclusion of any related appointments and associated documentation.

- Approve the use of Compulsory Purchase Order powers and appropriation powers in principle, subject to all regulatory constraints and further approvals.

- Approve the use of Compulsory Purchase Order powers and appropriation powers in principle on third party land, subject to all regulatory constraints and further approvals.

- Authorise the Director of Legal Services or their nominated representative to sign and/or affix the Common Seal of the Council to all the documents and associated ancillary documents referred to above and/or required to give effect to the recommendations in this report.

1.0 Background

1.1 The Changing Role of Town Centres

It is widely recognised that the role and purpose of town centres is changing at scale and pace, linked with convenience of out of town retail parks and shopping online in the comfort of your home, with next day delivery.

These changing habits and trends are impacting on national retailers across the country, as the reduction of cash transactions within town centre stores significantly reduces the viability of retaining the store, the building and the staff.

The cyclic impact of shops disappearing from the high street is changing the image and reputation of our town centres, and by association is resulting in negative perceptions linked with vulnerability, personal safety, anti-social behaviour, reduction in visitors, less jobs, more empty stores etc.

However, the future is in our hands … with requirements to reduce the amount of retail floor space available, this can provide opportunities for catalytic changes to meet the new ‘requirements’ and ‘demands’ being placed on our town centre.

Some stability can come from the provision of services (which can’t be purchased on the internet); public advice, health centres, dentists, hair dressers, chiropractors, solicitors, banks, post office etc. however, retail may still have a place in our town as a more recreational / leisure activity through window shopping (before going home to find an equivalent bargains online) and retail services (through the convenience of click and collect).

There are more important emerging needs for our town centre including requirements for more homes to be built at “affordable” prices, with the right housing mix to suit our local needs. Our town centre also needs a wider offer for social / leisure activities for families, for young professionals, for older generations, for our communities, especially during the twilight period (early evening after work 5-8pm), and into the night-time economy. All this needs to take place within walking distance, and with easy transport and access routes.

1.2 GM Focus on Town Centres

By 2035, Greater Manchester aims to be one of the world’s leading sub-regions, driving sustainable growth across a thriving north of England. We want to ensure the sustainability of our town centre as a place to work, visit and enjoy: in addition, to being a place where our people can live are able to take maximum advantage of the services, shops, skills and training they need to enjoy an excellent quality of life.

Powers and resources are being devolved to Greater Manchester to promote economic growth and the reform of public services. Substantial population, economic and housing growth is predicted over the next 10 years and a new Greater Manchester Spatial Framework (GMSF) will set out where this can be accommodated.

Our town centres are at the heart of our communities, but they are facing serious challenges. The growth of internet shopping and large out-of-town retailers has squeezed any town centres. We must help them adapt to changing markets and build on their strengths.
The very best towns and cities around the world have one thing in common – they are both people and quality focussed. Quality of place is paramount to thriving Town Centres: the Town Centre will become a place where people feel they belong, an exciting place where people can live, work and spend time. Quality design and attention to the public realm will be critical to this success.

The GM Mayor's Town Centre Challenge (TCC) commenced in the context of increasing concern about the future of town centres across the whole of the UK as the landscape of town centres is changing rapidly. The Mayor, working with each council, wanted to bring together housing providers, public and private landowners, developers, community groups and other key stakeholders in a concerted effort to support local councils to unlock the potential in town centres, particularly to deliver viable housing markets and sustainable communities.

As part of the TCC, all councils across Greater Manchester nominated a town to be part of the initiative. Oldham's TCC area is Royton town centre, to help accelerate the benefit realisation and delivery of the projects, linked with the profile and programme of works which accompanied the Mayor's TCC.

More recently, the Government agreed with the recommendations and announced in the Budget 2018 that a new £675 million Future High Streets Fund would be set up to help local areas to respond to and adapt to these changes. The Fund would serve two purposes: to support local areas to prepare long-term strategies for their high streets and town centres, including funding a new High Streets Taskforce to provide expertise and hands-on support to local areas, and to co-fund projects with local areas. The objective of the Fund is to renew and reshape town centres and high streets in a way that improves experience, drives growth and ensures future sustainability.

An expression of interest for the Future High Streets Fund was submitted on Friday 22 March for Oldham Town Centre. This opportunity has been sought to help build on the significant financial investment that has already taken place in the town to help realise the town's full potential and has a sustainable, resilient and thriving future. A decision to proceed to Outline Business Case is anticipated in Summer 2019.

1.3 Achievements to Date

We have already invested in our town centre and we have delivered range of projects to build upon recent big successes. The following list provides some high-level examples, but is by no means exhaustive of all the works / projects / programmes delivered to date:

- Redevelopment of the Old Town Hall to create new leisure and food/drink offers
- Improved connectivity with three Metrolink stops in the town centre
- Redevelopment of Parliament Square
- Redevelopment of Oldham Leisure Centre
- Integrated working across public sector - health / education / GMP
- Established heritage and culture offer
- Businesses retained / new businesses set up
- Continued strength of the high street – lower than average voids (empty units) and consistent footfall statistics
- Events programme – seasonal / annual – footfall growing
- Currently consulting on proposals for the Conservation area within the town centre

In the next 12 months, following previous approvals, we will deliver the following:

- **Oldham Museum and Archive (OMA):** due to start on site in October 2019
- **Princes Gate at Mumps: major new retail area and hotel** due to start on site autumn 2019, and at the same time planning application submission is anticipated for a residential development in this area.
- **Growth Deal (2): public realm improvements** to actively encourage more walking/cycling to, from and around the town centre, which will be on site and progressing throughout 2019/20.

1.4 A New Direction

In March 2018, Cabinet approved a masterplan for the town centre including a comprehensive delivery mechanism. A change in administration allowed for reflection, review and scrutiny of the proposals to determine the evidence, rationale and narrative for the proposals and help understand what the vision for "our town centre" was really about.

Extensive work was carried out to clearly define what was driving regeneration ambitions, and to ensure that a vision was in place that was alignment with national, regional and local strategic priorities. Following consultation with various stakeholders, partners, members and our local communities, as the vision emerged it became clear that a defined rationale, narrative and focus for everyone was required: a vision for everyone to embrace and own, and to help drive forward the necessary changes through dedicated accountability and a strategic leadership.

2.0 The Town Centre Vision: Moving Forward in 2019

This refreshed vision provides a collective action statement explaining how we can all best serve ***Our Town Centre***: the place we love and to help its people and businesses to thrive. This vision aims to renew our commitment to working even closer together with a renewed sense of purpose to help Oldham's residents and businesses access the opportunities and realise the ambitions they both aspire to and deserve within the town centre environment.

Our people have selfless spirit and a sense of pride that is immediately obvious, and innovation and enterprise are part of our DNA, and therefore we have a duty to ensure ***Our Town Centre*** provides a safe, living, working, visiting environment and atmosphere which supports the local economy and supports opportunities for our people.

Consideration is to be given to developing an inclusive economy for Oldham, a part of which will be influenced by the regeneration of the Town Centre. In a competitive market for private sector investment it is vital that Oldham continues to develop different models of investment to support sustainable employment and business growth and to take 'community wealth building' role, to encourage retention of income and wealth within the local economy.

This role as a 'community wealth builder' can be used to harness the potential of existing wealth, assets and institutions within a place and thus bring benefits for local economies and residents. In short, this is about maximising the impact of Council spend (both direct and indirect) to keep money in the local economy, to generate opportunities for local employment and skills development for residents of all ages.

This town centre vision seeks to nurture and create an environment where every Oldham child can truly aspire to be the best at whatever they choose to do. We know Oldham is a place where deep social and economic disadvantage still exists, and life can be a struggle for many, especially on the immediate boundaries of the town centre. We don't pretend there are any easy routes to resolving inequalities, but we are clear that our role is to challenge perceptions and assumptions that damage ***our town.*** Though this refreshed vision, we want to lead by example, support transformational change and embrace and celebrate our unique diversity and cultural base within our local communities.

To help achieve this, we all need to be ambassadors / champions who believe Oldham Town Centre's future is not pre-determined or inevitable, because the potential for lasting change is immense and this is what inspires and motivates us to do 'our bit' for 'our town', and we need to encourage others to do the same and join us in taking ownership. This co-operative borough is a great place with incredible assets – like our town centre - and only by working together can we make it even stronger and more resilient.

Through the review / refresh work for the town centre, we have identified a number of key building blocks / priority areas from which we can set foundations. Our Town Centre will therefore become a place that thrives, where our ambition for housing can be the catalyst for change.

The vision can be defined as '**Our Town Centre: a place that thrives' ... by:**

- building quality homes;
- providing opportunities to learn, develop new skills and gain employment;
- having a diverse culture, leisure and night time economy;
- attracting, retaining and growing businesses;
- ensuring a safer, healthier, and friendly environment; and
- ensuring it is green, clean and sustainable.

2.1 Priority Areas – Ambitions and Outcomes

Priority Area	Ambition and outcomes
1 - a place that thrives by building quality homes	Quality town centre homes that: • increase the population living in the town centre • increase the footfall in the town centre • increase the number of young people staying in the borough • give a wider choice of residential options for all • support an increase in the town centre leisure offer • decrease anti-social behaviour
2 - a place that thrives by exploiting opportunities to learn, develop new skills and gain employment	A quality learning environment that: • increases footfall in the town centre • increases healthy opportunities for young people to access in the town centre • provides a coordinated and successful town centre education campus • increases access to work experience and jobs • provides quality Lifelong Learning • provides strong links between education and business
3 - a place that thrives by having a diverse cultural, leisure and night time economy	A diverse culture and leisure offer that: • increases the footfall in the town centre • increases dwell time by people visiting the town centre • supports an increase in tourism opportunities • gives a wider choice of activity for all residents and visitors • provides the opportunity to make the town centre a destination of choice • helps lead to an increase in job opportunities • showcases our heritage assets within the town centre
4 - a place that thrives by attracting, retaining and growing business	Thriving business growth and retail core that: • increases job opportunities and skills • offers a quality shopping experience accessible to all • includes a One Public Estate hub in the town centre • increases investment in creative and digital sectors

	• increases the office and service sector space • supports an increase in residents earning the living wage • decreases the number of voids in the town centre • increases the footfall in the town centre • increases the numbers of SME's and independent businesses
5 - a place that thrives by providing a safe, healthy and friendly environment	A safe, healthy and friendly town centre that: • ensures a fully accessible town centre that is easy to navigate • increases public perception and enhances image • decreases the opportunities for crime to take place • increases dwell time • increases footfall • fully enable inclusive initiatives and events • decreases road traffic • enables Active Streets • increases the opportunities for Get Oldham Growing
6 - a place that thrives by being green	A green town centre that: • increases the access to integrated public transport • increases purposeful green and open spaces • has low carbon / zero energy building and energy supply • increases dwell time • increases footfall • sets a high clean street standard

2.2 Sequencing / Building Blocks

Whilst we are clear in our ambition for housing in the town centre, we need to look to the housing market to ascertain the viability of building houses in such large numbers, especially without an established housing market (which may suggest initially that this is not commercially viable). However, all options for delivery will be explored, and we are clear that housing and the other priority areas cannot exist in isolation.

The foundations of this refreshed vision and masterplan are established on fundamental basics, which we simply have to get right: these are linked with the town centre being a safer, healthier, friendly place, which is clean, green and sustainable. We also need to keep, retain and support our established business base (SMEs, independent traders, and our retail offer) to ensure our residents have access to jobs and services they need. We need to continue to be ambitious and fill the empty units, support and create new business opportunities, and bring inward investment into the town
Building on these foundations there are opportunities to review and enhance the established culture and leisure offers already in the town centre. We need to look to enabling more evening activities and opportunities to diversify the night time economy with more restaurants and a wider selection of leisure activities. We also need to build on the excellent educational offer based here in the town centre, to provide life-long learning opportunities which are aligned to ensure pathways through to employment.

The draft Oldham Housing Strategy 2019 seeks 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. The Strategy is purposefully bold and innovative to tackle the challenges that Oldham has had. The residential opportunities within the Oldham Town Centre will be intrinsically linked to the Housing Strategy and shaped by local people and stakeholders through engagement and consultation.

Similarly, the housing rationale is supported through the evidence base collated for the Greater Manchester Plan for Jobs, Homes and the Environment (previously known as the Greater Manchester Spatial Framework). This work has been consistently showing that Oldham is planning to meet it's housing need to support the local community, and in doing so, the town centre has to plat an active part in delivering a minimum of 2,000 new homes.

Through this revised town centre vision, work is on-going to test the housing market and understand whether there are opportunities for higher density housing in the town centre environment to help reduce the impact and concerns raised by other communities across the borough, where housing land allocations have currently had to include areas of greenbelt and open space to ensure we can meet the housing need identified.

2.3 Revised Masterplan

Whilst further work and decisions on land use (section 4.0) are required to draw up a full defined masterplan for the town centre, the potential uses and zones have been mapped out (appendix A). This allows members and stakeholders to visualise the opportunities present within the town centre and the scale of regeneration required to achieve the vision.

Whilst the majority of the likely development land within the revised Masterplan area is owned by the Council or other public sector partners, there are a number of smaller parcels owned by third party land owners. The Council may if negotiations with these owners are either protracted or the outcome is unsatisfactory, need to consider using its compulsory purchase powers to ensure that these lands can be brought forward for development in comprehensive manner. This could also apply to other lands within the wider town centre to improve connectivity and public realm if it becomes clear that some key property owners are unwilling to negotiate.

It is proposed therefore that the Council signals its intentions and commitment to ensuring that the comprehensive regeneration of the town centre is neither stymied nor delayed by protracted negotiations by approving the resolution above to support in principle the use of Compulsory Purchase Powers subject to further approvals for the regeneration of the town centre, and in consultation with affected owners and occupiers.

3.0 Communications

A full communications strategy is to be drawn up to support the new Oldham Town Centre Vision, to help change perceptions and raise awareness of the transformational change and opportunities emerging from and within the town.

Although this is a long-term project with an uncertain delivery order and milestones at this stage, a clear strategy will be needed from the outset to define and agree our key messages, stakeholders and target audiences, and to define our channels and evaluation methods to test its success and impact.

This strategy will seek to promote the Oldham Town Centre Vision to a range of important local, regional and national audiences to maximum effect. It will showcase how the town is evolving, the rationale behind the new vision, and seek to influence and interest a range of external audiences from investors to developers and homebuilders to potential new residents. It will also seek to engage and explain this vision to our current residents, businesses and partners, with a view to creating ambassadors and advocates for the plans.

The strategy will also be firmly aligned to the administration's priorities plus the wider corporate Communications Strategy currently under development.

4.0 Delivery of the Vision

With momentum, energy, drive and determination in abundance, there are exciting times ahead for Our Town Centre. To support this continued wave of regeneration, there are a number of decisions required in 2019/20 that will help to determine land use within the town centre and enable the next iteration of the masterplan and associated delivery strategy.

Whilst we are clear that we want more housing in the town centre, the location and numbers cannot yet be defined. Therefore, in support of the options identified to date, the following decisions are expected to be considered by Cabinet in 2019/20:

- Public Service accommodation requirements
- Market Offer
- Event space and enhanced cultural offer
- Hotel and conferencing offer
- Town Centre Homes
- Enhanced and complementary educational and skills offer

All options and business cases for project development, delivery and implementation will then reported back to Cabinet for further consideration and decisions on how to proceed.

In addition to the above decisions, other regeneration activity has been collated within action plans. These plans have been developed to deliver the ambitions and outcomes within the Priority Areas and are being developed in conjunction with key stakeholders to ensure buy-in from across the Council and beyond.

When interrogating options for delivery of the action plans it is proposed to include a new criteria / selection process alongside the standard Council options analysis (financial and legal). An assessment can then be made to test whether each option can be achieved to deliver the priority areas using the criteria below:

Option (examples)	***Vision Priority Areas***					
	Build Quality Homes	***Quality Learning Environment & Jobs***	***Diverse Culture, Leisure & Night-time Offer***	***Safe, Healthy and Friendly***	***Business Retention and Growth***	***Clean, Green and Sustainable***
Do Nothing						
Refurbishment 1						
Refurbishment 2						
New Build						

✓✓✓	Strongly capable of achieving the relevant priority area objective
✓✓	Moderately capable of achieving the relevant priority area objective
✓	Marginally capable of achieving the relevant priority area objective
X	Does not achieve the relevant priority area objective

4.1 RIBA stages for Capital Project Delivery

Delivery of the project will be in accordance with the RIBA Plan of Work, as summarised in Appendix B.

5.0 Consultation

5.1 Consultation has taken place with Cabinet and the Councils Executive Management Team to define what a thriving town centre means for Oldham. The Vision and Priority Areas have been developed following the consultation workshops.

6.0 Financial Implications

6.1 The total costs of the Vision will be dependent on the schemes that are developed and the methods of procurement and delivery routes chosen.

6.2 Resources are available within the Council's earmarked reserves (specifically from dividend payments from the Council's shareholding in the Manchester Airport Group).

6.3 The Finance Service will work with the Regeneration team to develop financial modelling for the capital and ongoing revenue costs as the Town Centre Vision progresses. (James Postle)

7.0 Legal Services Comments

7.1 External legal and other appropriate professional advice will be in place to supplement in-house advice and to support the delivery of the projects developed by the Council to support the vision and to assist in the discharge of its fiduciary duties in the exercise of its powers to progress projects.

7.2 All work carried out/advice given will be governed by and in accordance with the Council's Constitution.

7.3 Any contracts for the supply of works, goods or services made in the name of the council will need to comply with the Council's Contract Procedure Rules and all relevant EU regulations. All land transactions will need to comply with the Council's Land and Property Protocols. All financial transactions will need to comply with the Council's Financial Procedure Rules.

7.4 The Council has a power of general competence detailed in Section 1 of the Localism Act 2011. This is subject to not being enabled to do anything prevented by a prohibition, restriction or limitation by other laws. The power is widely drafted in legislation and the economic regeneration and stimulus arising from the proposals give scope for the use of the power. However, the power has still to be exercised reasonably and in a public law context of taking into account all relevant matters, disregarding irrelevant matters, acting in good faith and not acting in such a way that no reasonable local authority would act. There are other powers available which will be considered and referred to as appropriate as projects come forward.

In developing projects the Council will need to be mindful of the following;

- **Procurement issues**
- **State aid issues**
- **The Council's Fiduciary Duty**
- **Best Consideration**
- **Vires Considerations**

In terms of the exercise of its powers the Council must ensure that it acts reasonably in the exercise of its powers. It must take account of all relevant matters, disregard irrelevant matters, act for proper purposes, observe procedural requirements, not act in bad faith and not take a decision that no reasonable local authority could take.

In addition to establishing powers the Council must also have regard to its duties whether relating to general public law duties such as:

- Wednesbury reasonableness
- Rationality of decisions
- Due process
- Fiduciary duties – when making a decision to pursue a particular delivery option the Council must properly consider the available options to determine which is the best means of delivering its functions having regard to the effectiveness of the option to

deliver its proper objectives and the commercial, financial, risks and legal implications of each option.

- Statutory duties – for example, rights under the Human Rights Act, securing best value, consultation, securing wider, social, economic and environmental benefits.

7.5 All legal issues will be reviewed and kept under advisement during the process and as the vision progresses. (Rebecca Boyle)

8.0 Co-operative Agenda

8.1 **Our Town Centre – alignment with the Oldham Model**

Inclusive Economy: We want to Oldham Town Centre to be a place where everyone has a fair and real chance to improve their own lives.

- **#ourbit** - We're working hard with partners across the town centre to ensure our people have access to education, employment, health services, food, shops and social events. We're investing in local priorities to support our local economy and to ensure services meet our local needs, provide efficient use of local assets and support the range of services needed by the local community.
- **#yourbit** - We hope the people of Oldham will have ambition for themselves and their families and develop their skills and abilities through the town centre facilities. We want residents to be proud of our town centre and talk positively about our town.
- **#result** - Oldham Town Centre has a fair, inclusive economy with resources and opportunities that everyone can benefit from.

Co-operative Services: We want to have the best public services in Greater Manchester that work together to improve ways of living for our residents.

- **#ourbit** - Within the town centre, our services will be joined-up and easy to use. Residents and businesses will be able to access the right support.
- **#yourbit** - Our people will be able to find the best solution for their needs for themselves, their families and their businesses without confusion or delays.
- **#result** - Town centre services and partnerships will work better together meaning residents and businesses have access to the correct support quickly and easily.

Thriving Communities: We want local people and communities to be healthy, happy and able to make positive choices as well as offering and accessing support when needed

- **#ourbit** - We're supporting people to take control and have more interest in the town centre communities and neighbourhoods where they live.
- **#yourbit** - Residents are actively involved in what's going on where they live in and around the town centre. They help neighbours and friends and look after the health and wellbeing of themselves and their families.
- **#result** - Services work better together across the town centre meaning residents have access to the correct support quickly and easily.

9.0 Human Resources Comments

9.1 None.

10.0 Risk Assessments/ Management

10.1 The specific risks to agreeing this Delivery Plan will become clearer as the detailed work on the options is undertaken. In terms of the Council's appetite for risk/ consequential benefits it needs to co-ordinate with the draft Housing Strategy which is also ambitious in its planned outcomes and the Medium Term Financial Strategy around financing going forward. (Mark Stenson)

11.0 IT Implications

11.1 None.

12.0 Property Implications

12.1 The report has no direct property implications. Any future property implications for the Councils estate will be picked up within future reports. (Roger Frith)

13.0 Procurement Implications

13.1 The required souring of all goods, services, and works will be carried out through full and robust procurement processes and in full compliance with Public Contract Regulations 2015, EU Treaty Principles, and Council CPRs. Early engagement of the procurement team is paramount to ensure suitable procurement and commercial strategies can be devised through cross functional agreement. (Dan Cheetham)

14.0 Environmental and Health & Safety Implications

14.1 None.

15.0 Equality, community cohesion and crime implications

15.1 None.

16.0 Equality Impact Assessment Completed?

16.1 No

17.0 Key Decision

17.1 Yes

18.0 Key Decision Reference

18.1 ECEN-06-19

19.0 Background Papers

19.1 None.

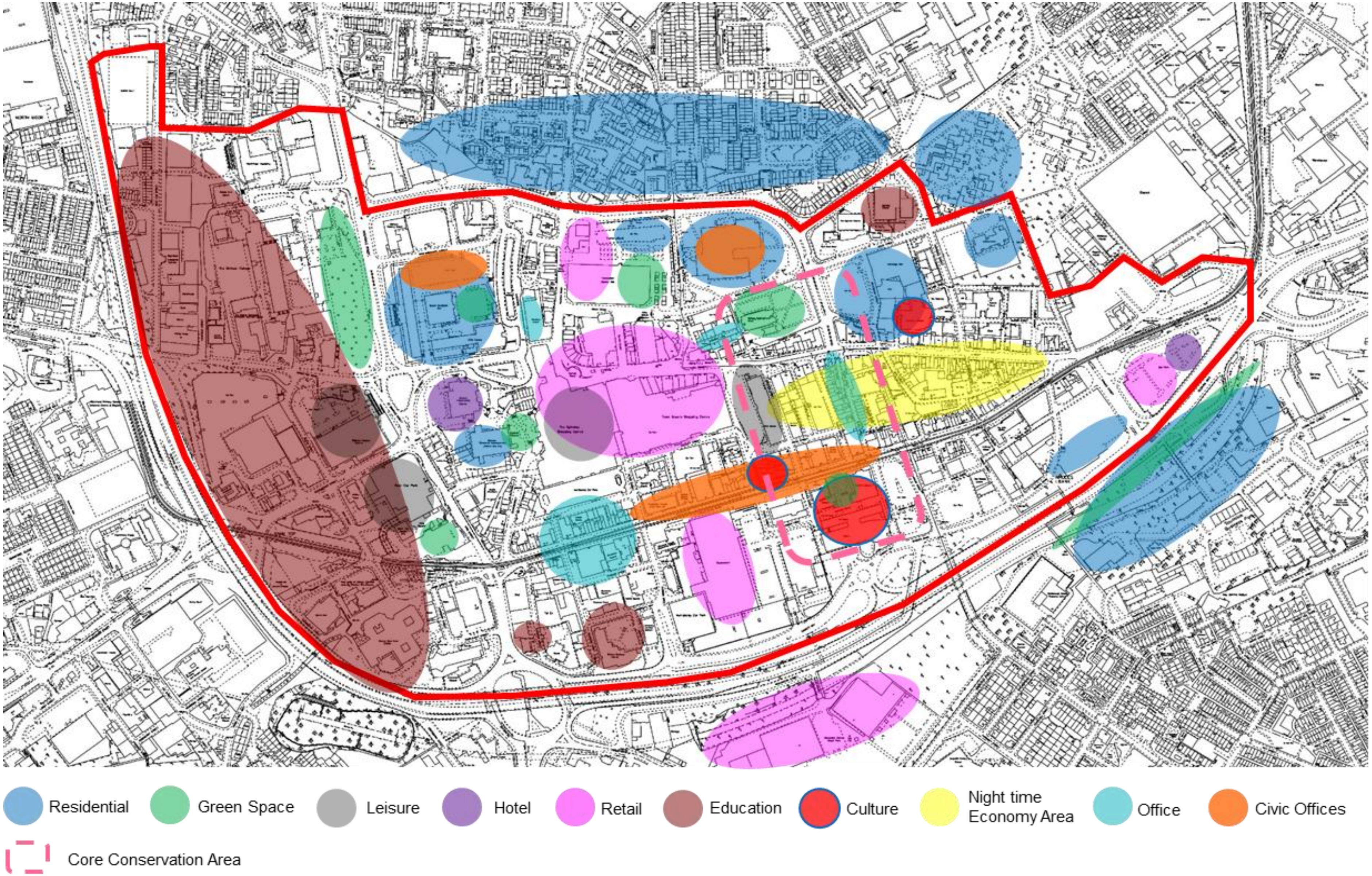
20 Appendices

20.1 Appendix A: Potential uses and zones in the town centre

Appendix B: RIBA Plan of Work for Capital Project Delivery

Appendix C: Our Town Centre Vision presentation

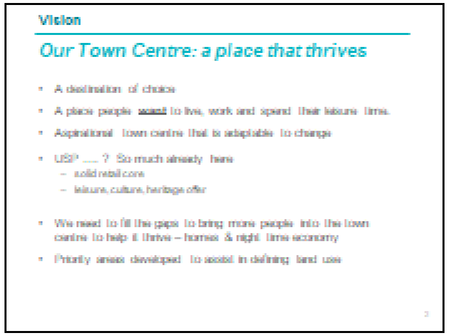
Appendix A: Potential uses and zones in the town centre

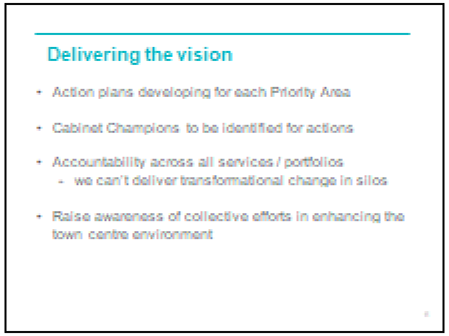


Appendix B: RIBA Plan of Work for Capital Project Delivery

RIBA Plan of Work STAGES	0 Strategic Definition	1 Preparation and Brief	2 Concept Design	3 Developed Design	4 Technical Design	5 Construction	6 Handover and Close out	7 In Use
TASKS								
Core Objectives	Identify Business Case and Strategic Brief	Develop Project Objectives, Sustainability Aspirations, Project Budget, Other parameters or constraints. Develop Initial Project Brief. Undertake Feasibility Studies and review of Site Information.	Prepare Concept Design (including outline proposals for structural design, building services systems, outline specifications). Prepare preliminary Cost Information. Prepare Project Strategies in accordance with Design Programme. Agree alterations to brief and issue Final Project Brief.	Prepare Developed Design (including coordinated and updated proposals for structural design, building services systems, outline specifications). Prepare updated Cost Information. Prepare Project Strategies in accordance with Design Programme.	Prepare Technical Design in accordance with Design Responsibility Matrix and Project Strategies to include all architectural, structural and building services information, specialist subcontractor design and specifications, in accordance with Design Programme.	Off-site manufacturing and onsite Construction in accordance with Construction Programme and resolution of Design Queries from site as they arise.	Handover of building and conclusion of Building Contract.	Undertake In Use services in accordance with Schedule of Services. Include post-occupancy evaluation, review of project performance, and project outcomes.
Procurement	Initial considerations for assembling the project team.	Prepare Project Roles Table and Contractual Tree and continue assembling the project team.	◄- - The procurement strategy does not fundamentally alter the progression of the design or the level of detail prepared at a given stage. However, Information Exchanges will vary depending on the selected procurement route and Building Contract. A bespoke RIBA Plan of Work 2013 will set out the specific tendering and procurement activities that will occur at each stage in relation to the chosen procurement route. - -►			Administration of Building Contract, including regular site inspections and review of progress.	Conclude administration of Building Contract.	
Programme	Establish Project Programme.	Review Project Programme.	Review Project Programme.	◄- - The procurement route may dictate the Project Programme and may result in certain stages overlapping or being undertaken concurrently. A bespoke RIBA Plan of Work 2013 will clarify the stage overlaps. The Project Programme will set out the specific stage dates and detailed programme durations. - -►				
Planning	Pre-application discussions.	Pre-application discussions.	◄- - Planning applications are typically made using the Stage 3 output. A bespoke RIBA Plan of Work 2013 will identify when the planning application is to be made. - -►					

Appendix C: Our Town Centre





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Oldham Council

Report to CABINET

Odeon Lease Agreement

Portfolio Holder:
Councillor Sean Fielding, Cabinet Member Economy and Enterprise.

Officer Contact: Helen Lockwood – Deputy Chief Executive People & Place

Report Author: Roger Frith, Head of Regeneration & Development
Ext. 4120

24 June 2019

Reason for Decision
The report seeks approval for a (Deed of) Variation to the Lease agreement between the Council and Odeon Cinema, in Oldham Town Centre, following changes to the previously agreed customer parking provision (in conjunction with the demolition of Hobson Street car park).

Recommendations
Cabinet are asked to note the report at this stage only, with a further report to be considered in the restricted part of this agenda.

Old Town Hall, Odeon Lease Completion

1 **Background**

1.1 Odeon and Oldham Council entered into a Lease Agreement on 21 March 2014, which documented the construction and letting of the Cinema. There was a condition agreed whereby the Council had to nominate a car park (Hobson Street) to provide parking for use by Cinema customers within the town centre environment.

1.2 Unfortunately, Hobson Street car park was condemned and for health and safety reasons had to be demolished. This resulted in the Council needing to find alternative car parking provision. This is currently being provided with the Town Square car park, but a long term solution is now required under the Lease Agreement.

2 **Current Position**

2.1 The current lease arrangements are fully detailed in the report to be considered in Part B of the agenda

3 Proposed Options

3.1 **Option 1**

3.1.1 This is fully detailed in the report to be considered in the restricted part of this agenda

3.2 **Option 2**

3.2.1 This is fully detailed in the report to be considered in the restricted part of this agenda

4 **Preferred Option**

4.1 Proceed with Option 1.

5 **Consultation**

5.1 This is fully detailed in the report to be considered in the restricted part of this agenda

6 **Financial Implications**

6.1 This is fully detailed in the report to be considered in the restricted part of this agenda

7 **Legal Services Comments**

7.1 This is fully detailed in the report to be considered in the restricted part of this agenda

8. **Co-operative Agenda**

8.1 The Old Town Hall development is a key driver in the Councils aspirations for a family friendly town centre and making Oldham a destination of choice.

9 **Human Resources Comments**

9.1 None

10 **Risk Assessments**

10.1 This is fully detailed in the report to be considered in the restricted part of this agenda

11 **IT Implications**

11.1 None

12 **Property Implications**

12.1 This is fully detailed in the report to be considered in the restricted part of this agenda

13 **Procurement Implications**

13.1 None

14 **Environmental and Health & Safety Implications**

14.1 None

15 **Equality, community cohesion and crime implications**

15.1 None

16 **Equality Impact Assessment Completed?**

16.1 No

17 **Key Decision**

17.1 Yes

18 **Key Decision Reference**

18.1 ECEN-04-19

19 **Background Papers**

19.1 None

20 **Appendices**

20.1 As set out in the report to be considered in the restricted part of this agenda

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Report to CABINET

Adoption of the Housing Strategy

Portfolio Holder:
Councillor Hannah Roberts, Cabinet Member-Housing.

Officer Contact: Helen Lockwood, Deputy Chief Executive, People and Place.

Report Author: Tim English, Principal Project Manager.
Ext. 1316.

24 June 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, if adopted:-

- 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

1. Approve adoption of the new Housing Strategy and the accompanying delivery plan.

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 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, if adopted:-

- 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 **Options/Alternatives**

3.1 Option 1- Do nothing:

Oldham has a range of challenges that have been identified within the evidence base and the development of this strategy. These in summary are as follows:-

- Not a priority area for national housing funding programmes
- Increase in housing targets alongside lack of viable sites
- Local economy performance
- An over propensity of pre-1919 terrace homes
- Low council tax bands
- Falling home ownership
- Overcrowding
- Drop in available social housing

- Ageing population
- Welfare reform

3.2 The Council could choose not publish a housing strategy and rely on housing stock condition surveys and the LHNA to satisfy itself that it has met its statutory obligations to keep the condition of its housing stock under review. However this would not help to alleviate any of the challenges above or be consistent with GMCA policy and travel of direction.

3.3 This option would carry no financial commitments and we would continue to work in conjunction with our partners to look at for example new housing deliverability, use existing resources and maximize opportunities via external funding bids for capital grants and revenue support.

3.4 Option 2- Adopt the new housing strategy

Oldham has a range of risks and opportunities that have been identified within the evidence base and the development of this strategy. These in summary are as follows:-

- Relatively affordable housing – potentially able to attract economically active households who see Oldham as good value.
- Opportunity to introduce a much broader housing offer
- Opportunity to create more movement in our housing market
- Expand private rented sector intervention including selective licensing to improve housing conditions and place
- Build on the Thriving Communities programme by better aligning place shaping with people.
- Build on Oldham Cares to integrate health and social care commissioning more fully the housing agenda.
- Lobby from an evidence base for more appropriate Greater Manchester and national funding programmes that better suit our challenges.

3.5 The adoption of the new strategy would mean that the Council would have to adopt new ways of working, take on more financial risk particularly in the development of a broader Oldham housing offer and to meet the increased delivery of new housing.

3.6 This option would require changes to our Capital programme to create a new and flexible Oldham Housing fund to help enable the development of new homes Oldham needs and would impact on budget capital and revenue setting cycles going forward to deliver the new ways of working set out within the housing strategy and accompanying delivery plan.

4 Preferred Option

4.1 Option 2- Is the recommended option

5 Consultation

5.1 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. A summary of all the consultation undertaken with links to the detailed responses are set out in appendix 4.

6 Financial Implications

6.1 The adoption of the new Housing Strategy would be a commitment for the Council of revenue and capital resources over and above the current resources for potentially up to 15 years.

6.2 The Capital Strategy references the new strategy and details schemes in development through the Housing Revenue Account (HRA) such as Extra Care, Supported Housing (SHALD) and some Town Centre affordable housing. These schemes have a budget allocation in the 2019/22 Capital Strategy funded from HRA reserves.

6.3 The potential to have a flexible facility to assist in the development of new housing sites across the borough would need to be further developed to understand the risks, impact on the market to deliver schemes, the levels of borrowing and repayment available for the Council and if any State Aid applies. To carry out this work there is a potential need for some revenue expenditure for legal and additional financial advice. For example, having a £10m flexible scheme within the Capital Programme funded via borrowing would cost c £1.7m pa in repayment. This would be an added pressure to the revenue budget as and when the borrowing is drawn down and repayment is required. Alternatively, a flexible fund could be included within the Capital Programme from the re-prioritisation of scheme in the programme which are already funded from within the Medium Term Financial Strategy (MTFS).

6.4 This review would enable a framework for appraising future housing schemes to be drafted and used for each opportunity going forward to best enable housing to of all tenures to grow within the Borough. Costs for any external advice are not known at this point and based on the action plan would be in future years following officer review. There are no current resources available within the MTFS for this therefore, Members would have to prioritise the use of reserves to support such work.

6.5 As advised, should the Housing Strategy be adopted it will require the allocation of resources over and above that factored into the capital and revenue planning process. Members will therefore need to consider this in the context of all the other competing corporate priorities and the Councils significant financial challenge for 2020/21 and future years which requires reductions in expenditure or increases in income. It is also important to have regard to the requirement to demonstrate financial sustainability which will be an essential element of budget setting process from 2020/21.

6.6 If the Council is to take on more financial risk particularly in the development of a broader Oldham housing offer and to meet the increased delivery of new housing, the availability of reserves will be of even greater importance. (Sam Smith)

7 Legal Services Comments

7.1 The New Housing Strategy document outlines in detail what it will attempt to achieve and how. Under Section 8 of the Housing Act 1985, it is a requirement that the Council periodically reviews the housing needs of its area in relation to housing conditions and the needs of the borough. It is also a requirement that when carrying out the review, regard is given to the specific types of people within the borough and their specific Housing needs, for example the housing requirements of the chronically sick and disabled.

7.2 The New Housing Strategy will also help the Council comply with its other legal obligations under key legislation such as the requirements of the traveler community in the borough, S224 Housing Act 2004, providing properties suitable for those ineligible for Housing assistance but who have children, part 7 Housing Act 1996, and of course it is important that the Housing strategy is up to date in order to be better equipped to tackle Homelessness as is required under the Housing Act 1996 and the Homelessness Reduction Act 2017. Section 3 of the Housing Act 2004 also requires the Council to know about the condition of all Housing stock in its area. Option 2 is the preferred option. (Alex Bougatef).

7.3 The Council also has obligations under the Care Act 2014 to promote the wellbeing of individuals living in their area and in doing so consider the 'suitability of accommodation' in meeting the at home care and support needs of older and vulnerable people. The Care Act and the accompanying regulations and guidance outline how housing can support a more integrated approach and set out local implementation requirements including:

- The general duty to promote wellbeing which makes reference to suitable accommodation
- Housing is not just the 'bricks and mortar', it also includes housing related support or services
- Housing must be considered as part of an assessment process that may prevent, reduce or delay an adult social care need
- Information and advice should reflect the housing options available, as part of a universal service offer
- Care and support should be delivered in an integrated way in cooperation with partner bodies, including housing.

7.4 The Council must act fairly in carrying out the consultation exercise on the proposed new housing strategy and must ensure that the following “Sedley” principles are applied:

- that the consultation must be at a time when proposals are still at a formative stage;
- that the proposer must give sufficient reasons for any proposals to permit intelligent consideration and response;
- that adequate time is given for consideration and response; and
- that the product of consultation is conscientiously taken into account when finalising the decision.

Furthermore, the Council may be required to consult on alternative options which it has considered and rejected and give its reasons for their rejection.

7.5 At the same time, the Council must also be mindful of its equality duty under Section 149 of the Equality Act 2010. The Act requires equality considerations to be reflected in the design of policies and for these issues to be kept under review.

Section149 states:-
(1) A public authority must, in the exercise of its functions, have due regard to the need to:
(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups

The Council will need to carry out the consultation exercise with its equality duty in mind in order to inform the preparation of an Equality Impact Assessment for consideration by members before adopting the final housing strategy document.

7.6 The Council will need to abide by its Contract Procedure Rules in procuring any external resources required to support the implementation of the housing strategy.

7.7 Legal Services will provide legal advice and support as and when required to do so and where necessary consideration may be needed in relation to specific pieces of legal advice e.g. in relation to State Aid and land transactions/works contracts to ensure that the Council complies with any legislation and case law in force at the time (Elizabeth Cunningham Doyle)

7.8 External legal and financial advice may be required on a case by case basis as a scheme is progressed to supplement in-house advice on issues such as state aid, tax and housing law and must be procured by Legal Services in accordance with the Council's Contract Procedure Rules.

7.9 Any contracts for the supply of works, goods or services made in the name of the council will need to comply with the Council's Contract Procedure Rules and all relevant EU regulations. All land transactions will need to comply with the Council's Land and Property Protocols. All financial transactions will need to comply with the Council's Financial Procedure Rules. (Rebecca Boyle)

8. Co-operative Agenda

8.1 The key themes in the strategy have been prepared so that they embrace the Council's co-operative agenda within the delivery plan resources being directed so that the aims, objectives and cooperative ethos of the Council are enhanced.The proposed adoption of the Housing Strategy would be fully consistent with the Economy and Skills Directorate messages:-

#OurBit -Providing services based on the needs of neighbourhoods and communities- The Delivery plan is based on evidence of needs.

#YourBit- Being active in your Community and supporting our ambitions for growth-The Delivery plan sets out our new house building targets for growth and through the development of 'Place Plans' provides a platform for residents to be active in helping spatially shape their neighbourhoods.

#Result- Ambitious and thriving communities where people are proud to live, work, visit and invest- The Delivery plan sets out clearly our challenges and opportunities and how we intend to address them.

8.2 Reforming public services and encouraging innovation, leading to better outcomes and delivery lies at the heart of co-operative services. Reviewing our approach to land price and planning obligations: We would:

1. Review and adjust our planning obligations policy, so that we are not adding to the development burden on sites where the viability is already challenging
2. Consider packaging strategic sites – linking good quality viable sites with more challenging ones – to bring sites forward through a single developer.
3. Work proactively with developers and provide greater clarity on the more complex sites, through pre-application discussions.
4. Maximise government funding to support site assembly and other specific purposes (for example through the Small Sites Fund with Homes England)
5. Invest in site remediation to enable the development of strategic sites.

8.3 If the Housing Strategy was to be adopted there would be also be the following policy implications which are anticipated to be as follows:

- Review and broadening of our range of financial products including but not limited to our Equity Release offer and review of our Local Authority Mortgage Scheme.
- Review of our Housing Options Service.
- Development of a supported Housing and temporary accommodation Strategy
- Development of a Private Rented Sector Improvement plans

- Develop Joint Ventures with Registered Providers and private developers where this approach to risk-sharing improves our collective capability for developing a range of housing on a wide range of sites.
- Review our approach to land price and planning obligations: We will:
- Review and adjust our planning obligations policy, so that we are not adding to the development burden on sites where the viability is already challenging.
- Review the council's internal arrangements for aligning the processes and decision-making between housing and planning teams in order to deliver a coordinated approach to new development including the development of an affordable housing policy.
- Identify new sources of funding suitable to enable development in different ways Consider how best to maximise the opportunities to increase our borrowing capacity against our Housing Revenue Account, Create an 'Oldham Housing Fund' that can be drawn on in a flexible way on a case-by-case basis to enable the right mix of homes in the right places – including small loans and 'gap funding'. Sources might include:
    1. Commuted sums (where appropriate)
    2. New Homes Bonus
    3. Borrowing from the Public Works Loans Board borrowing etc.

- The Council will build some new homes directly where this fills gaps in provision. We will consider the following vehicles for this: Local Authority New Build models, Council-controlled vehicles such as a local Housing Development Company, Special Purpose Vehicles, Joint ventures with private developers and registered providers
- Develop a series of 'housing insights' as part of the place plan and masterplanning exercises, that set out the mix of new homes as well as other housing interventions and investment we are considering prioritising in each place – drawing on the evidence in the Housing Market Assessment and other sources.
- Change the 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
- Develop a Temporary Accommodation strategy in response to the need for higher levels of provision. This is likely to include building and procurement of new accommodation specifically for the purpose of housing homeless people (temporary accommodation), drawing on our Housing Revenue Account and increase borrowing permissions.
- Combine intelligence on home condition with other sources of data (in GIS systems if appropriate) including: in order to identify where the biggest health gains might be made and therefore where to focus interventions

9 **Human Resources Comments**

9.1 Delivering the actions set out in this report over the short, medium and long-term will impact budgets and therefore staffing. As appropriate actions are further explored and developed managers are advised to seek the advice and support from People Services, and early input from the relevant HR Business Partner, to ensure compliance with the relevant employment legislation, council policies and best practice. (Lauren Jones)

10 **Risk Assessments**

10.1 In agreeing a Housing Strategy the Council has to balance its statutory risks to ensure an appropriate number of houses are built, the requirements of the Housing Revenue Account to remain in surplus against the amount of financial risk it is prepared to undertake. The proposed Strategy is ambitious in its aims so it has an increased financial risk to that previously agreed. The Council will need to balance this risk in managing its overall financial resources. (Mark Stenson).

11 **IT Implications**

11.1 None.

12 **Property Implications**

12.1 If the Housing Strategy was to be adopted there would be a range of property implications arising from the implementation of the delivery plan. The details of these implications would be worked through and be subject to separate approval reports to ensure that all commissioning activity as a result of this Strategy complies with Oldham Council's land and property protocols, policies and procedures and if required any legislative requirements. (Bryn Cooke).

13 **Procurement Implications**

13.1 Procurement will work with Key Stakeholders to ensure that all commissioning activity, as a result of this Strategy, complies with Oldham Councils CPR's and if required the EU Public Contracting Regulations 2015. (Steve Boyd).

14 **Environmental and Health & Safety Implications**

14.1 If the Housing Strategy was to be adopted there would be a range of environmental and health and safety implications arising from the implementation of the delivery plan. The details of these implications would be worked through and be subject to separate approval reports to ensure that all commissioning activity as a result of this Strategy complies with Oldham Council's Environmental and Health and Safety protocols, policies and procedures and if required any legislative requirements.

15 **Equality, community cohesion and crime implications**

15.1 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.

15.2 Provide the new health and care integrated teams with direct access to housing specialists, who can offer impartial advice on a case by case basis (potentially by embedding housing specialists within these teams).

16 **Equality Impact Assessment Completed?**

16.1 Yes, Appendix 5 and Appendix 6.

17 **Key Decision**

17.1 Yes

18 **Key Decision Reference**

18.1 HSG-03-19.

18.2 Discussed and noted at the Overview and Scrutiny Board on the 5 March 2019.

19 **Background Papers**

19.1 Overview and Scrutiny Report- 5 March 2019

20 **Appendices**

20.1 Appendix 1- Housing Strategy 2019

Appendix 2- The Local Housing Needs Assessment

Appendix 3- Private Rented Sector Report

Appendix 4- Summary of consultation

Appendix 5- Equality Impact Assessment.

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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.


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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.

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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.

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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 programe 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.

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- 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

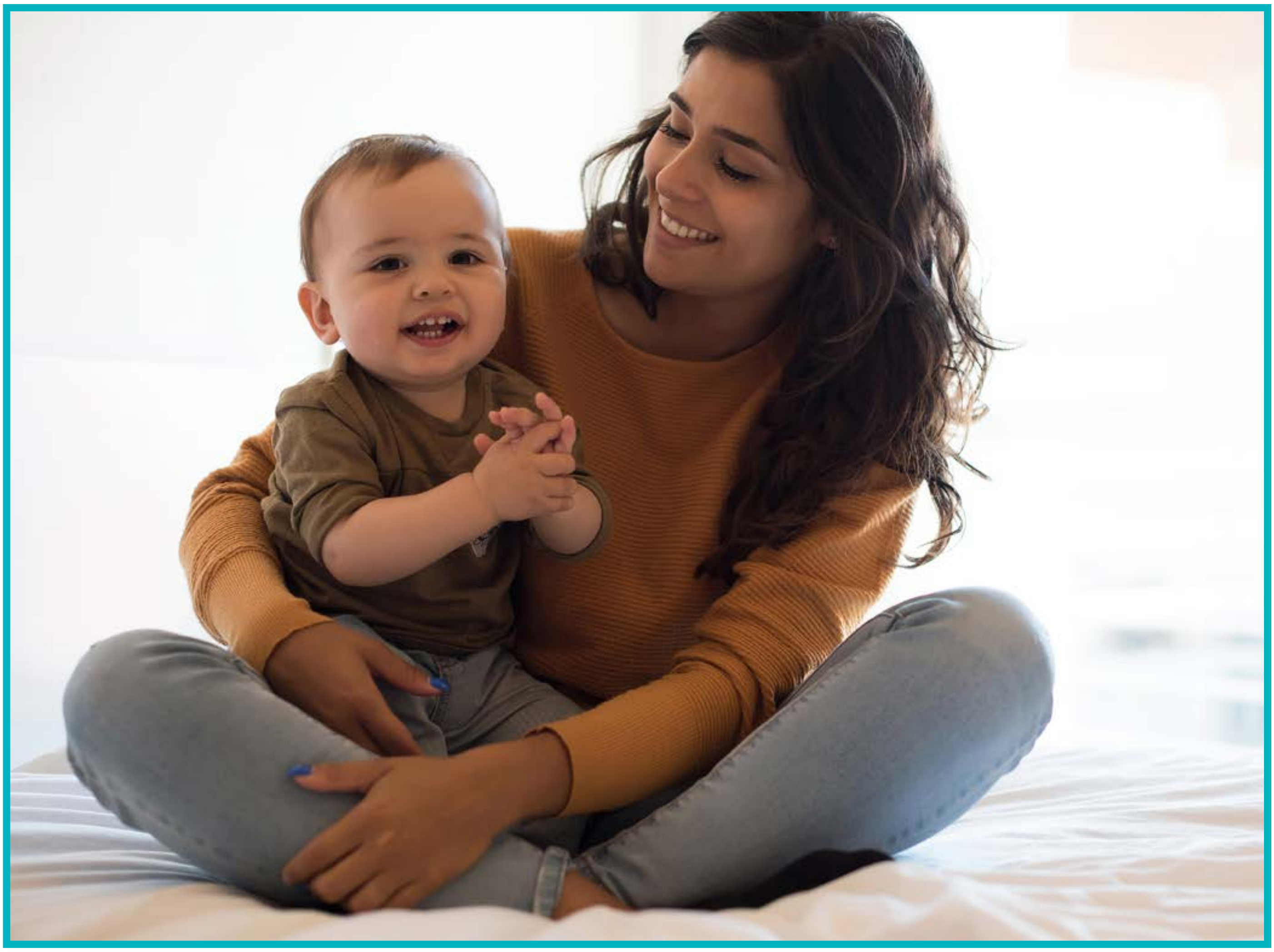
For many of Oldham's residents, access to social housing or affordable rent is not necessarily their preferred option. There is a range of financial schemes now available that can help people to buy a home they want at a price they can afford. We intend to make these schemes available for those who can't 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 unadaptable, 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 exsisting ethical equity loan fund. This will look to widen equity loans to enable poorer older home owners, living in the worst condition accomodation, 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.


Parsley
Mint
Marjoram
Parsley
Parsley

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 Action 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 Warms 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

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 and 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, campaining 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**

Oldham Council

Local Housing Needs Assessment 2019

Oldham Metropolitan Borough Council
Final Report March 2019

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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 whole [1].

During 2017, median prices across the borough were £122,000[2].

Dwelling stock

This study assumes a total of 92,821 households across the borough[3]. 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 2018[4] and this is projected to increase by 5.8% to 252,300 by 2037[5]. 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 2037[6].

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 716[7] each year, based on MHCLG's standard methodology. This has been factored into analysis where appropriate within the report.

The LHNA analysis incudes 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 methology.

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

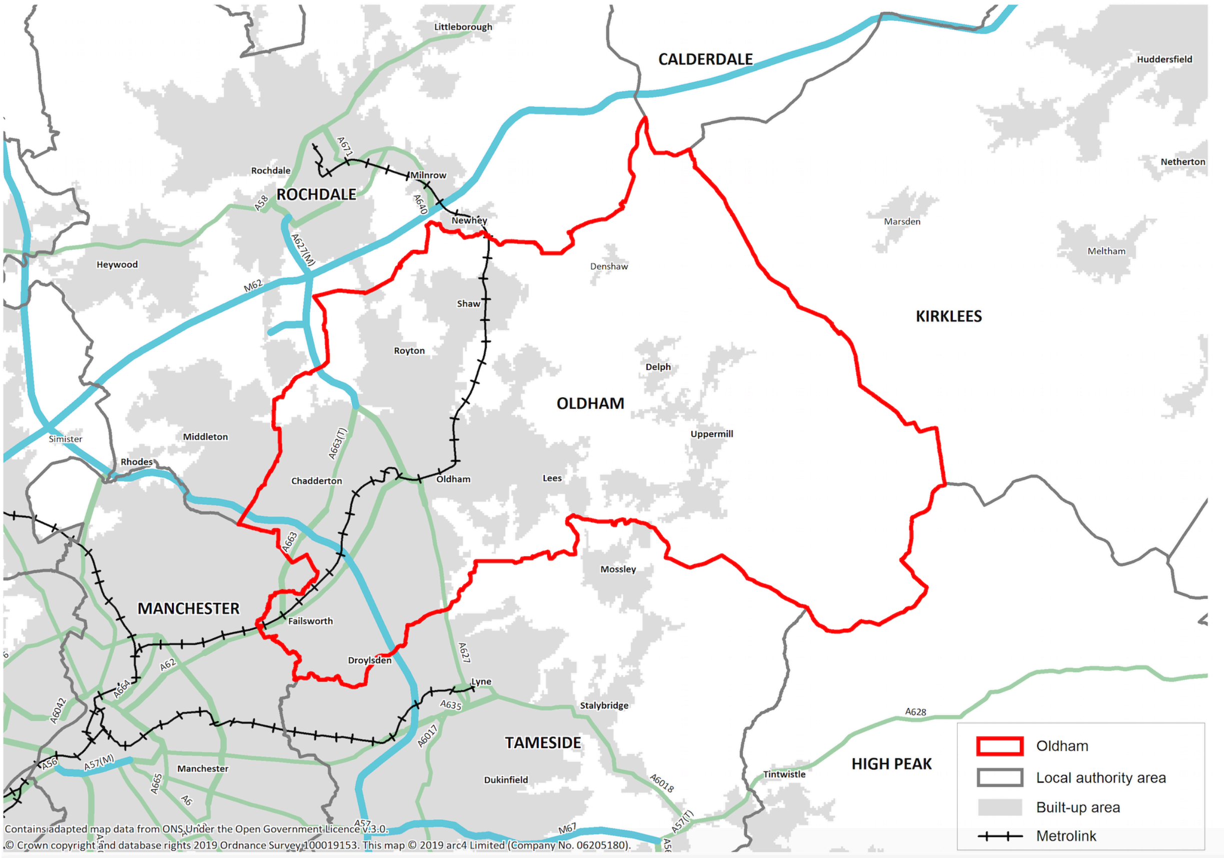
1.14 Map 1.1 illustrates the geographical context of Oldham borough and the neighbouring local authorities.

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 2018[11].

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)

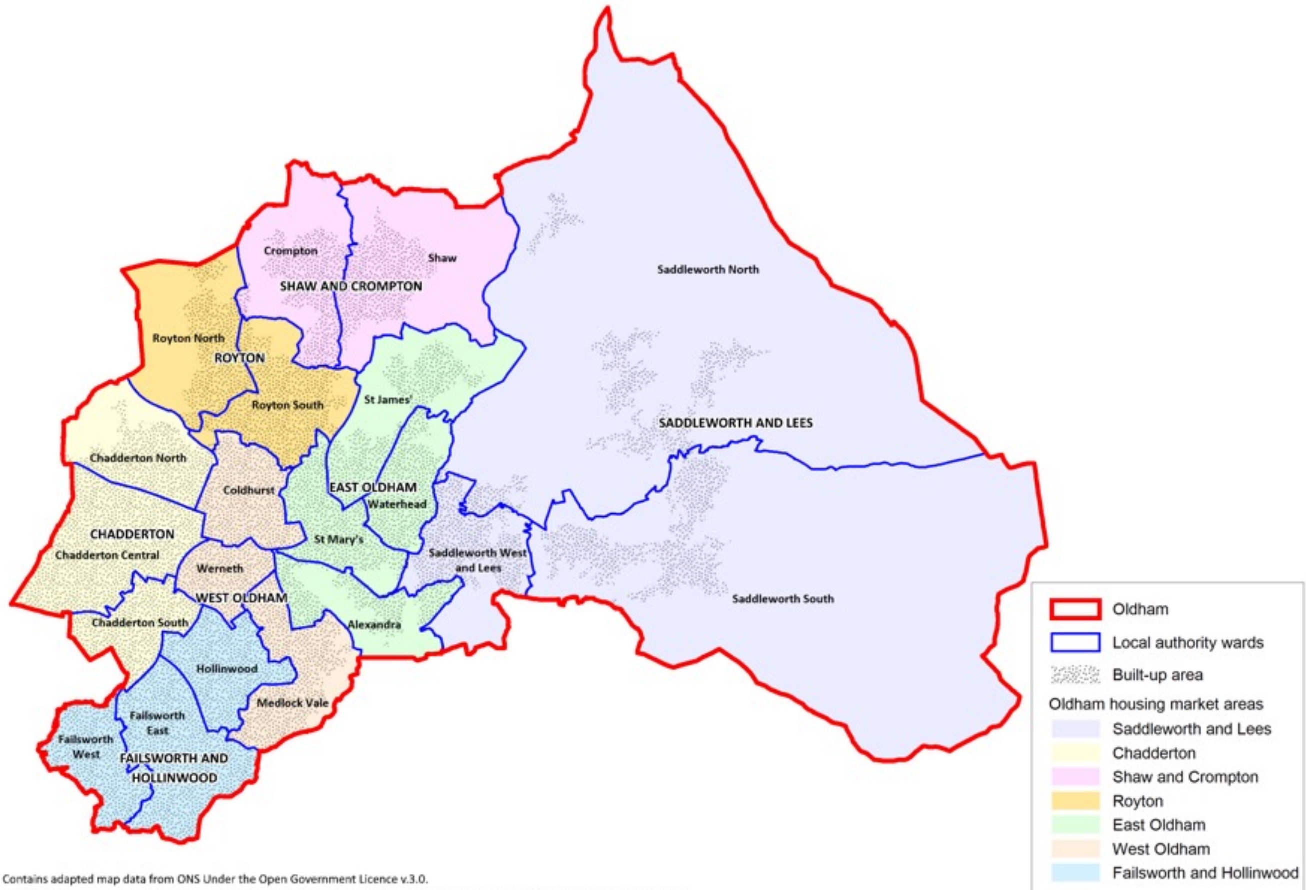
Map 1.1 Oldham Council in its geographical context



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.

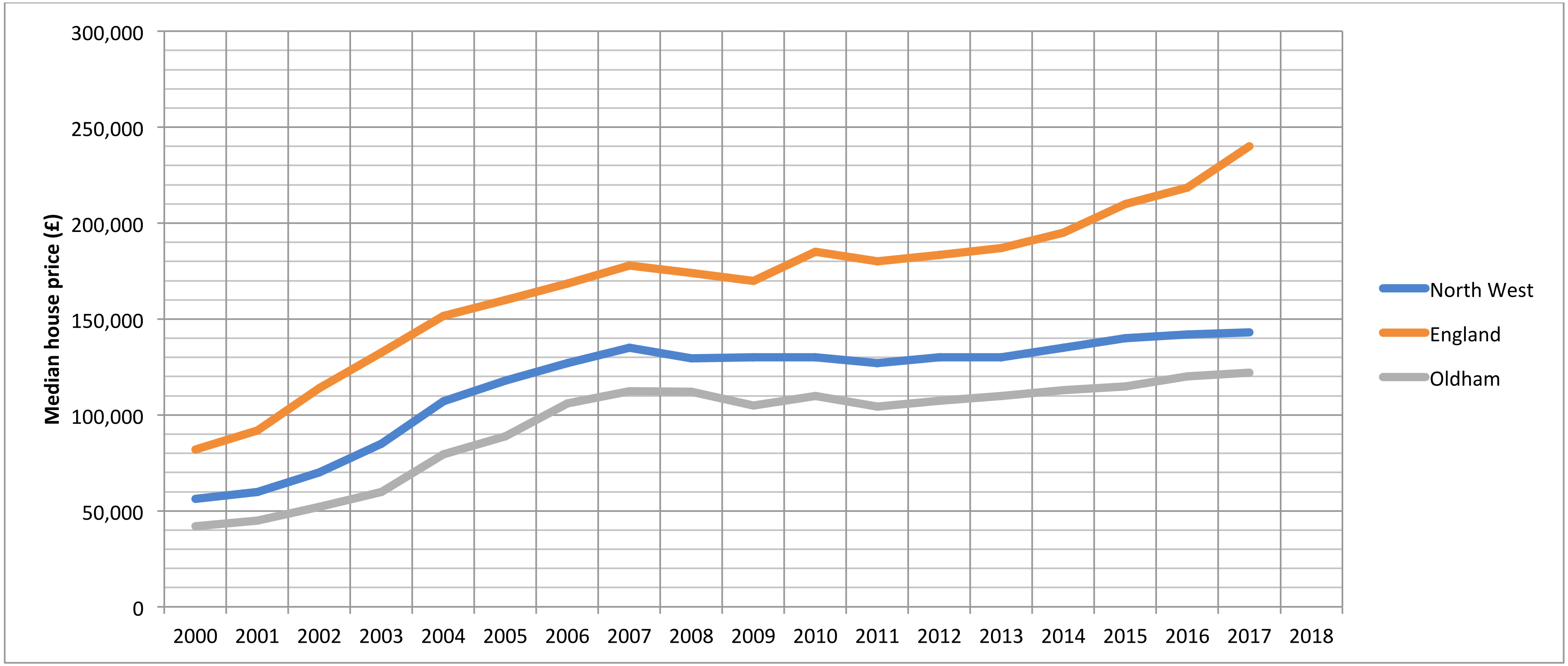
3. Understanding housing market dynamics

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%).

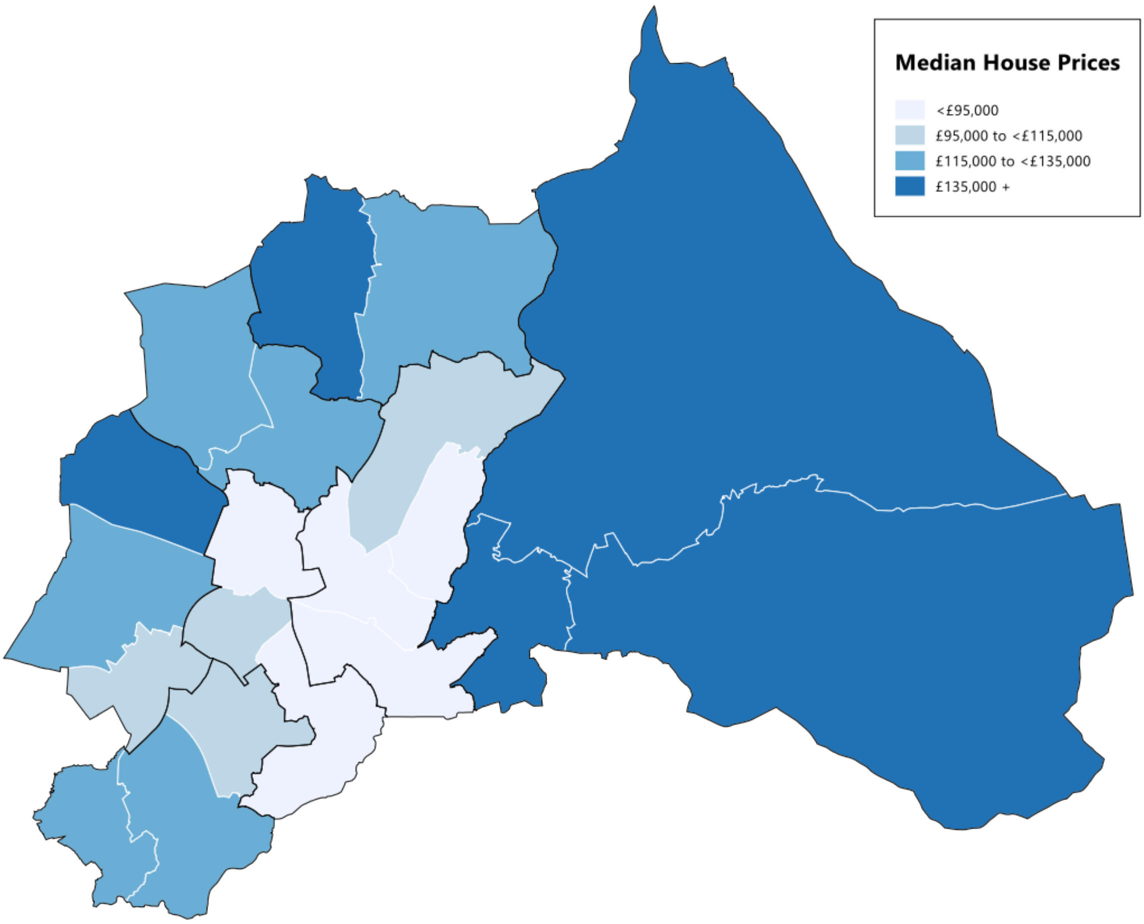
Table 3.1 Comparative house price change 2000-2017 with neighbouring local authority areas, the North West and England

	Median price (£)		
Location	2000	2017	% Change 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



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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

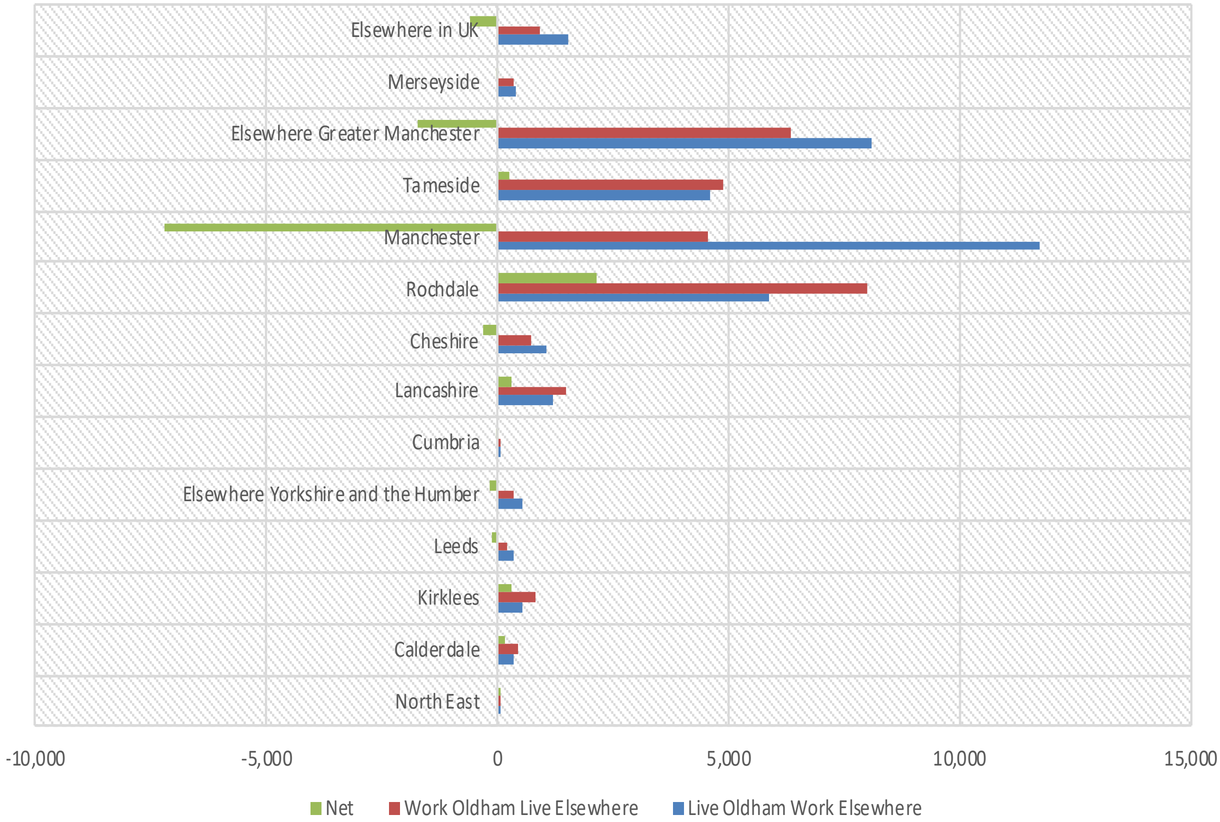
3.14 The 2011 Census provides an analysis of travel to work patterns. This allows an appraisal of the extent to which residents from Oldham borough travel out of the area for work along with the number of people who commute into the borough.

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	

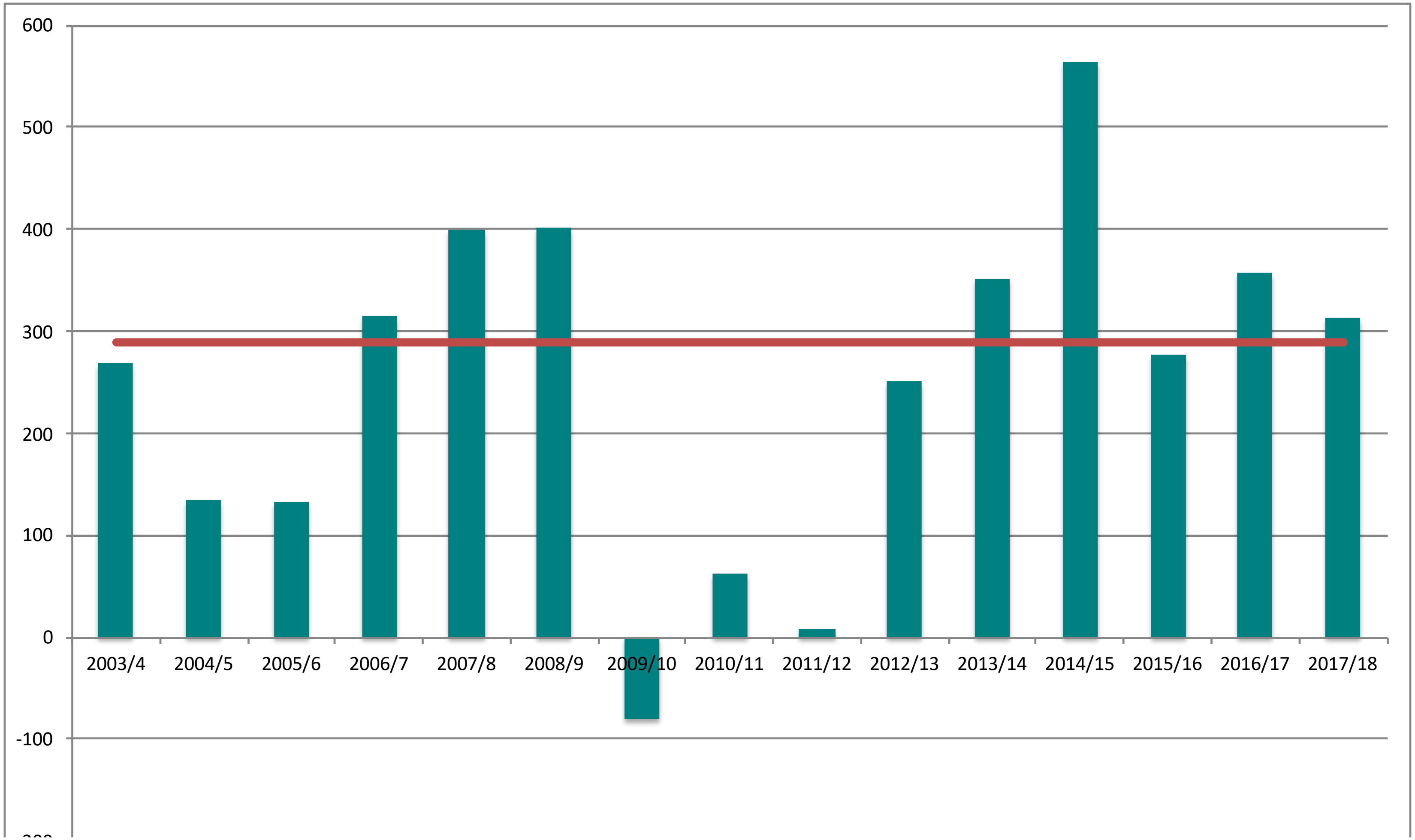
Source: Oldham Council Annual Monitoring Reports

*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



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Economic data

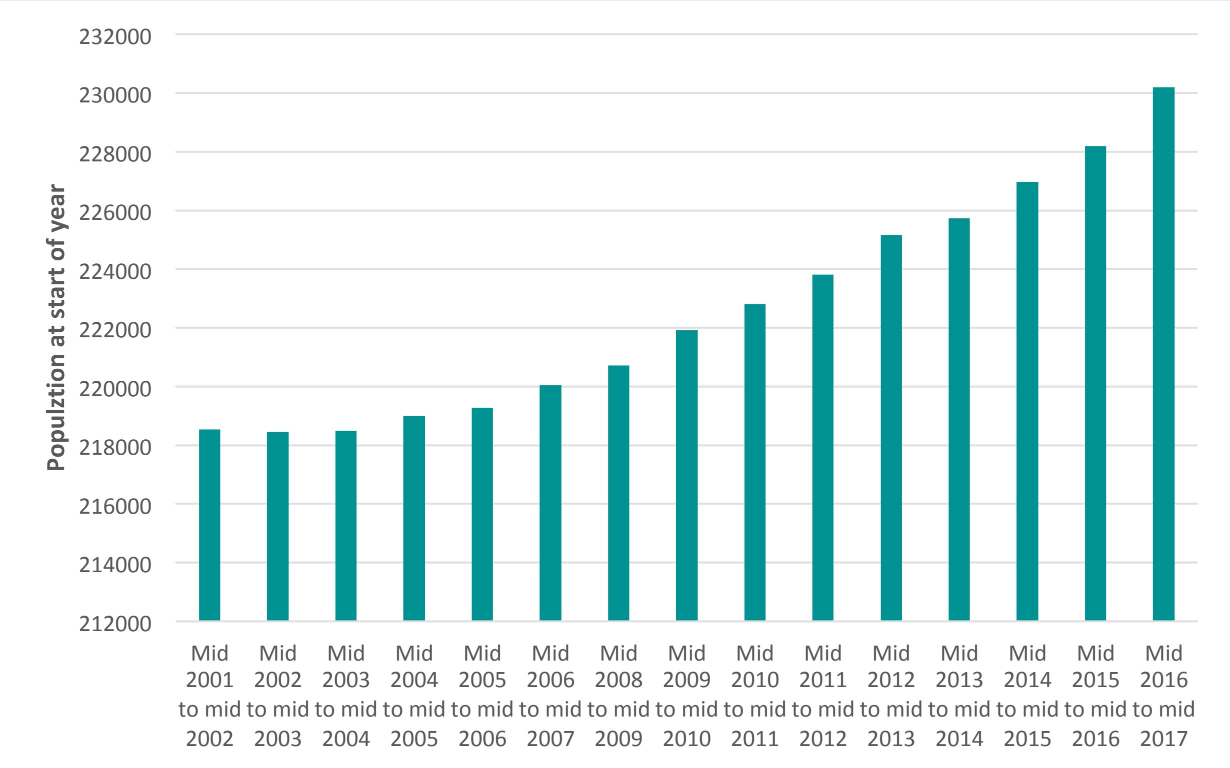
3.20 The following data provides a broad overview of the economic landscape of the borough:

- 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.

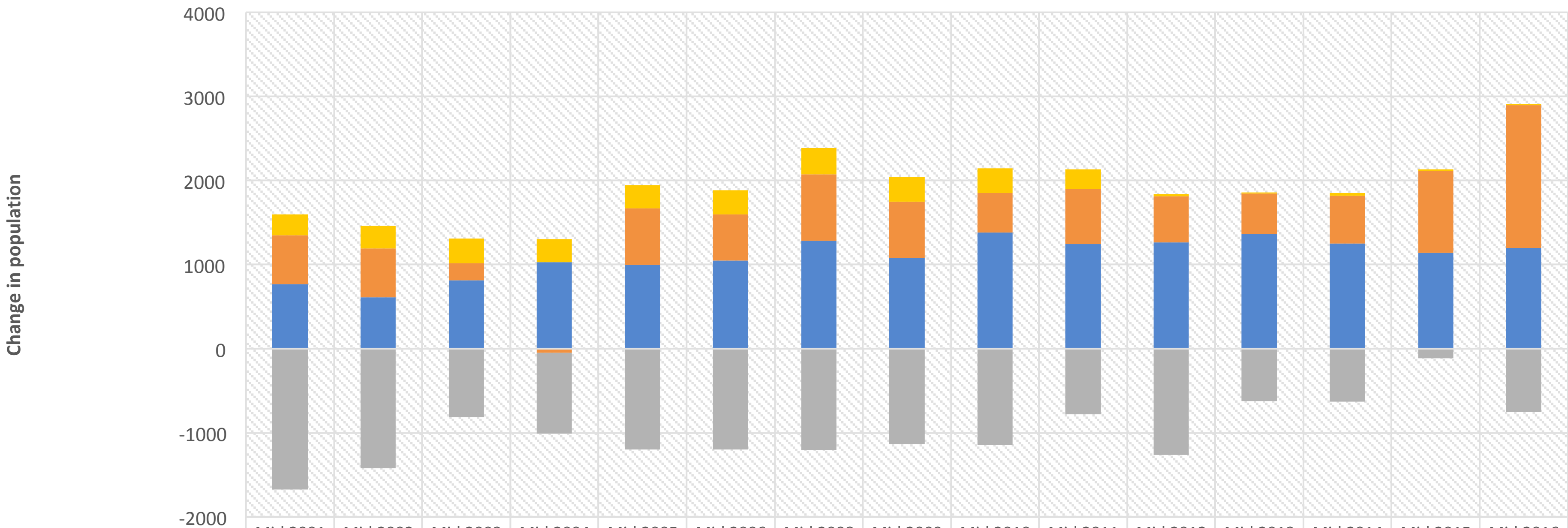
Figure 3.4 Population change in Oldham Borough 2001 to 2017



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



	Mid 2001 to mid 2002	Mid 2002 to mid 2003	Mid 2003 to mid 2004	Mid 2004 to mid 2005	Mid 2005 to mid 2006	Mid 2006 to mid 2007	Mid 2008 to mid 2009	Mid 2009 to mid 2010	Mid 2010 to mid 2011	Mid 2011 to mid 2012	Mid 2012 to mid 2013	Mid 2013 to mid 2014	Mid 2014 to mid 2015	Mid 2015 to mid 2016	Mid 2016 to mid 2017
Other	243	269	297	279	276	288	310	294	292	233	25	13	29	20	14
Internal net migration	-1676	-1423	-814	-954	-1201	-1196	-1202	-1135	-1149	-783	-1261	-624	-633	-117	-756
International net migration	586	577	202	-52	675	552	795	667	469	656	547	483	572	971	1698
Natural change	765	612	813	1027	995	1046	1281	1078	1384	1244	1266	1360	1248	1141	1196

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'. Keys 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

	No. Bedrooms (Table %)					
Property Type	One/ bedsit	Two	Three	Four	Five or more	**Total**
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

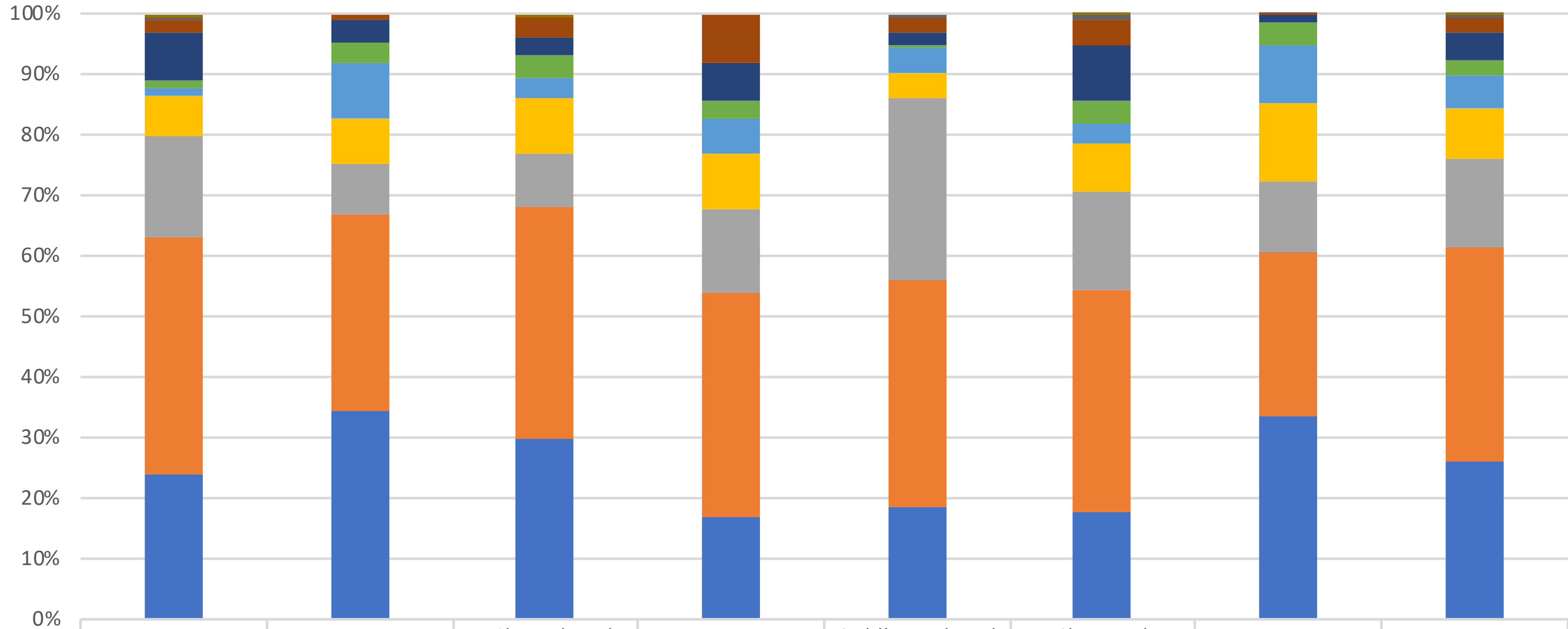
4.10 How property type and size vary by district using 2018 Household Survey evidence is set out in summary in Figure 4.1 and in detail in Table 4.6. Overall, 76% of dwellings are houses, 13.6% are flats, 9.9% are bungalows and 0.4% are other property types (e.g. caravans/park homes). In terms of number 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



	Chadderton	East Oldham	Failsworth and Hollinwood	Royton	Saddleworth and Lees	Shaw and Crompton	West Oldham	Total
Other 3+ Bed	0.5	0.0	0.6	0.0	0.0	0.1	0.0	0.2
Other 1/2 Bed	0.7	0.0	0.0	0.0	0.4	0.8	0.0	0.2
3+ Bed Bungalow	1.8	1.1	3.3	8.1	2.8	4.4	0.2	2.7
2 Bed Bungalow	8.0	3.7	3.0	6.4	2.1	9.2	1.4	4.5
1 Bed Bungalow	1.3	3.5	3.6	2.7	0.3	3.8	3.7	2.7
2/3 Bed Flat	1.0	8.9	3.3	5.8	4.0	3.1	9.4	5.3
1 Bed Flat	6.9	7.9	9.4	9.1	4.3	8.1	13.2	8.3
4+ Bed House	16.7	8.2	8.6	13.9	30.0	16.1	11.4	14.6

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.

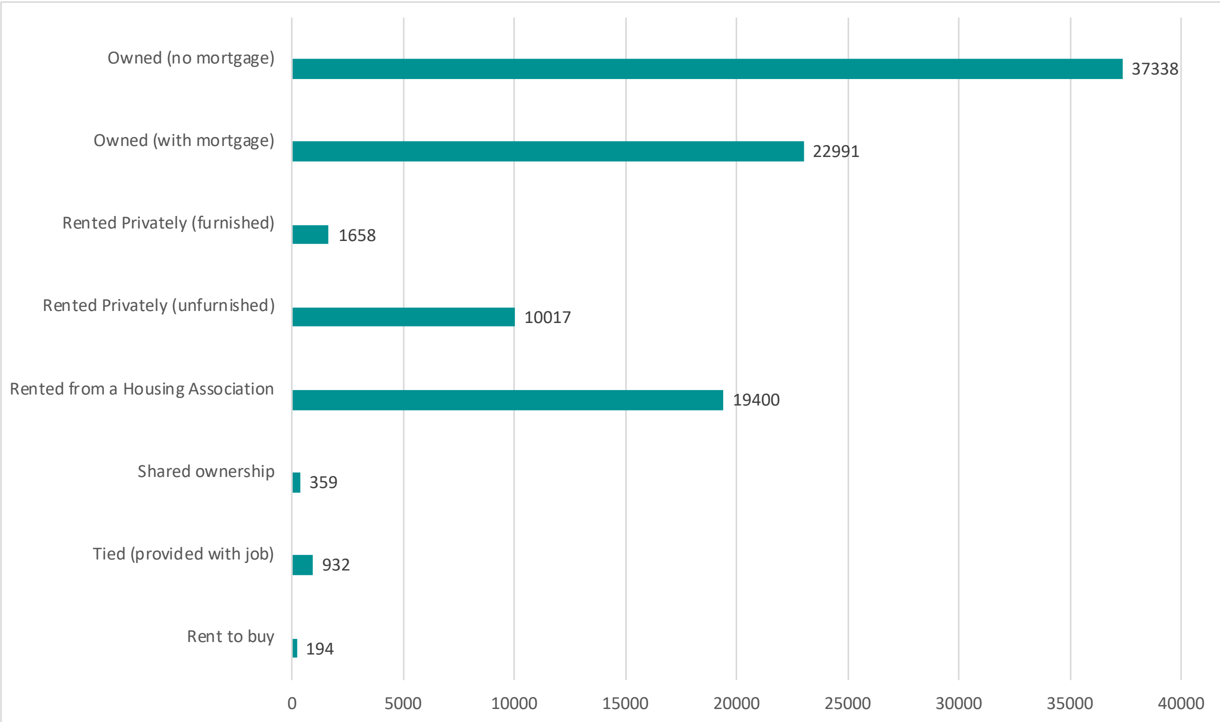
Household tenure

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 2016/17[12].

[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.

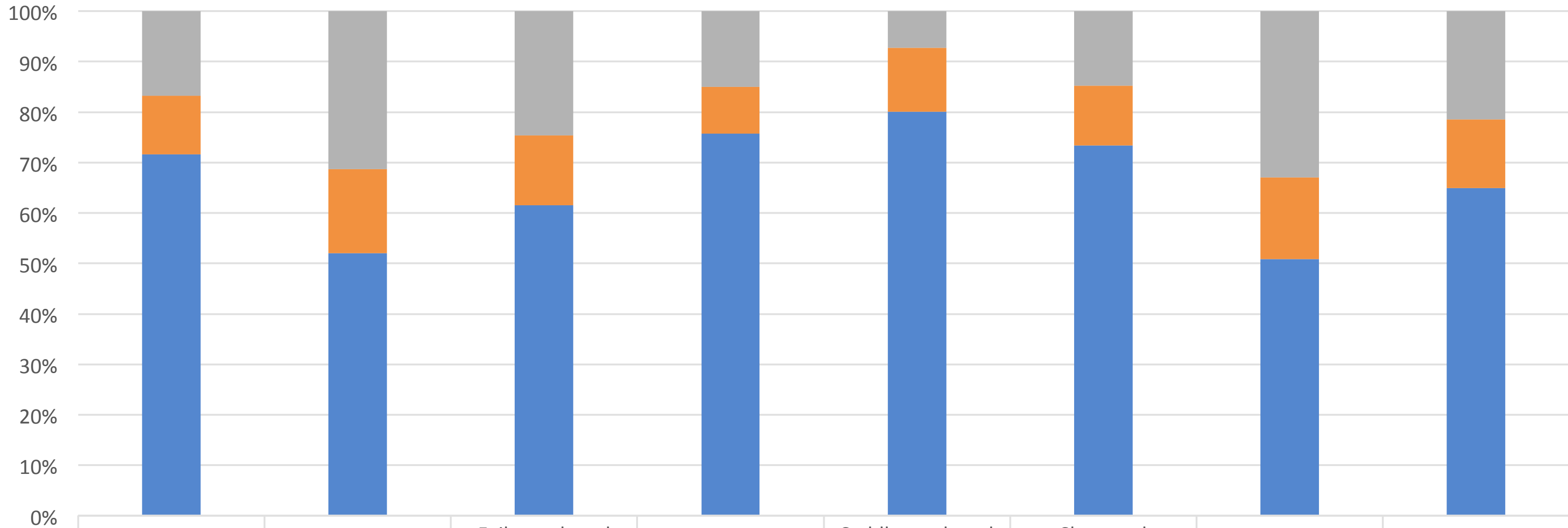
Figure 4.2 Oldham borough: tenure profile of occupied dwellings



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



	Chadderton	East Oldham	Failsworth and Hollinwood	Royton	Saddleworth and Lees	Shaw and Crompton	West Oldham	Total
Affordable	16.7	31.3	24.6	15.0	7.2	14.8	33.0	21.5
Private Rented	11.6	16.7	13.9	9.2	12.7	11.8	16.1	13.6
Owner occupied	71.7	52.0	61.5	75.8	80.1	73.4	50.9	64.9

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

	House Price		Income to be affordable*	
Year	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 HRP[13] 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,

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[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

	Median price by year (£)		% change
Location	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

	Lower quartile price by year (£)		% change
Location	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.

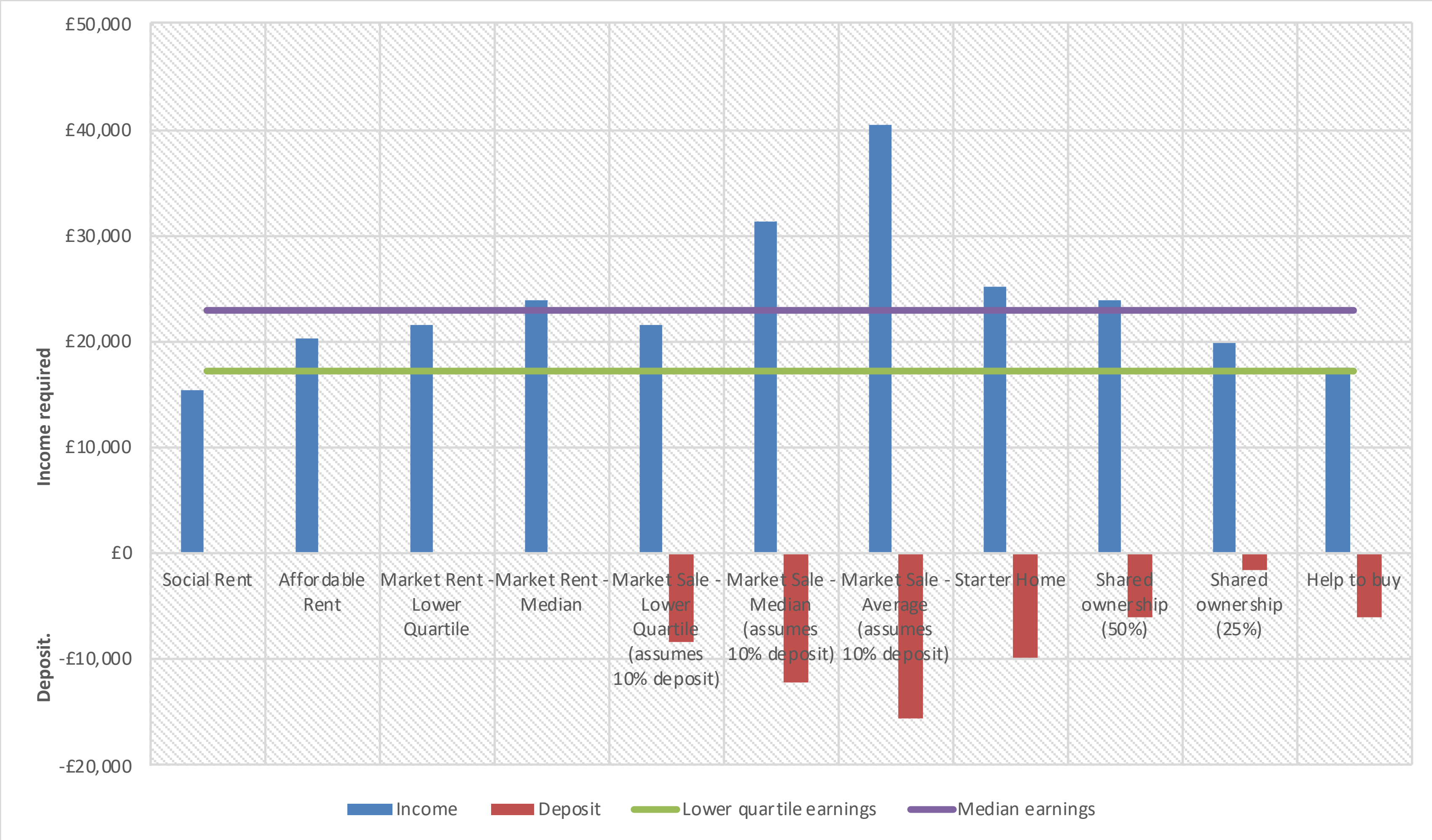
Table 4.12 Cost of alternative tenure options by district

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 change £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 change £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.

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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.

Table 6.10 Type of assistance required either now or in next five years by age group

	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
Base (All households)	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) Under 60 years	60-84 years	85+	Total
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 or 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

	Measure of health (%)		
Age Group	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 2015/16[22] of which 30 are licenced. This compares with an estimate of 172 HMOs in 2011[23].

[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

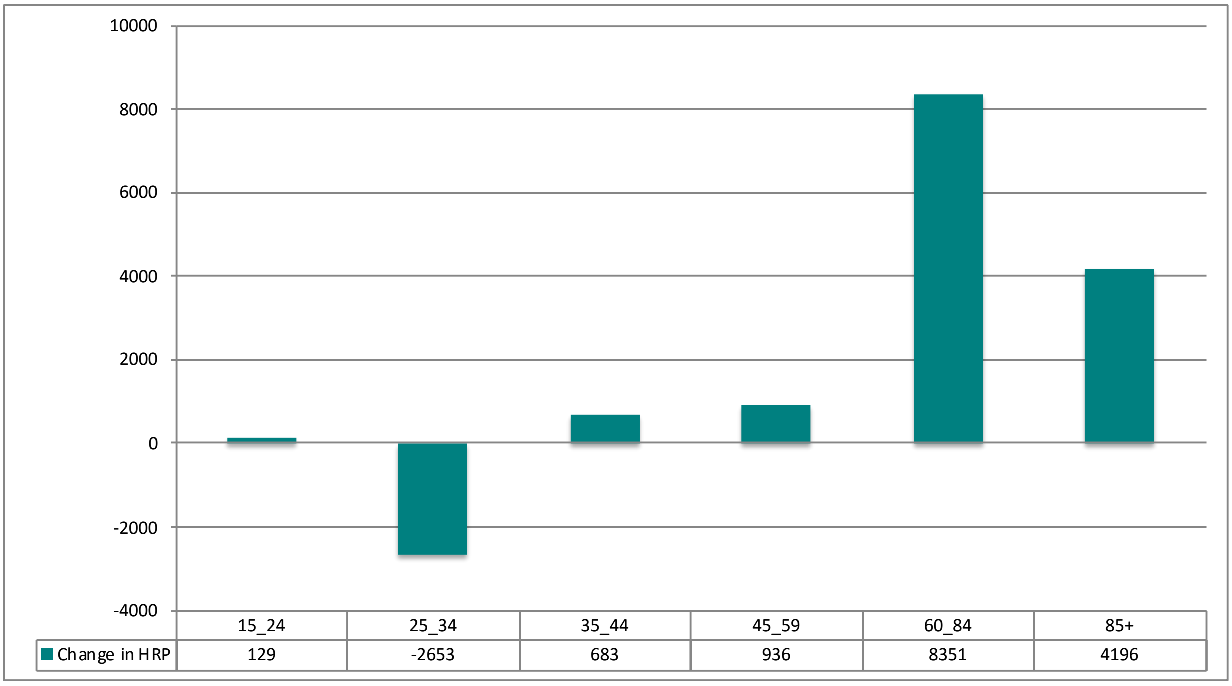
7.6 Applying the data at borough level is done in a systematic way. Firstly, the change in the number of households by age group and household type is established from household projections. Assuming that the dwelling needs of these households do not change over the Local Plan period, the overall impact 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							
	15-24	**25-34**	**35-44**	**45-59**	**60-84**	**85+**	**Total**	**% change**
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**							
	15-24	**25-34**	**35-44**	**45-59**	**60-84**	**85+**	**Total**	**% change**
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**							
	15-24	**25-34**	**35-44**	**45-59**	**60-84**	**85+**	**Total**	**% change**
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**							
	15-24	**25-34**	**35-44**	**45-59**	**60-84**	**85+**	**Total**	**% change**
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

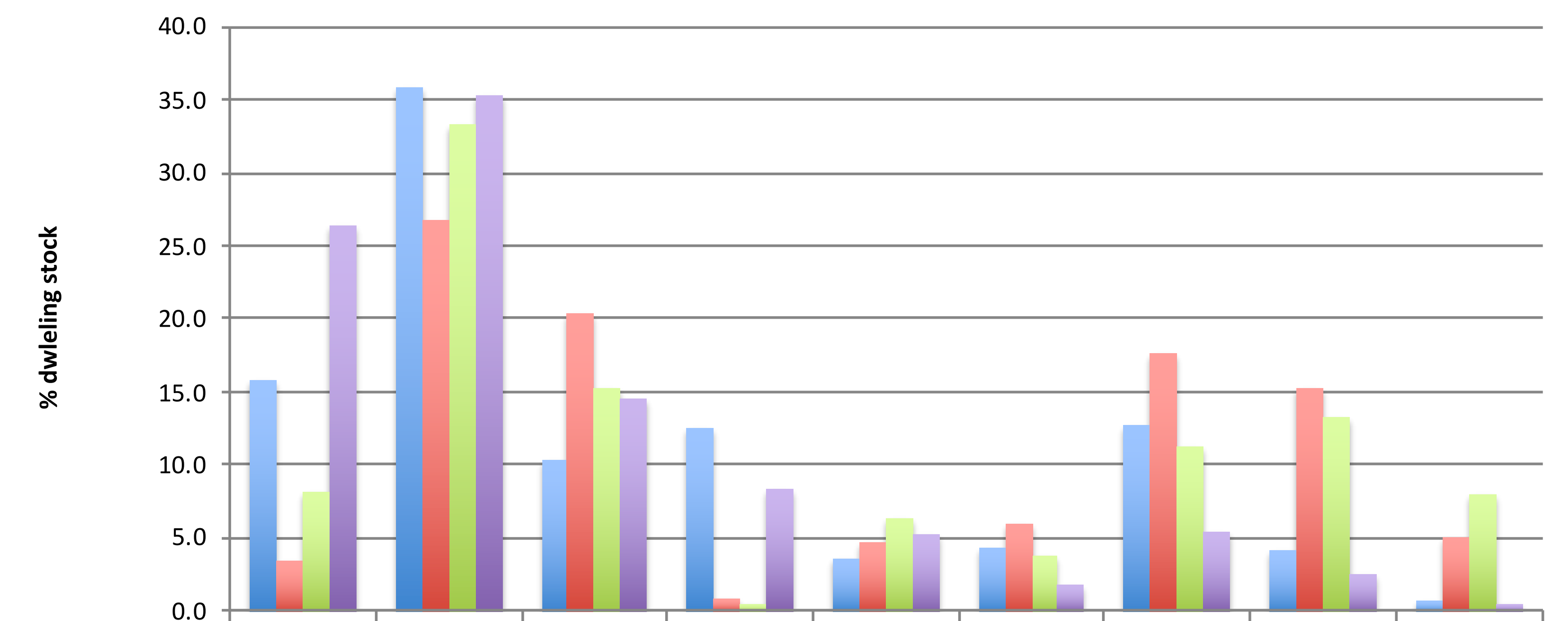
7.12 Under the expect scenario, the relationship between HRP/household type and dwelling type/size is based on what households would expect to move to if they are intending to move in the next 5 years. The profile of dwellings is applied to changes in HRP/household type over the plan period. The impact 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**							
	15-24	**25-34**	**35-44**	**45-59**	**60-84**	**85+**	**Total**	**% change**
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**							
	15-24	**25-34**	**35-44**	**45-59**	**60-84**	**85+**	**Total**	**% change**
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**



	1/2 Bed House	3 Bed House	4+ Bed House	1 Bed Flat	2/3 Bed Flat	1 Bed Bungalow	2 Bed Bungalow	3+ Bed Bungalow	Other
Demographic	15.8	35.9	10.3	12.5	3.7	4.3	12.7	4.1	0.7
Aspiration	3.4	26.7	20.3	0.9	4.8	5.9	17.7	15.2	5.1
Expection	8.2	33.3	15.2	0.6	6.3	3.8	11.4	13.3	8.1
current stock	26.3	35.2	14.6	8.3	5.3	1.8	5.4	2.6	0.5

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

	Scenario		
Dwelling type/size	**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		
	Tenure		
Dwelling type/size	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.

Table A1 Household Survey sample information

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 payed 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 buds 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 need[24]. 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

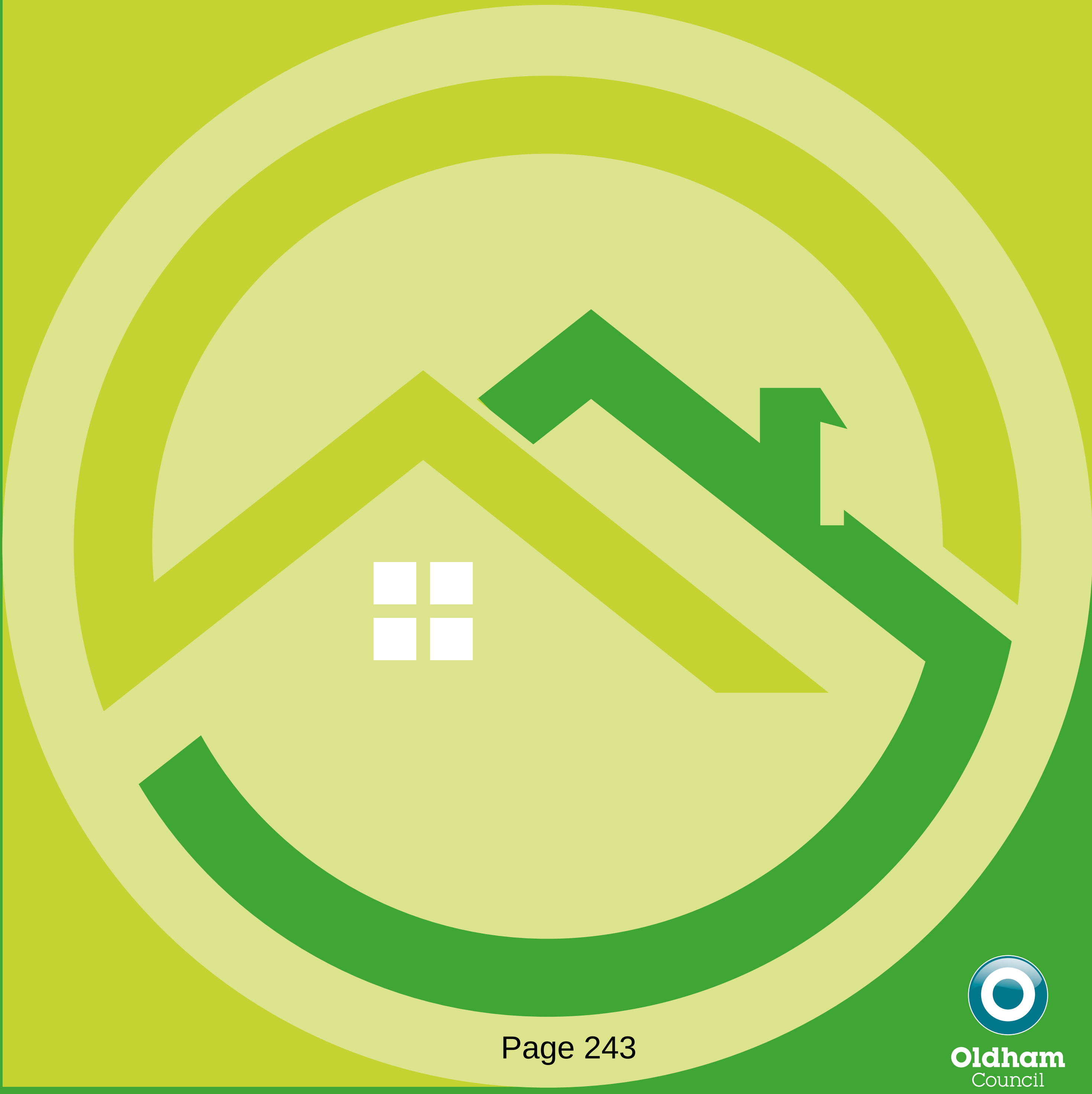
Table C1	CLG Needs Assessment Summary for Oldham Borough		
Step	**Stage and Step description**	**Calculation**	**Oldham Borough Total**
Stage1: CURRENT NEED			
1.1	Total households in need	Current need	**10,172**
1.2	TOTAL in need and cannot afford open market (buying or renting) (71.5%)	Current need 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

Private Rented Market Report 2018



Oldham Council

Private Rented Market in Oldham

Oldham MBC October 2018

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1. Introduction

1.1 The Government's Housing Strategy, published in November 2011[1], 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 tenures[3].

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 2010[4]. 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%).

Table 2.1 Size of PRS

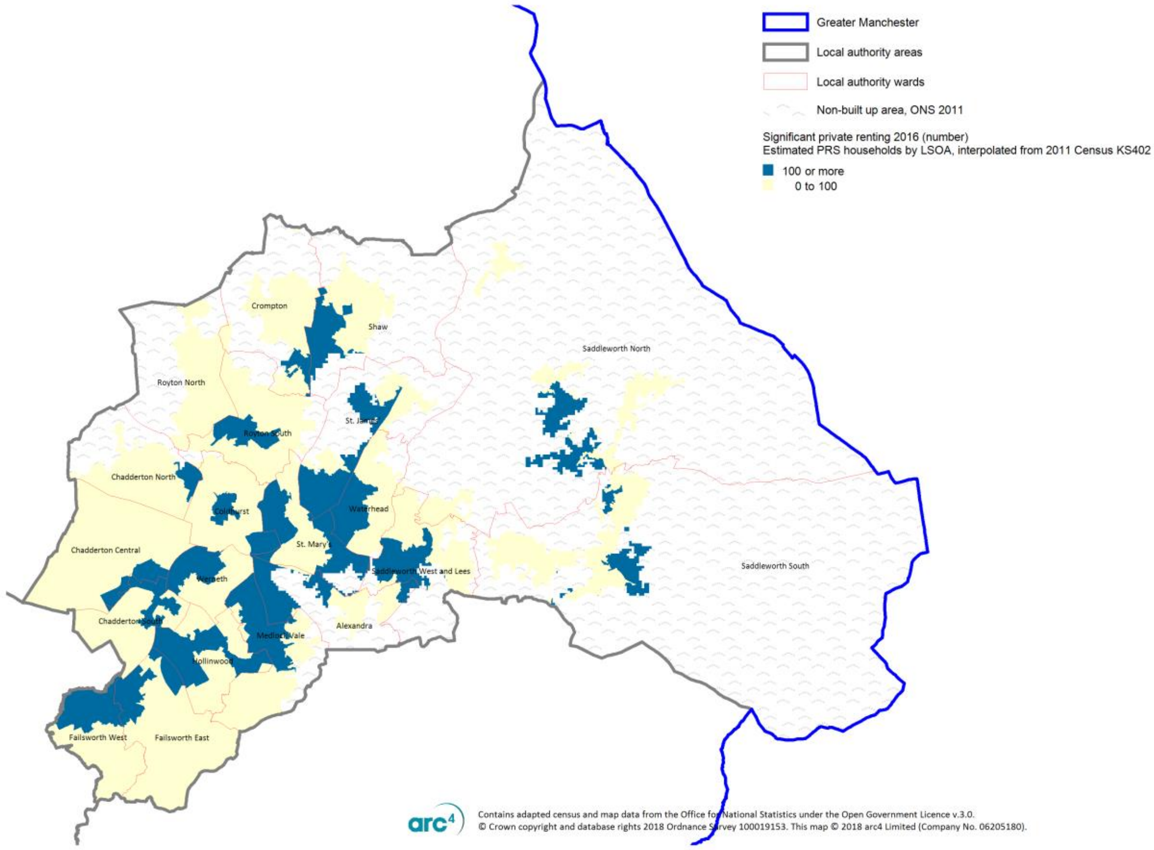
	Owners	Aff hsg	PRS	Total	Owners %	Aff hsg %	PRS
Alexandra	1874	2052	863	4789	39.1	42.8	18.0
Chadderton Central	3225	620	487	4332	74.4	14.3	11.2
Chadderton North	3189	681	443	4313	73.9	15.8	10.3
Chadderton South	3161	936	616	4713	67.1	19.9	13.1
Coldhurst	1704	1992	582	4278	39.8	46.6	13.6
Crompton	3688	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 arc[4]).

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.

Map 2.1: The significance of the PRS



2.4 In Table 2.2 median property values in 2017 have been compared in each ward with the size of the private rented sector. The value of median property in wards with levels of market rented levels above the Oldham average of 13.6% are illustrated in Chart 2.1.

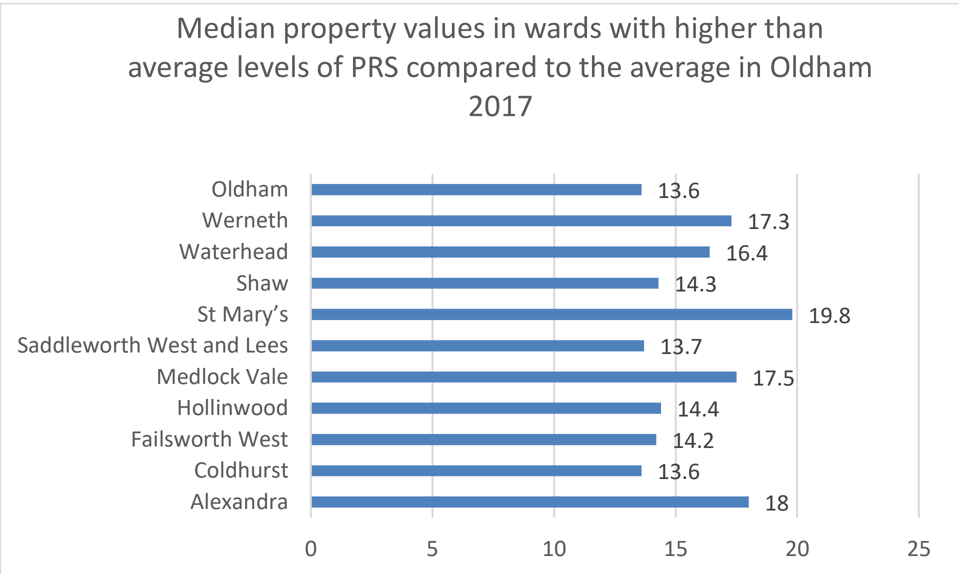
2.5 This confirms that there are 10 wards with average levels of PRS greater than the Oldham average. They account for 56.9% of all stock and except for Saddleworth West and Lees, all are wards with values lower than the median value for Oldham. This would confirm that the sector is a low value sector, and a significant proportion of it is providing an extension of the social rented sector and potentially competing with it.

2.6 Appendix A, therefore includes additional data on the lower value PRS.

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

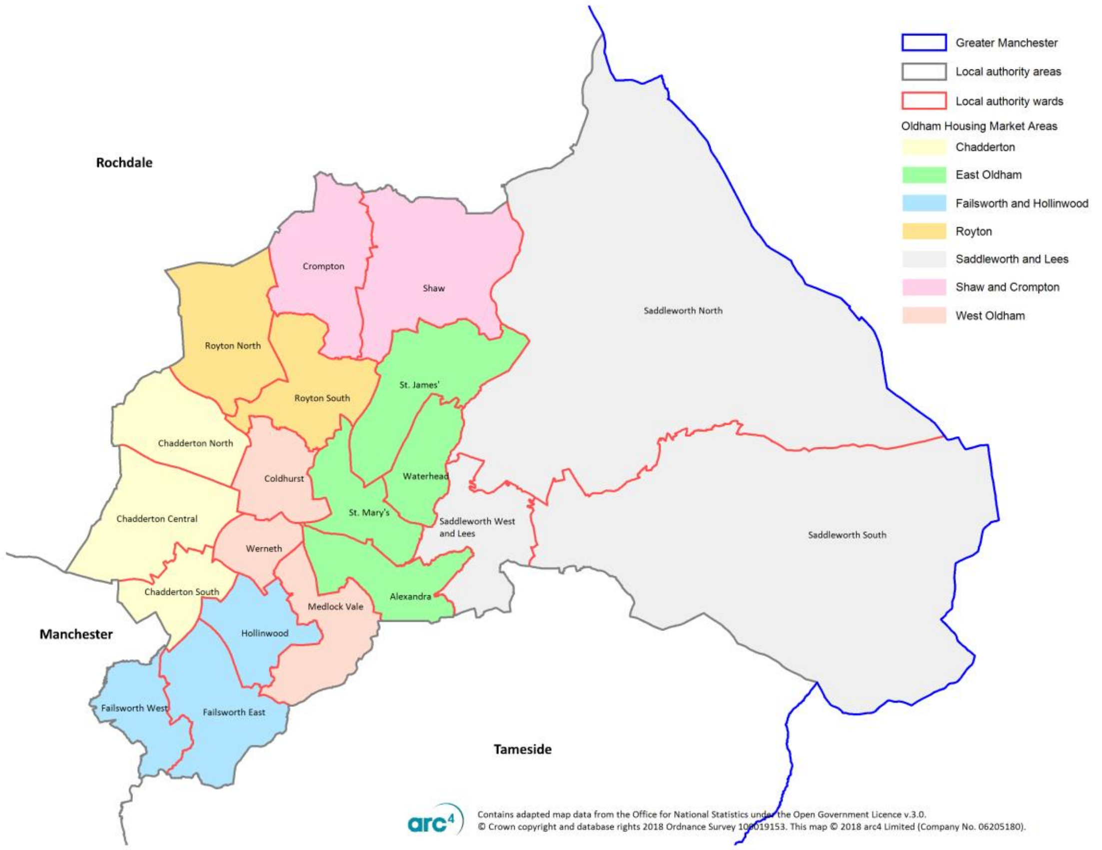
3. The performance of the market

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.

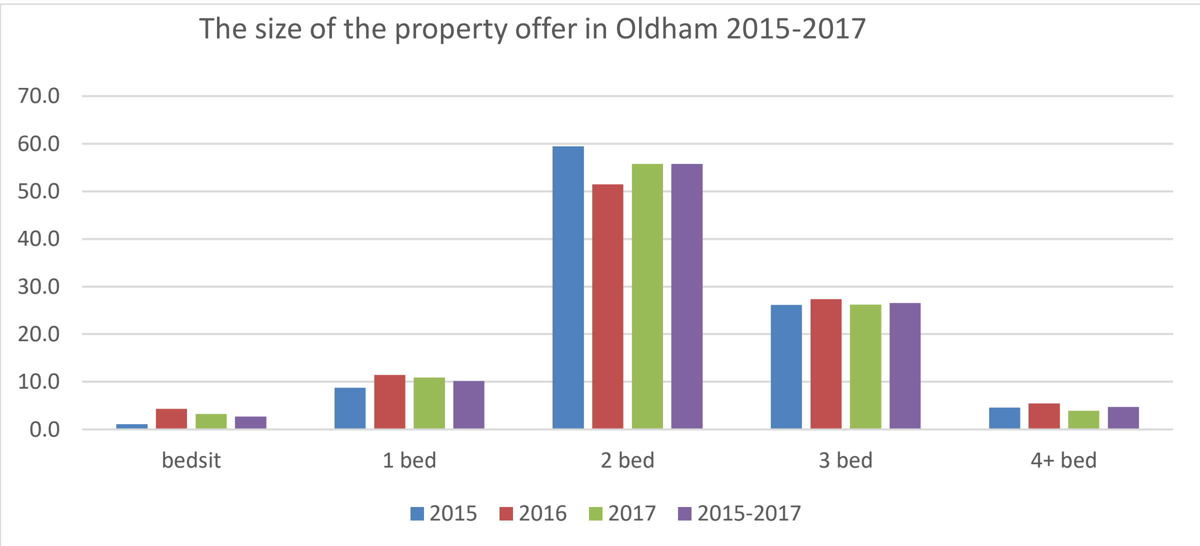
4.7 Similarly, only 26.6% of properties are 3-beds and this is a relatively small percentage; 31.3% are 3 or 4 bed. Given the demand for family accommodation, there is likely to be a lack of choice of family accommodation and accommodation for growing families.

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

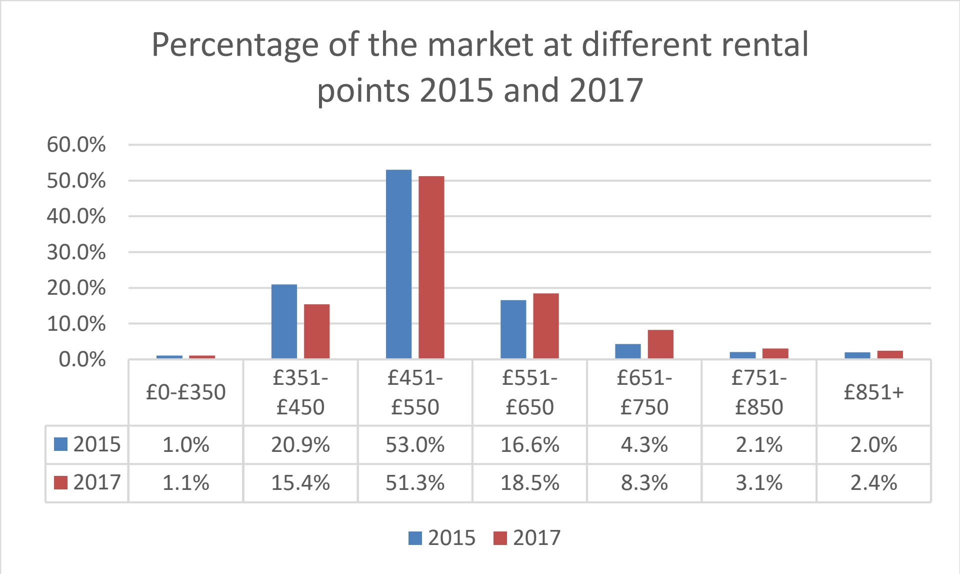
5.1 Chart 5.1 illustrates the rental market at different rental points in 2015 and 2017.

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



	£0-£350	£351-£450	£451-£550	£551-£650	£651-£750	£751-£850	£851+
2015	1.0%	20.9%	53.0%	16.6%	4.3%	2.1%	2.0%
2017	1.1%	15.4%	51.3%	18.5%	8.3%	3.1%	2.4%

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.

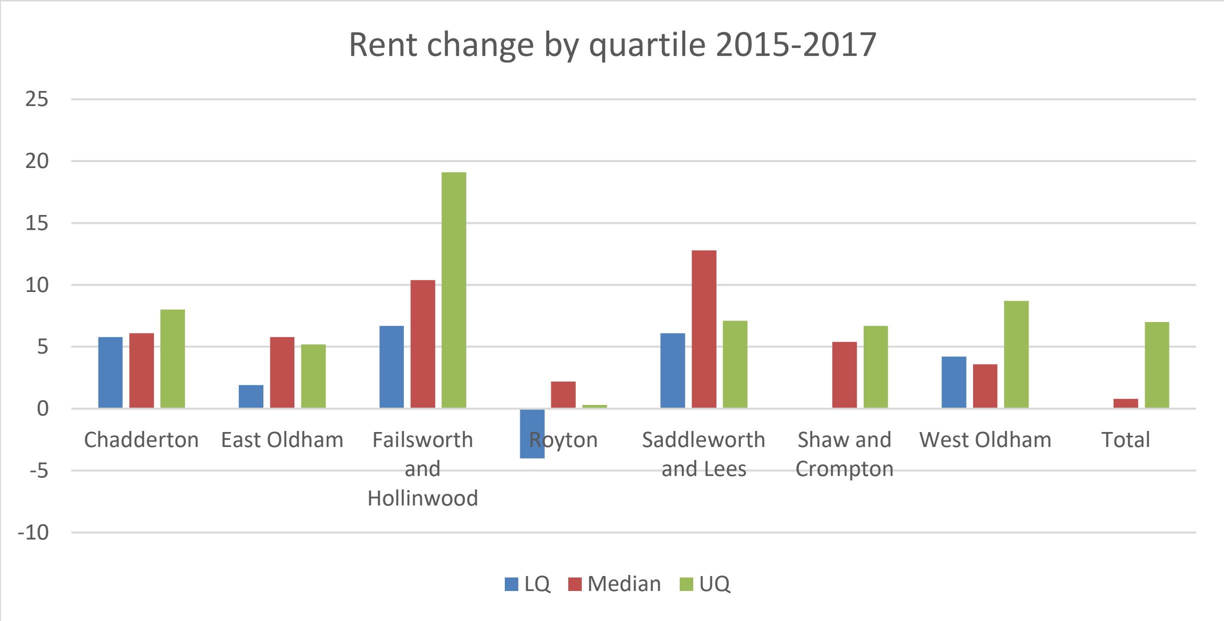
5.17 Rental markets in Failsworth and Hollinwood and Saddleworth and Lees are generally mid to higher value markets and have performed better in terms of rental change. Agents confirmed that, in Saddleworth and Saddleworth villages the local gap in supply was affordable housing. Commuters had driven 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.

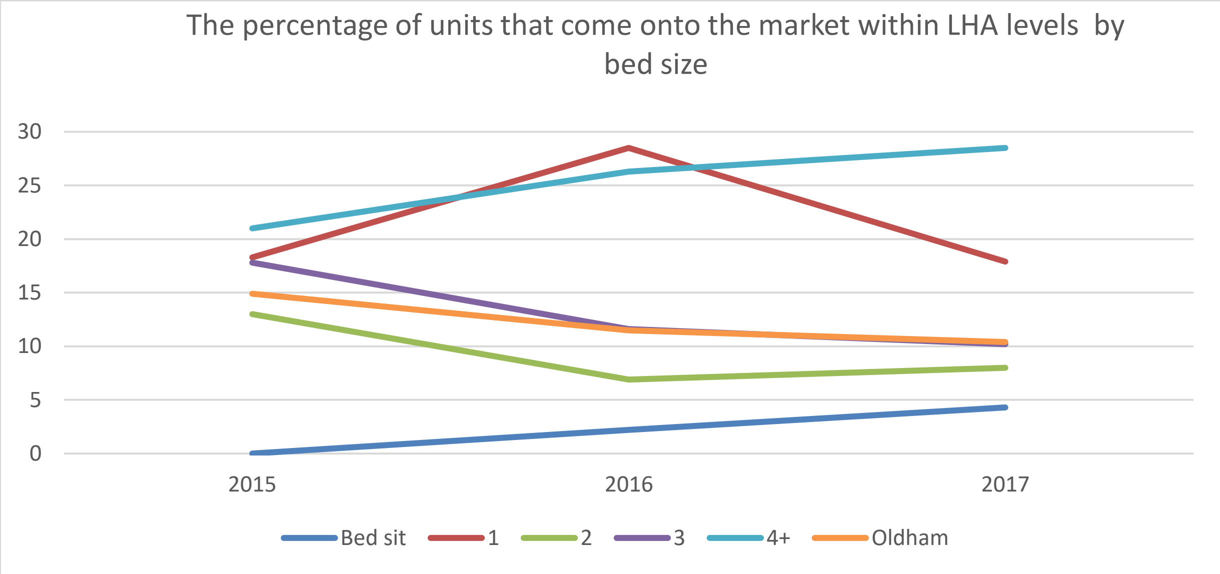
6.4 It is very likely that additional properties are available within Local Housing Allowance levels but that these are advertised locally through 'word of mouth' or directly through windows in properties etc. The difficulty with this is that those households that need to access properties with rents 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 arc[4] 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 £22,858[5].

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.

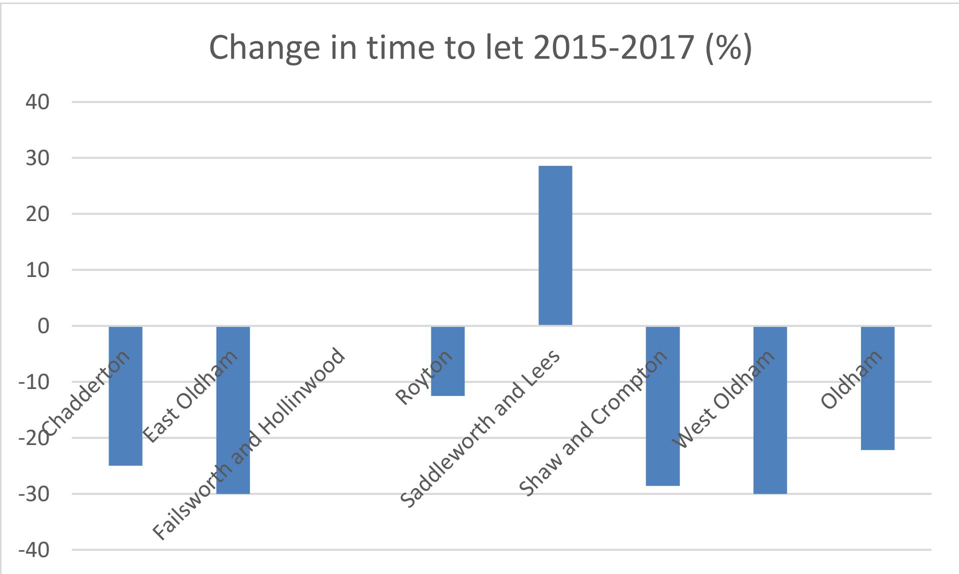
7.2 Table 7.1 shows the average time to let a property in weeks in each of the years 2015-2017 by HMA and shows the percentage change in the number of weeks, year on year and overall from 2015-2017. Property is letting quickly and is further evidence that this is a pressured market, with good demand. 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).

Table 7.1 Time to let property

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

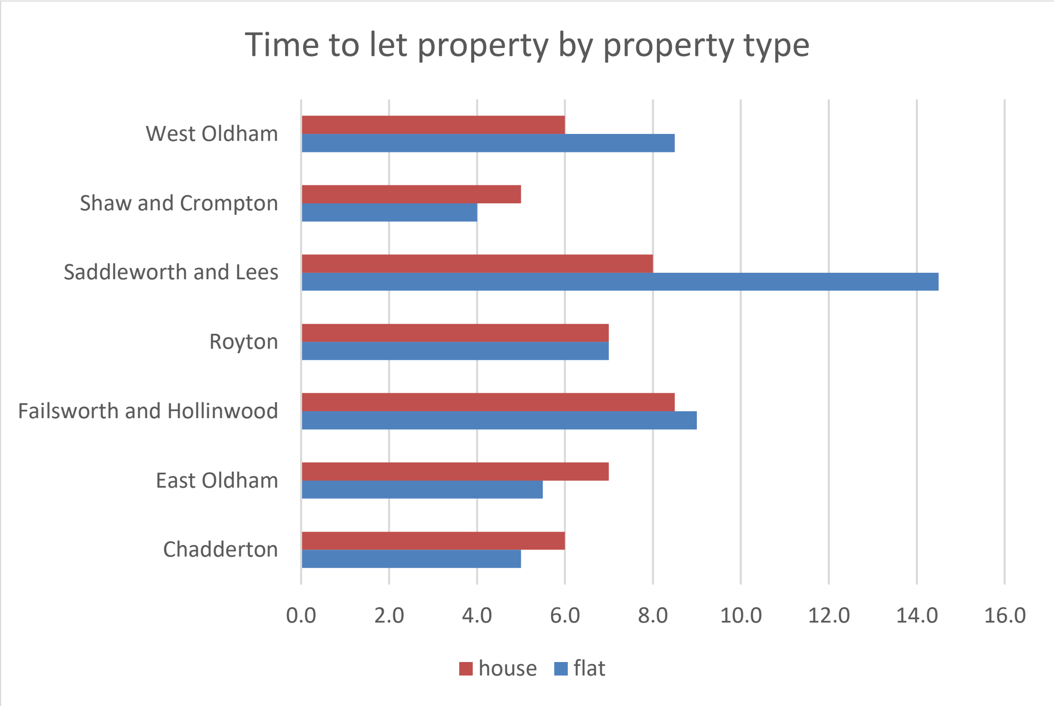
Chart 7.1 Change in time to let 2015-2017



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 values[6] . 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.

Table 8.1 Rental 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

Housing Strategy Consultation Summary Report 2019

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Executive Summary

The Oldham Housing Strategy consultation was launched on the 25 September 2018 with a listening event with key stakeholders aligned to the development of the Greater Manchester Combined Authorities Housing Strategy.

The Consultation was split into three stages, with the first stage taking place between September 2018 and November 2018 and the second stage taking place between November 2018 and January 2019 to establish themes and priorities. A third stage then moved into the drafting, production and consultation of the final strategic document.

The first stage of the Oldham Housing Strategy consultation included a housing study postal survey sent to 15,000 residents of the Borough which was completed by 2,080 households representing a 12% response rate from the sample surveyed.

The study helped inform the production of the council's Local Plan and Housing Strategy. It considered 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 provided an up-to-date analysis of the social, economic, housing and demographic situation across the area. The findings from the study provide an up-to-date, robust and defensible evidence base in accordance with government policy and guidance. It also provided a good insight into the key housing issues concerning people in the Borough which were valuable for informing the development of the housing strategy.

This stage also included a review of existing (secondary) data an online survey of stakeholders, interviews with estate and letting agents; and a comprehensive review study of the Private Rented Sector.

The second stage consultation included consultation with a wide range of stakeholders including Council Members and Officers – across disciplines, District Executives and Parish Councils, community and voluntary organisations, health and social care representatives from Oldham Cares, Public Health, Housing Associations. This stage also included a public consultation event on the 12 December 2018 at Gallery Oldham which provided valuable feedback on a wide range of housing issues.

The third stage consultation took account in the drafting of the housing strategy the consultation from previous stages and included a number an online survey to statutory consultees, focus groups to key stakeholders including Developers, private landlord forum and Housing Associations and two public consultation events in Tommy field indoor market and Spindles Shopping centre with members of the public posing a series of questions on the draft housing strategy. The draft strategy was also published online along with the delivery plan which the public were asked to comment on.

Methodology

The Council commissioned external consultants Campbell Tickell and Arc4 to support the refreshment of the local housing needs assessment and in completing a broad number of consultation events.

This included a postal housing needs study to over 15,000 residents of the borough.

Events and Consultations

As part of the consultation, Council officers held over a dozen events across the Borough. Officers carried out face to face surveys with residents in Oldham Gallery, Tommyfield Market and Spindles Shopping Centre. As well as briefing colleagues, management teams and partners in a range of internal and external focus groups, telephone interviews and workshop events. Specific engagement included holding an All Elected Member briefing and consultation event, issuing of briefing notes to all District Executives, attendance and presentations at Saddleworth and Shaw and Crompton Parish Councils, Liberal Democrat and Labour Group, Oldham Youth Council, Oldham's Public Health Team, Children's Services Workshop, Oldham Housing Association Partnership, Health and Adult Social Care listening event, Landlord Forum and feedback to Greater Manchester Combined Authority.

Notes were taken at each meeting and feedback was recorded. While the majority of feedback was in line with what the Council's proposals are in the publications, some issues were raised which were not. These issues were considered and taken into account in the updated version of the Housing Strategy.

Many other issues raised related to service delivery, operational, planning and partnership matters. These have been captured and will be used to inform further policy development and the delivery plan.

Housing Study –respondent profiles

HRP
Base: All respondents

		Table	Sub Area							GenTenure		
		TOTAL	Chadderton	Oldham East	Failsworth and Hollinwood	Royton	Saddleworth and Lees	Shaw and Crompton	Oldham West	Owner occupied	Private	Affordable
Total	Weighted	92891	13833	19528	13998	9421	13656	9528	12929	60329	12607	919955
	Actual Base	2080	292	214	267	355	455	338	159	91624	127	329
	Col %	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Under 65	Count	69809	10080	15907	10169	6645	9707	6819	10482	92891	92891	92891
	Col %	75%	73%	81%	73%	71%	71%	72%	81%	73%	89%	71%
65 and over	Count	23082	3753	3621	3829	2776	3949	2707	2447	16000	1344	5738
	Col %	25%	27%	19%	27%	29%	29%	28%	19%	27%	11%	29%

The above table indicates the total number of respondents to the Housing Study which was based on a series of 59 questions and from which areas of the Borough the respondents were from.
The table below provides a breakdown of age and ethnicity for the respondents

Q17 Ethnic origin
Base: All respondents

		Table										
		TOTAL	Chadderton	Oldham East	Failsworth and Hollinwood	Royton	Saddleworth and Lees	Shaw and Crompton	Oldham West	Owner occupied	Private	Affordable
Total	Weighted	90552	13573	18817	13730	9119	13435	9237	12641	59222	12882	19048
	Actual Base	2021	286	204	259	344	447	327	154	1588	120	313
	Col %	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
White British	Count	80698	12364	16245	12645	8559	13186	8862	8833	53837	10407	16418
	Col %	89%	91%	86%	92%	94%	98%	96%	70%	91%	85%	86%
White Irish	Count	269	71		55	98	15		31	192	33	44
	Col %	0%	1%		0%	1%	0%		0%	0%	0%	0%
White – Central and Eastern European	Count	1328	129	734	207	95			164	469	600	260
	Col %	1%	1%	4%	2%	1%			1%	1%	5%	1%
White – other	Count	677		99	162	95	36	155	131	485	71	121
	Col %	1%		1%	1%	1%	0%	2%	1%	1%	1%	1%
Mixed or multiple ethnicity	Count	470		134		95	99	42	100	126		344
	Col %	1%		1%		1%	1%	0%	1%	0%		2%
Asian or British Asian	Count	5624	1010	1239	345	163		54	2814	3610	1028	986
	Col %	6%	7%	7%	3%	2%		1%	22%	6%	8%	5%
Black British/African Afro Carribean	Count	1164		233	314	12	100	125	400	336	142	706
	Col %	1%		1%	2%	0%	1%	1%	3%	1%	1%	4%
North African/Arabic Middle Eastern	Count	301		134					167	132		168
	Col %	0%		1%					1%	0%		1%

Q16 Person 1 - Age
Base: All respondents

		Table										
		TOTAL	Chadderton	Oldham East	Failsworth and Hollinwood	Royton	Saddleworth and Lees	Shaw and Crompton	Oldham West	Owner occupied	Private	Affordable
Total	Weighted	92891	13833	19528	13998	9421	13656	9528	12929	60329	12607	919955
	Actual Base	2080	292	214	267	355	455	338	159	91624	127	329
	Col %	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Non response	Count	7238	983	2171	794	573	1177	605	936	3488	1437	2313
	Col %	8%	7%	11%	6%	6%	9%	6%	7%	6%	11%	12%
16–24	Count	1407	258	296	162	95	115	125	357	752	401	254
	Col %	2%	2%	2%	1%	1%	1%	1%	3%	1%	3%	1%
25 –34	Count	6892	644	2694	1107	478	886	337	746	2634	3048	1124
	Col %	7%	5%	14%	8%	5%	6%	4%	6%	4%	24%	6%
35 – 44	Count	11104	1461	2318	1617	703	1442	1076	2487	6902	1475	2727
	Col %	12%	11%	12%	12%	7%	11%	11%	19%	11%	12%	14%
45 – 64	Count	45240	7029	8746	6803	4988	6395	4979	6302	3177	5155	8307
	Col %	49%	51%	45%	49%	53%	47%	52%	49%	53%	41%	42%
65 +	Count	2101	3458	3304	3516	2585	3641	2405	2101	14776	1090	5144
	Col %	23%	25%	17%	25%	27%	27%	25%	16%	24%	9%	26%

Stakeholder feedback

The Council collated a range of views and responses from internal stakeholders, attendance at team meetings with district parterships and public health. This first phase consultation also included one to one telephone interviews with senior officers, workshops, listening events and consultation these were captured in the summary tables below:-

	Saddleworth and Lees	East and West Oldham	Chadderton	Failsworth and Hollinwood	Royton, Shaw and Crompton	Thriving Communities	Youth Council	Labour Reference Group
Main issues	Rural Affordability Developers want higher yield executive accommodation, which do not meet the needs of the population.	Not enough housing. Overcrowding. Extensions and retrospective planning permission. Cheaper and poor quality housing – increasing private rented sector, some areas with no sale market due to low values.	Transient communities. Overcrowding.	Selective licensing is starting to make a difference in Hollinwood. Disrepair issues. Private renting, lack of responsibility from tenants and landlords – not taking bins in, fly tipping, not enforcing ASB, not locking alley-gates.	Private renting leading to transient communities. Older settled community in private rented, living next to transient renters. Tier of people becoming un-accommodateable – evicted from social housing and then get shunted around the private rented sector.	Social Housing is no longer where the most vulnerable people are living due to access to it. There is a need to improve the state of behaviour of private landlords, including provision of support and key worker functions. The places which are in the worst state have significant levels of poor quality private rented housing. Creating space for innovation in the strategy to encourage and stimulate ideas,	No access to affordable Housing and broad housing choice of affordable housing products such as rent to buy, affordable rent etc. Felt any town centre residential offer must include an affordable housing option.	The OHAS contract and service delivery partner FCHO is too FCHO centric and needs to broaden out to a wider Oldham Housing Offer than just statutory minimum. Not enough affordable homes being constructed across the Borough. Need to look at our policy response to Empty Homes. Could we do more to bring Empty Homes back into use? There are areas of increasingly run down poor quality housing in particular in the Private Rented Sector and this is becoming an increasing political priority to try and look at ways the Council can work with partners, landlords and tenants to address and lift up standards.
Young people	Priced out of the market except in Lees. No private rented options.	Can't afford to buy. More likely to move away if they get qualifications. Overcrowding	Overcrowding lack of access to public open space in North Wards					
Social Housing	Only really FCHO.	No issues raised.	No issues raised.	No issues raised.	Increasingly have to work like businesses, less tolerance for arrears / chaotic lifestyles / vulnerable tenants.	Linkages between building council housing and jobs.	No issues raised other than the lack of supply	There is a need to set out design standards expected from our developing Housing Associations. Political will to look at how the Council can support the development of social housing directly and provide an alternative/complimenttary new development offer to existing Registered Providers development pipeline. Any Council led/supported offer must increase quality and design standards in this sector.

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Greater Manchester Combined Authority Housing Strategy Listening Event

On the 25 September a special housing conference was held at First Choice Homes Oldham, Boardroom, Union Street, Oldham. The purpose of the conference was to brief the invited audience of registered housing providers, developers, Homes England, voluntary sector and Homes England on the development of the Greater Manchester and Oldham Housing strategy and let have their say on the emerging themes and priorities. See link below:

www.oldham.gov.uk/housingstrategysupportingdocs

Health and Social Care Listening Event

On the 18 October a special health and social care workshop style event was held at Oldham College. The purpose of the event was to engage and consult with health and social care professionals on the emerging themes and priorities captured from the Housing Study, the local housing needs assessment and the private rented sector study. See link below:

www.oldham.gov.uk/housingstrategysupportingdocs

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Private Landlord Forum

On the 29 November the Council and Arc4 presented the findings of the Private rented study and the emerging themes and priorities to the forum to listen and collect views from private landlords who are participating in the selective licencing areas of the Borough. See link below:

www.oldham.gov.uk/housingstrategysupportingdocs

Public consultation events

On the 12 December 2018, a drop in event was widely publicised on the Councils website as an opportunity for members of the public to drop into Oldham's central library at Oldham Gallery and provide feedback and have their say on housing issues. In addition on 3 May a formal four week public consultation on the draft housing strategy was undertaken. This too was widely publicised through the councils media channels and included drop in events. See link below:

www.oldham.gov.uk/housingstrategysupportingdocs

Oldham Council

	Reference:	
Responsible Officer	Bryn Cooke	
Cabinet Member:	Hannah Roberts	
Support Officer	Tim English	

Equality Impact Assessment Tool

Service Area:	**Housing, Economy Directorate, People and Place.**
Budget Reduction Title:	**Not applicable.**

Stage 1: Initial Assessment

1a	**Which service does this project, policy or proposal relate to?**
	Housing, Economy Directorate, People and Place.
1b	**What is the project, policy or proposal?**
	Adoption of a new Housing Strategy
1c	**What are the main aims of the project, policy or proposal?**
	To refresh the local housing needs assessment evidence base and update the existing housing strategy.
1d	**Who, potentially, could this project, policy or proposal either benefit or have a detrimental effect on, and how?**
	The Strategy aims to increase the choice, quality and access to housing for all residents in the Borough and for people wishing to move into Oldham. The strategy aims to be cohesive and support people from all groups and backgrounds. **Any community or cohort of the population may be singled out for preferential treatment due to any evidence based need or historic lack of service and may receive extra support to access services. This may be perceived to be to the determent of other communities, services and properties need to be provided to all families who need them. Careful and sensitive marketing of properties needs to take place to ensure it is not perceived that some communities are benefitting more than others.** **Whilst the strategy itself is inclusive and supports equality and good relations, it might be appropriate to undertake EIA's on individual actions or projects, which are implemented to support the overall aims and objectives of the strategy.**
1e	**Does the project, policy or proposal have the potential to <u>disproportionately</u> impact on any of the following groups?**

	None	Positive	Negative	Not sure
Disabled people	☐	☒	☐	☐
Particular ethnic groups	☐	☒	☐	☐
Men or women (includes impacts due to pregnancy / maternity)	☒	☐	☐	☐
People of particular sexual orientation/s	☒	☐	☐	☐
People in a Marriage or Civil Partnership	☒	☐	☐	☐
People who are proposing to undergo, are undergoing, or have undergone a	☒	☐	☐	☐

	process or part of a process of gender reassignment				
	People on low incomes	☐	☒	☐	☐
	People in particular age groups	☐	☒	☐	☐
	Groups with particular faiths or beliefs	☒	☐	☐	☐
	Are there any other groups that you think may be affected negatively or positively by this project, policy or proposal?				
	None	☐	☐	☐	☐

1f	**What do you think the overall NEGATIVE impact on groups and communities will be?**	**None / Minimal**	**Significant**
		☒	☐

1g	**Using the screening and information in questions 1e and 1f, should a full assessment be carried out on the project, policy or proposal?**	**Yes** ☐
		No ☒
1h	**How have you come to this decision?**	

Disabled People

The Strategy includes supported housing and the need to continue to develop our services around signposting and advising disabled people and their families on access and the locality of adapted properties. In addition the need to develop more supported accommodation with our Adult Care, Health and Social Care policies and there will be no negative effects as a result of this strategy

Ethnic Groups

The ethnic diversity of Oldham's residents is acknowledged and addressed throughout the strategy. Ethnicity related demographics form part of the local housing needs assessment which in turn inform the key themes set out within the strategy.

Issues such as overcrowding amongst certain ethnic groups are identified. This could present an opportunity to develop a differential impact on different communities. However as the issues raised are about inadequate service provision, it is envisaged that any intervention will provide a positive outcome on communities who may not have had adequate access to services.

Issues for Travellers and Gypsies have been addressed in a separate assessment at Greater Manchester level.

Specific actions addressing some of the issues identified in the strategy will be picked up within the accompanying delivery plan and it would be appropriate to undertake EIA's on these individual actions when they are brought to fruition and there will be no negative effects as a result of this strategy

People on low incomes

The income levels of Oldham's residents is acknowledged and addressed throughout the strategy. Income and housing affordability form part of the local housing needs assessment which in turn inform the key themes set out within the strategy.

Specific actions addressing some of the issues identified in widening choice and the Oldham Housing offer to people on low incomes in the strategy will be picked up within

	the accompanying delivery plan and it would be appropriate to undertake EIA's on these individual actions when they are brought to fruition and there will be no negative effects as a result of this strategy **People in particular age groups** The strategy does draw from the demographic information captured in the local housing needs assessment evidence base. The strategy does not present any negative impact on people due to their age. Specific actions addressing the ageing population, the affordability and access into housing across the Borough and the need to try and retain and attract young people will be picked up in within the accompanying delivery plan and it would be appropriate to undertake EIA's on these individual actions when they are brought to fruition and there will be no negative effects as a result of this strategy

Stage 2: What do you know?

What do you know already?
The development of the strategy included a wide ranging and extensive collation of primary and secondary data and pulling together evidence from a wide range of sources and consultative events with internal and external stakeholders, key partners and residents of the Borough. **The development of the strategy was phased accordingly** **Stage One – Evidence Base and Local Housing Needs Assessment** This stage included a review of secondary data. It looked at data on population, dwelling stock, household characteristics, house prices and rents and income, older people, supported housing, completions and the housing register. A review of the Private Rented Sector was also carried out. Initial findings confirmed what we knew about the housing conditions and how the housing market functioned across the Borough. A primary survey sent to 15,000 residents was issued to support and inform what we knew further to a more granular level based at district level. The evidence base gathered at this stage provided detailed insights into the seven districts housing markets plus the town centre. This then formed the basis on which to build a robust housing strategy and delivery plan. **Stage Two – Drafting the key themes and analysis for the Housing Strategy** This second stage overlapped with stage one and involved consultation with a wide range of stakeholders including: Council Members and officers (across disciplines), District Executives, Parish Councils, public health, housing associations, developers, community and voluntary organisations and the GMC. As part of the consultation an all day drop-in event for Members on 20 November 2018 was held to share evidence pertaining to their wards and seek feedback. **Stage Three- Final drafting, production and consultation on the new Housing strategy** This final stage included the writing and production of the draft strategy which had been

informed by the earlier stages. This was presented to the Councils Leadership. Following that, there was a formal public consultation period. This involved a survey that appeared on the Council's website, along with drop in events.
What don't you know?
The delivery plan is set out over the short, medium and long term. **It is not known what particular themes identified in the strategy, such as expanding the Oldham Housing Offer or delivery of more homes will be delivered at this time. As this will be subject to separate business cases, bespoke projects and be subject to the success of external funding and the willingness of partners to support the strategic aims.**
Further Data Collection
None required

Summary (to be completed following analysis of the evidence above)

1e	**Does the project, policy or proposal have the potential to disproportionately impact on any of the following groups?**				
		None	**Positive**	**Negative**	**Not sure**
	Disabled people	☐	☒	☐	☐
	Particular ethnic groups	☐	☒	☐	☐
	Men or women (includes impacts due to pregnancy / maternity)	☐	☒	☐	☐
	People of particular sexual orientation/s	☐	☒	☐	☐
	People in a Marriage or Civil Partnership	☒	☐	☐	☐
	People who are proposing to undergo, are undergoing, or have undergone a process or part of a process of gender reassignment	☒	☐	☐	☐
	People on low incomes	☐	☒	☐	☐
	People in particular age groups	☐	☒	☐	☐
	Groups with particular faiths or beliefs	☒	☐	☐	☐
	Are there any other groups that you think may be affected negatively or positively by this project, policy or proposal?				
		☐	☐	☐	☐
		☐	☐	☐	☐

Stage 3: What do we think the potential impact might be?

3a	**Who have you consulted with?**
	See consultation summary and summary table below:-

OLDHAM HOUSING STRATEGY CONSULTATION 2018 - PHASES 2 & 3

Group	Name	Date and Time	Address	Consultant	Deadline for report
District Executives	Shaw and Crompton	4 December 2018 6pm	Shaw Lifelong Learning Centre, High Street, Shaw, OL2 8TB	report only	
	East Oldham	TBC	Crompton Suite, Civic Centre, Oldham OL1 1NL	report only	
	West Oldham	TBC	Crompton Suite, Civic Centre, Oldham OL1 1NL	report only	
	Chadderton	see below	Chadderton Town Hall, Middleton Road, Chadderton, OL9 6PP	report only	
	Chadderton Strategic Briefing - consultation event	13 November 3pm	Chadderton Town Hall, Middleton Road, Chadderton, OL9 6PP	report only	
	Failsworth and Hollinwood	TBC	Failsworth Town Hall, Oldham Road, Failsworth, M35 0FJ	report only	
	Saddleworth and Lees	TBC or see Parish Council	Uppermill Civic Hall, Lee Street, Uppermill, OL3 6AE	report only	
	Royton	26 November 6pm	Royton Town Hall, Rochdale Road, Royton, OL2 6QG	report only	
Parish Councils	Saddleworth	18 October 9:30am	Uppermill Civic Hall, Lee Street, Uppermill, OL3 6AE	CB	
	Shaw and Crompton	17 October 7:30pm	S&C Parish Council Offices, 1 Kershaw Street East, Shaw, OL2 8AB	CB	8 October 2018
Council / Members	Labour Group	10th December 6:30pm		N/A	
	Labour Housing Reference Group	11 October 5pm		MR	
	Labour Housing Reference Group	28 November 3.30pm	webinar	MR, MS	
	Lead Member for Housing Cllr Roberts	26 September 2018	tel con	MR	
	Leader of the Council	25 October 2018 4pm		MR	
	Liberal Democrat Group	17 December 6pm		TS	
	Conservative Group	Not yet arranged			
	Overview and Scrutiny				
	Leadership	28th January 2019 3.30pm	Civic Centre, Oldham		
	Cabinet				
	Full Council				
	All Members Briefing Session	20 November 11am - 7pm	Room 4f, Level 4, Civic Centre, Oldham	HB, MB	
Officers - telephone interviews	Helen Lockwood - Deputy Chief Executive	18 October 10am		MS	
	Roger Frith - Interim Director of Economy and Skills	30 October 12:30pm		MS	
	Neil Crabtree - Head of Service Public Protection	19 October 1pm		MS	
	Stephen Irvine - Head of Planning and Development management	16 October 2pm		MS	
	Helen Ramsden - Interim AD of Joint Commisioning & Safegaurding	12 October 10am		MS	
	Bruce Penhale - Assistant Director Communities and Early Intervention	23 October 2:30pm		MS	
	Bryn Cooke - Head of Strategic Housing and Property Partnerships	9 November 2018		MS	
	Albert Margai - Principal Housing Market Intervention Officer	12 October 2pm		MS	
	Zilur Rahman - Principal Housing Strategy Officer	23 October 2pm		MS	
	Ann-Marie McGinn - Principal Homelessness Strategy Officer	25 October 9am		MS	
	Annee Mank - Princiapl Housing Energy Officer (maternity cover)	29 October 11:30pm		MS	
	Victoria Wood - Strategic housing	30 October 2018		MS	
	Vicky Walker - Oldham Care	2 November 2018		MS	
	Vicky Sugars - Strategy, Partnerships and Policy Manager, CEX office	25 October 11am		MS	
	Cath Green - Greater Manchester Combined Authority	no response			
	Peter Pausen, Unity Partership (Thriving C ommunities)	2 November 2018		MS	
Community / Residents	Oldham Youth Council - Jodie Barber, Service Manager, Youth Service	19 October 12pm		MS	
	Age UK Oldham - Nicola Shore - Engagement and Wellbeing Manager	no response			
	Action Together - Nyan Joshi - Senior Partnerships and Project Officer	23 October 1pm		MS	
Partners	Landlord Forum	29 November 2018		HB	
	GMCA listening event	25 September 2018, 2-4:30pm	FCHO Board Room	HB / MS	
	Health and ASC listening event	18 October 2018 12.30 -2.30pm		MS	
	Public health team meeting	29 October 2018 10 - 11:30am		MS	
	OHIP (housing associations) consult	16 October 2018 2-4:30pm		MR	
	Homes England - Ann Siepp	20 November 2018		MR	
	FCHO - Vinny Roche	30 October 2018		MR	
PHASE 3					
Public Consultation	Half day workshop	12 December 2018 - hours to be	Education Suite, Oldham Library / Gallery	CT & Council	surveys to be filled out by hand and uploaded by CT
Survey - public	Council website	04-May-19	return by 4 June 2019	CT	
Survey - stakeholder	send to GMCA group	4 February 2019	return by 4 March 2019	CT	
Survey - districts	send to Members	4 February 2019	return by 4 March 2019	CT	

3b **How did you consult? (include meeting dates, activity undertaken & groups consulted)**

See section 3a

3c **What do you know?**

Details of the feedback from the consultation is available through the following link.

The feedback and information gathered through the consultations and events   After considering these responses, the themes and priorities identified in the strategy were developed and tested and refined to reflect back what we knew from these events and surveys.

3d **What don't you know?**

	We will never know everything about the housing market in Oldham, we believe that the extensive household study and subsequent consultation phases have provided a sufficiently robust picture on which to move forward on.	
3e	**What might the potential impact on individuals or groups be?**	
	Generic (impact across all groups)	The Strategy aims to increase the choice, quality and access to housing for all residents in the Borough and for people wishing to move into Oldham. The strategy aims to be cohesive and support people from all groups and backgrounds**.**
	Disabled people	The Strategy includes supported housing and the need to continue to develop our services around signposting and advising disabled people and their families on access and the locality of adapted properties. In addition the need to develop more supported accommodation with our Adult Care, Health and Social Care policies and there will be no negative effects as a result of this strategy
	Particular ethnic groups	The ethnic diversity of Oldham's residents is acknowledged and addressed throughout the strategy. Ethnicity related demographics form part of the local housing needs assessment which in turn inform the key themes set out within the strategy. Issues such as overcrowding amongst certain ethnic groups are identified. This could present an opportunity to develop a differential impact on different communities. However as the issues raised are about inadequate service provision, it is envisaged that any intervention will provide a positive outcome on communities who may not have had adequate access to services. Issues for Travellers and Gypsies have been addressed in a separate assessment at Greater Manchester level. Specific actions addressing some of the issues identified in the strategy will be picked up within the accompanying delivery plan and it would be appropriate to undertake EIA's on these individual actions when they are brought to fruition and there will be no negative effects as a result of this strategy
	Men or women *(include impacts due to pregnancy / maternity)*	No adverse impact
	People of particular sexual orientation/s	No adverse impact
	People in a Marriage or Civic Partnership	No adverse impact
	People who are proposing to undergo, are undergoing, or have undergone a process or part of a	No adverse impact

	process of gender reassignment	
	People on low incomes	The income levels of Oldham's residents is acknowledged and addressed throughout the strategy. Income and housing affordability form part of the local housing needs assessment which in turn inform the key themes set out within the strategy. Specific actions addressing some of the issues identified in widening choice and the Oldham Housing offer to people on low incomes in the strategy will be picked up within the accompanying delivery plan and it would be appropriate to undertake EIA's on these individual actions when they are brought to fruition and there will be no negative effects as a result of this strategy
	People in particular age groups	The strategy does draw from the demographic information captured in the local housing needs assessment evidence base. The strategy does not present any negative impact on people due to their age. Specific actions addressing the ageing population, the affordability and access into housing across the Borough and the need to try and retain and attract young people will be picked up in within the accompanying delivery plan and it would be appropriate to undertake EIA's on these individual actions when they are brought to fruition and there will be no negative effects as a result of this strategy
	Groups with particular faiths and beliefs	No adverse impacts
	Other excluded individuals *(e.g. vulnerable residents, individuals at risk of loneliness, carers or service and ex-serving members of the armed forces)*	The strategy has a number of key themes that will seek to improve housing services to excluded vulnerable residents. **Theme one -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 times of their lives. We are being more creative than in the past so people can find solutions that suit them. Our proposals go beyond the projected numbers of new homes and focus on the dynamics between people, homes and the wider economy. The Oldham Housing Offer: • Greater diversity in the type of new homes built • More choice in affordable homes and financial products • Attractive homes for 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 • Changing our governance arrangements so that the Strategic Housing Partnership Board and Oldham Cares work together to consider and make commissioning decisions about how services are organised and funded in order to help people to stay well and living independently in their homes • Develop a Housing, Health and Care Delivery 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 addressed. • We will provide advice and signposting to the full range of housing options available through the Oldham Housing Offer **Theme Two -Delivering the housing offer** We know we have too much older terraced housing in the central areas, much of which is in poor condition. This means too many residents live in a home that is in poor repair or overcrowded. The Government has set us a challenging annual development target of 716 new homes. This as an opportunity to increase the quality and choice of homes available at different prices, and across tenures including homes for social rent. **Theme 3 Place offer to support the Oldham Plan** Our newly refreshed local housing needs assessment provides evidenced based insights into how our housing economy currently works, forecasts future needs and identifies gaps. These 'Housing Insights' will help to contribute to the development of a better Local Plan. Housing insights will help steer the right sort of new development within the borough. We want to build on the Oldham Model such as the Thriving Communities programme and our Private Sector Housing Selective Licensing Scheme. These are enabling a proactive approach to solving neighbourhood issues. We want to take further steps and invite residents to work with us

		and co-produce Place Plans that will provide a blueprint for how their neighbourhood might develop over the next 20 years. These will 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 high level of housing needs experienced now by Oldham Residents and our projected population increase. **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. Making our homes and neighbourhood healthy places to live is also key to realising this ambition. We intend to work together to develop and implement a comprehensive, coordinated and person-centred approach across health, care and housing to improving people's health and wellbeing through the home. This Housing Strategy and underpinning delivery plan mark a significant change in how we think about, organize for and take decisions and action on housing over the coming years. We have built this strategy on exciting work that is already underway and that is working well. We are not deterred by the significant challenges and a lack of resources, rather we are determined to create and to grasp opportunities to overcome the significant housing, economic andother challenges Oldham faces and work towards achieving our long-term vision for Oldham with Greater Manchester. Greater Manchester

Stage 4: Reducing / Mitigating the Impact

4a	What can be done to reduce or mitigate the impact of the areas you have identified?	
	Impact 1	**Proposal**
	Impact 2	**Proposal**
	Impact 3	**Proposal**

4b	**Have you done, or will you do anything differently, as a result of the EIA?**
	We will ensure the importance of completing and continuing to complete EIA's is engrained into the actions/projects or new policies and procedures that arise from the delivery plan.
4c	**How will the impact of the project, policy or proposal and any changes made to reduce the impact be monitored?**
	The impact of the strategy will be monitored through the Council's Corporate Plan, Economy Directorate Business plan and through the Strategic Housing Partnership.

Conclusion *This section should record the overall impact, who will be impacted upon, and the steps being taken to reduce / mitigate the impact*
The overall impact of the Adoption of the Housing Strategy is judged as positive. **Whilst the strategy itself is inclusive and supports equality and good relations, it will be appropriate to undertake EIA's on individual actions or projects, which are implemented to support the overall aims and objectives of the strategy.** **The delivery plan will therefore need to be managed and tracked including its impact and this is planned to be done through the Strategic Housing Partnership.**

Stage 5: Signature

Role	Name	Date
Lead Officer	Bryn Cooke	12 June 2019
Approver Signatures		

EIA Review Date:	June 2020

Further guidance and information on Equality Impact Assessments is available here – http://intranet.oldham.gov.uk/downloads/download/35/equality_impact_assessments

Oldham Council

Report to Cabinet

Council Performance Report March 2019

Portfolio Holder:
Councillor Sean Fielding, Leader of the Council

Officer Contact: Dami Awobajo, Head of Business Intelligence

Report Author: Dami Awobajo, Head of Business Intelligence
Ext. 1559

Date: **24 June 2019**

Reason for Decision

The purpose of this report is to allow:

- The review of Council Performance for March 2019
- The scrutiny of areas of underperformance as appropriate

Recommendations

- To note areas of good performance
- Agree improvement plans for any areas of under performance.

Oldham Profile in Numbers

POPULATION

Total Population (Mid 2017) **233,759**

Male 49.3% 50.7% **Female**

Aged 0-15	Aged	Aged 65+
22.7%	61.4%	15.9%

White	Pakistani	Bangladeshi	Other
77.5%	10.1%	7.3%	5.1%

ONS Mid-Year Estimate 2017/Census 2011

INCOME & BENEFITS

Median Household Income **£21,752**

67.5% Employment Rate
11.1% Out of Work Benefits
5.3% Unemployment
7.7% ESA Benefits

CACI 2018/Census 2011/DWP 2017

HOUSING

64.9% **Owner Occupied**

12.1% in Fuel Poverty
20.9% Social Rented
13.6% Private Rented
25.1% Claiming Council Tax Benefits/Housing Benefits

PRM in Oldham 2018/DECC 2014/Council Tax 2017

HOUSEHOLD INFO

Number of Households **97,358**

30.3% Single Person Households
13.1% Lone Parent Households
7.5% Overcrowded Households
60.7% with No Children

OMBC Council Tax 2019/Census 2011

EDUCATION

97% **with at least 1 qualification at KS4**

64.1% School-Ready Children
57.1% with standard pass in GCSE English and Maths

96.5%	13.6 Adults	51.6%
young people aged 16 to 18 are in EET	with No Qualifications	5 GCSEs A*-C (including Eng & Maths)

DfE 2018/Positive Steps 2017/Census 2011

HEALTH

16.3% **Long Term Health Problems/Disabilities**

77.2 yrs Male Life Expectancy
80.9 yrs Female Life Expectancy
16.6% Currently Smoke

Obese Children

Reception: 10.9% Year 6: 23.4%

Public Health England/Census 2011

CRIME

107 **Victim Based Crimes (per 1,000 of the Population)**

2.0 Robbery of Personal Propert
7.5 Residential Burglary Rate
13.1 Vehicle Offences Rate
42 Violence Against the Person Rate

GMP 2019

COMMUNITY

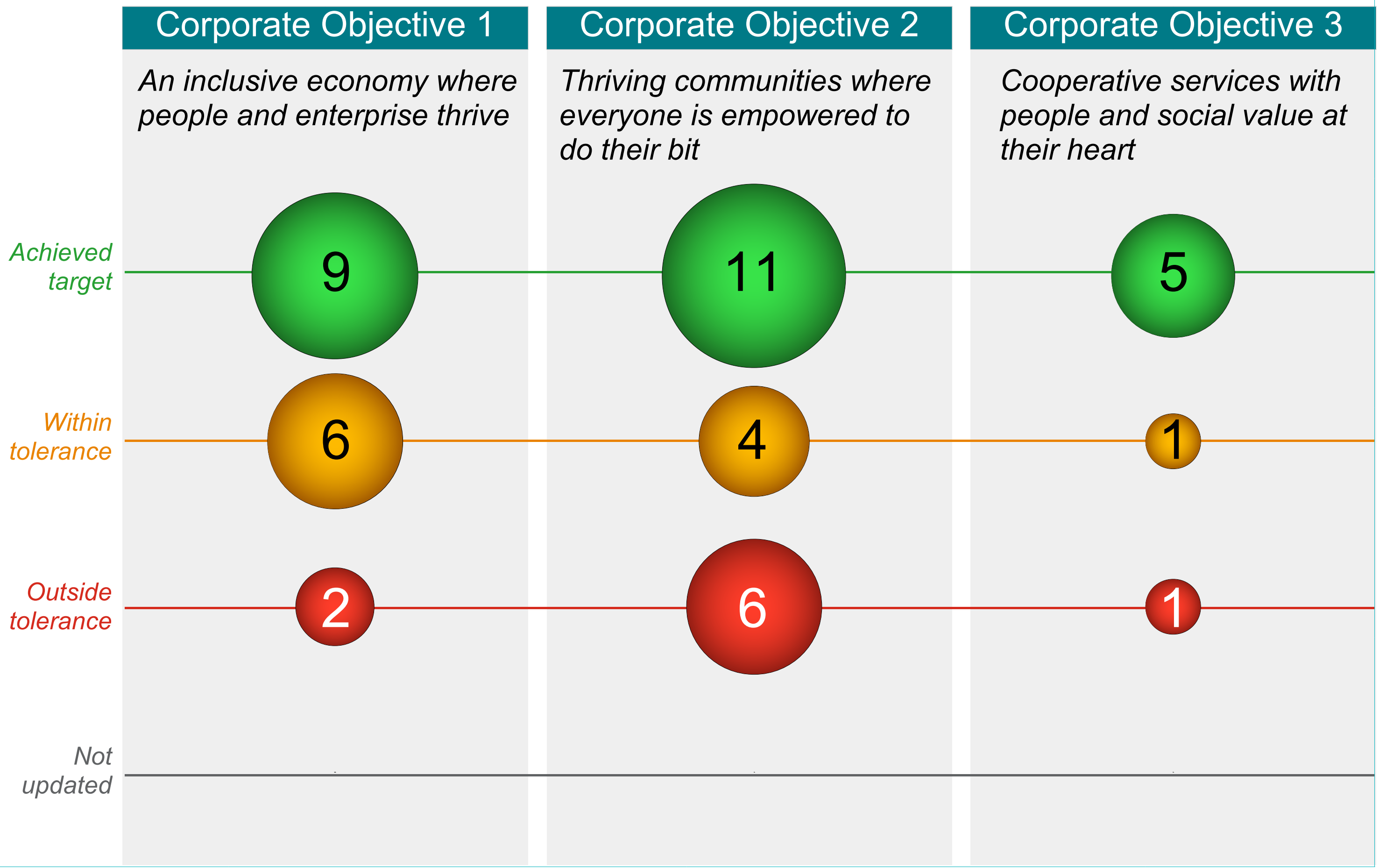
Satisfied with Local Area **71%**

38% Volunteered in Last 12 Months
36% Local Election Turnout
26% Feel Involved in Community

YYC 2013 / OMBC Election team 2016

Performance Measures by Objective

Details in Appendices I and II



Action Summary

Details in Appendix III

	Total Actions	Updates commence 31 Mar 2019				
		Not Updated	Complete	On Track	Behind Schedule	Unlikely to Achieve
Chief Executive	2			1	1	
People and Place	23			19	4	
Health and Adult Social Care CS	7			6	1	
Childrens Services	17		1	14	2	
Corporate and Commercial Services	7		2	5		
Strategic Reform and Public Health	14			14		
Admin Priority only	33			28	5	

Details in Appendix IV

Risk Summary

Chief Executive

	IV	III	II	I
A	0	0	0	0
B	0	0	0	0
C	0	0	0	0
D	0	0	0	0
E	0	0	0	0

Corporate and Commercial Services

	IV	III	II	I
A	0	0	0	0
B	0	0	0	0
C	0	0	0	0
D	0	0	0	0
E	0	0	0	0

People and Place

	IV	III	II	I
A	0	0	0	0
B	0	0	1	0
C	0	3	4	0
D	0	6	2	0
E	0	0	0	0

Health and Adult Social Care CS

	IV	III	II	I
A	0	0	0	0
B	0	0	2	0
C	0	3	2	0
D	0	0	0	0
E	0	0	0	0

Strategic Reform and Public Health

	IV	III	II	I
A	0	0	0	0
B	0	0	0	0
C	0	0	0	0
D	0	0	0	0
E	0	0	0	0

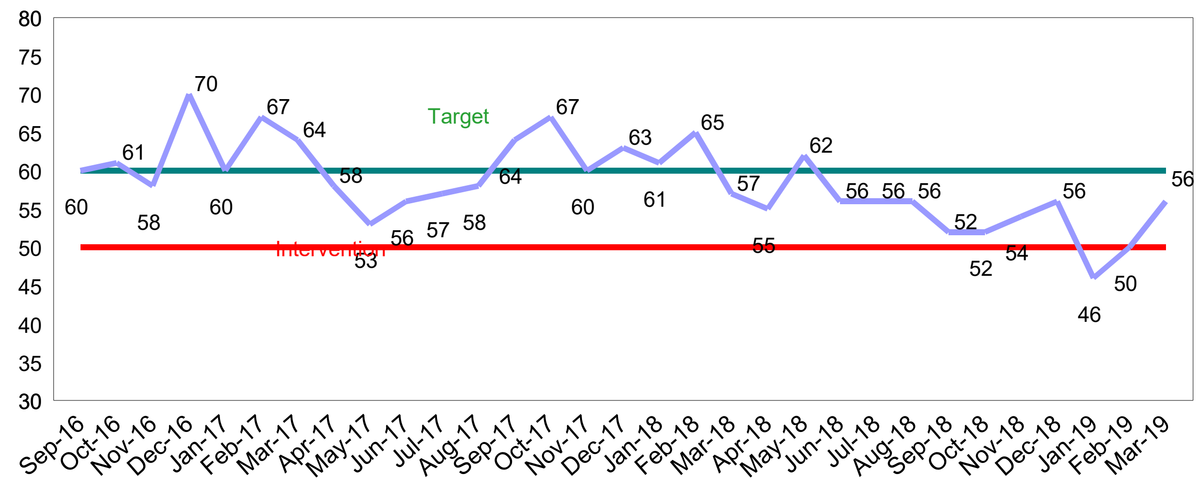
Childrens Services

	IV	III	II	I
A	0	0	0	0
B	0	0	0	0
C	0	0	0	0
D	0	0	0	0
E	0	0	0	0

Likelihood	Impact
A Very High	*I Catastrophic*
B High	*II Critical*
C Significant	*III Marginal*
D Low	*IV Negligible*
E Very Low	

RAG-rated Performance Measure Trend (March 2019)

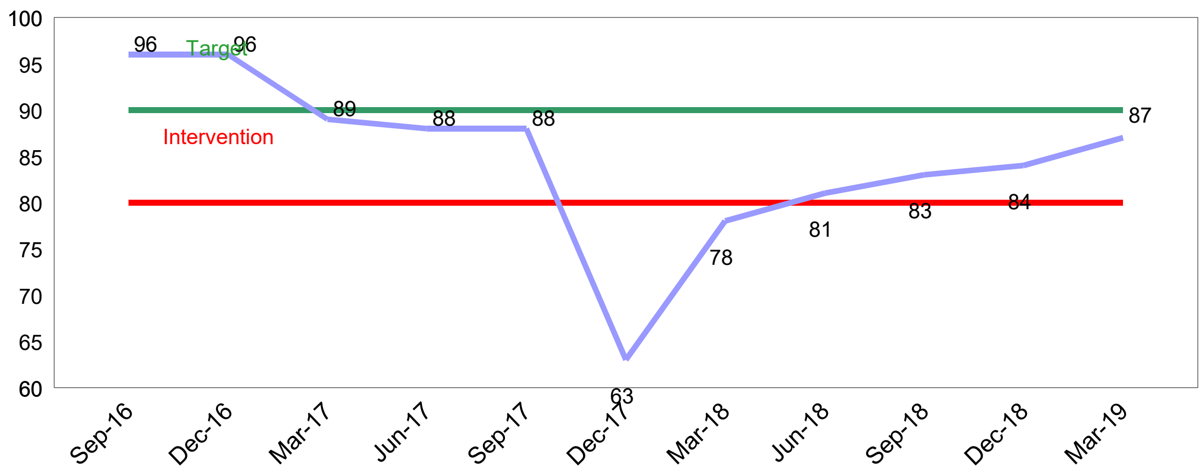
Performance Measures that achieved their target as a percentage of all reported Performance Measures.
The aim is for 60% or more of the Performance Measures to have met their target.



	This Quarter (Mar 19)	Prev. Quarter (Dec 18)
No Update	0	0
> 5% off Target	9	8
Off Target	11	11
Achieved Target	25	26

Action Trend (March 2019)

Corporate Actions that are on track or completed as a percentage of all reported Corporate Actions.
The aim is for 90% or more of the Corporate Actions to be on track or complete.



	This Quarter (Mar 19)	Prev. Quarter (Dec 18)
No Update	0	0
Unlikely to achieve	0	0
Behind schedule	8	11
On track	59	59
Complete	3	0

HR

March 2019

SICKNESS (year to date)

9.43

average days lost to sickness

top 3 reasons

The 3 most common causes of absence are Mental Health inc. Stress (29.66%), Musculo-Skeletal (28.59%) and Stomach Liver and Digestion related (8.52%).

LONG TERM SICKNESS (year to date)

69.0%

of days lost are due to long-term sickness

Long Term absence is classed as any absence longer than 20 consecutive working days.

TOP 5 REASONS FOR LEAVING (year to date)

- 163 **Resignation**
- 35 **Retirement**
- 14 **End of Fixed Term Contract**
- 14 **Redundancy**
- 12 **TUPE Transfer**

year end 2017/18	
Resignation	186
End of Contract	13
TUPE Transfer	11
Other	13

SICKNESS TOP 3 DIVISIONS (year to date)

1	Economy
	14.12 days per FTE
2	Public Health - Youth and Leisure
	12.70 days per FTE
3	Children's Social Care and Early Help
	11.12 days per FTE

Average days FTE per employee is calculated by total sick days in the service since the start of the year divided by total number of FTE. Smaller service's figures may be more disproportionately affected by individual instances of long terms absence

TURNOVER (year to date)

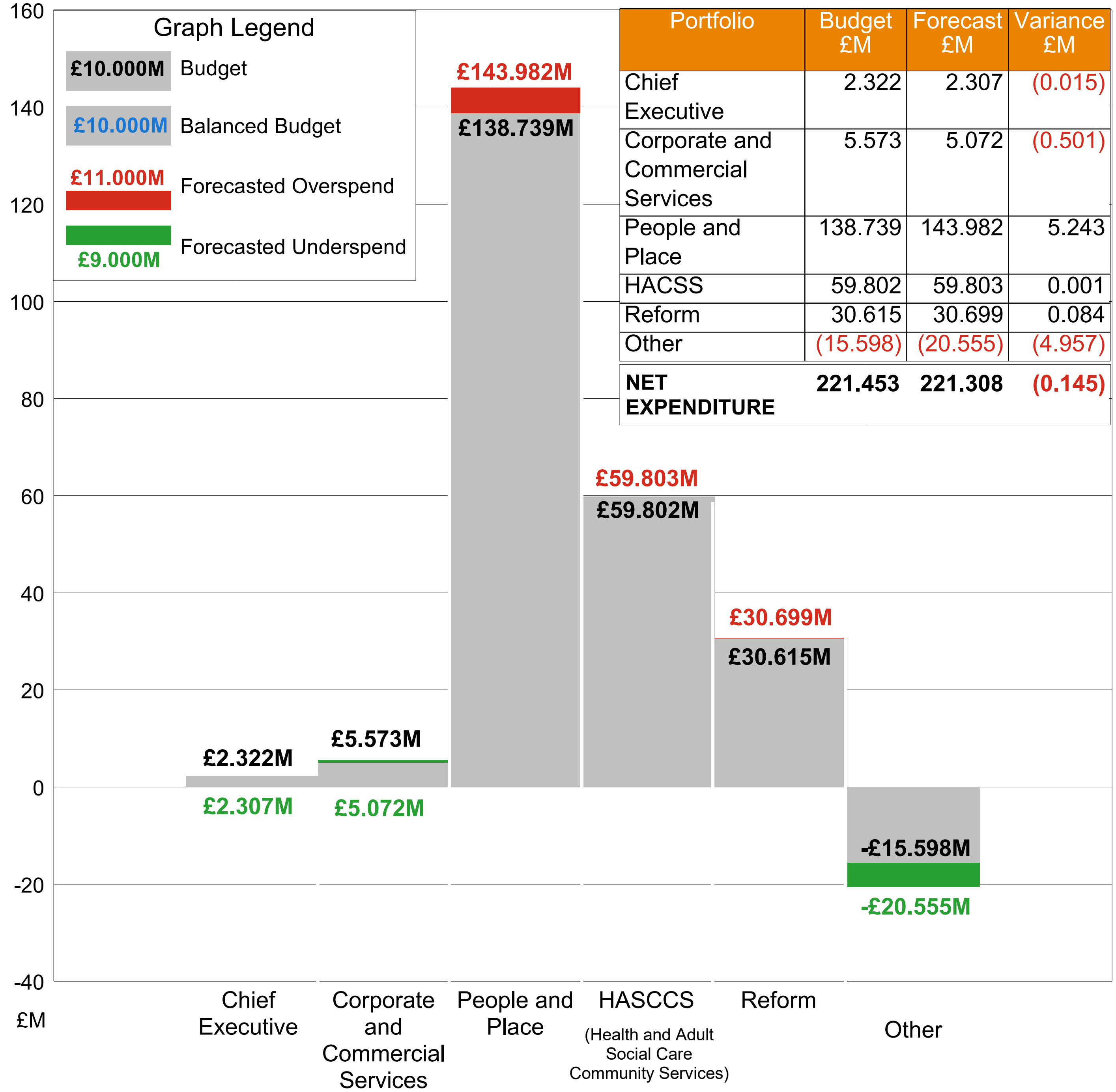
Staff turnover **11.4%**

TURNOVER (rolling 12 months)

100.0% *of people still in post after 12 months*

Budget Forecast

Month 8 2018/19



Portfolio	Budget £M	Forecast £M	Variance £M
Chief Executive	2.322	2.307	(0.015)
Corporate and Commercial Services	5.573	5.072	(0.501)
People and Place	138.739	143.982	5.243
HACSS	59.802	59.803	0.001
Reform	30.615	30.699	0.084
Other	(15.598)	(20.555)	(4.957)
NET EXPENDITURE	**221.453**	**221.308**	**(0.145)**

Approved 2018/19 Budget Reductions

Quarter 4 2018/19

Total Savings Proposed £6.686M

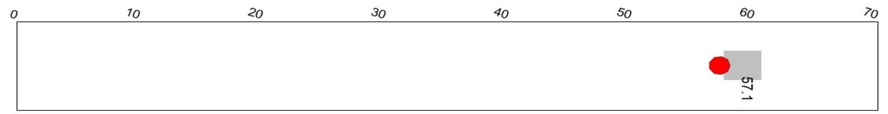
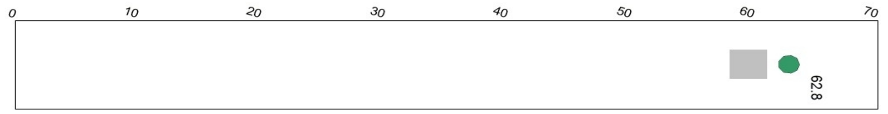
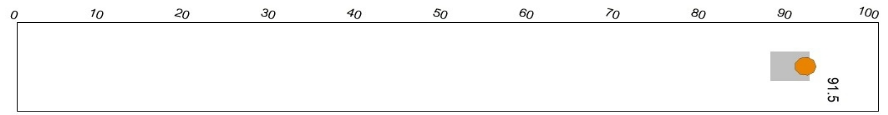
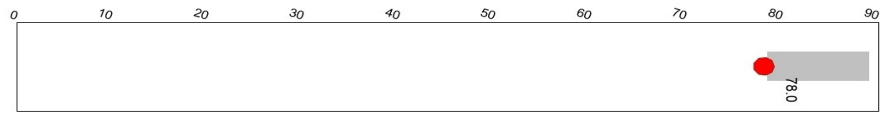
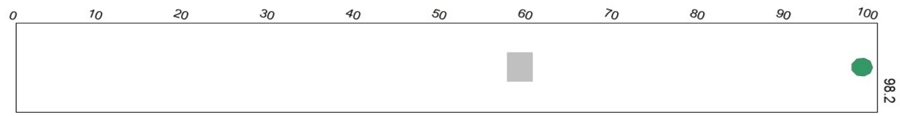
Delivered

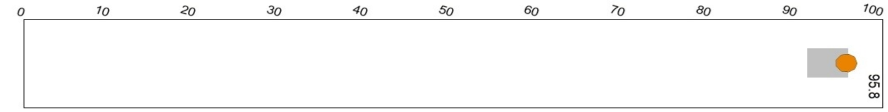
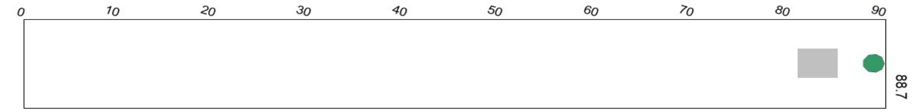
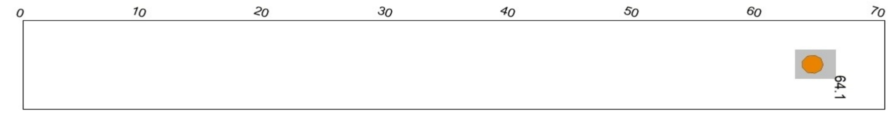
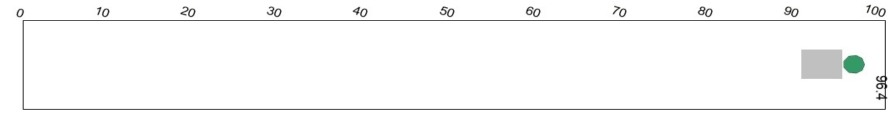
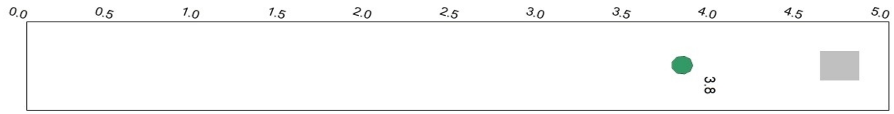
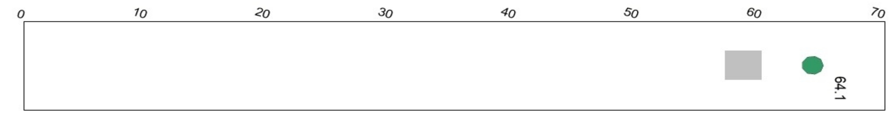
£6.686M

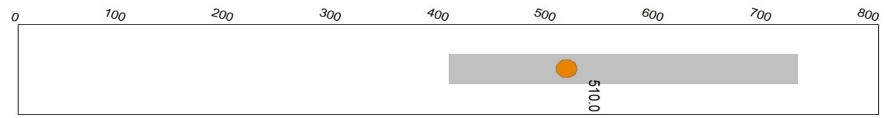
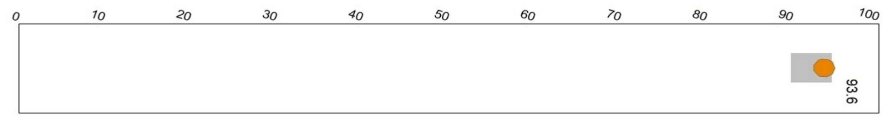
Appendices

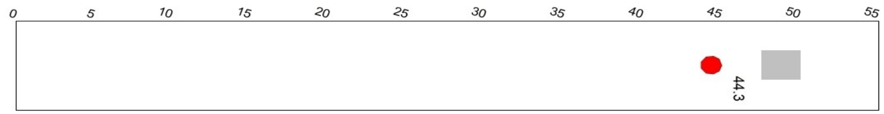
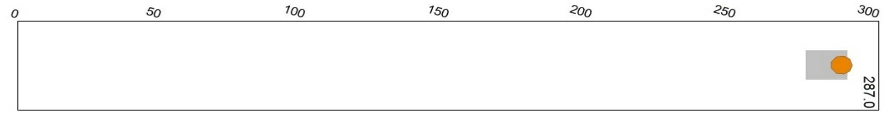
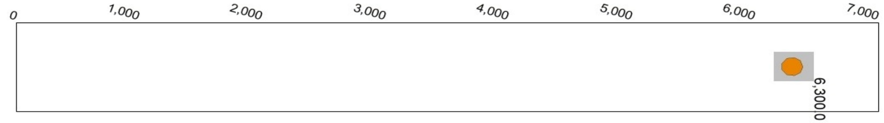
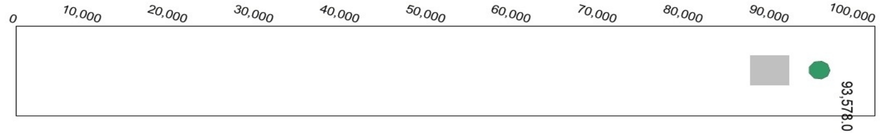
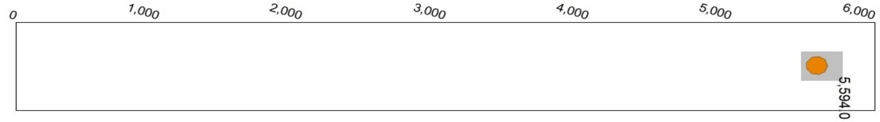
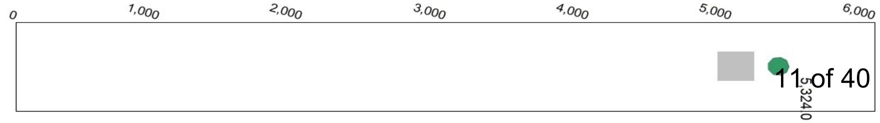
- I Corporate Measure detail
- II Red Corporate Measure Follow-up Action(s)
- III Corporate Plan Actions detail
- IV High-level Directorate Red Risk(s)

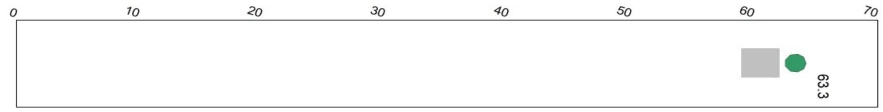
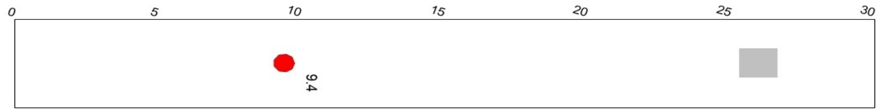
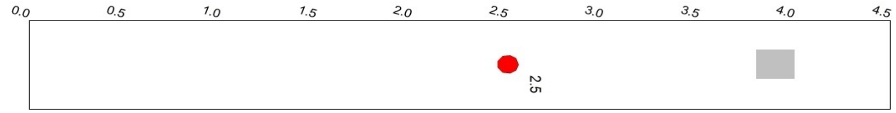
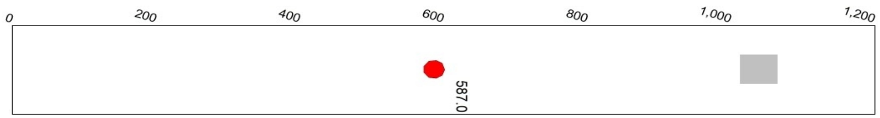
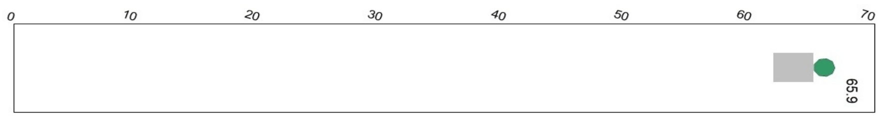
Appendix I - Corporate Measure Detail

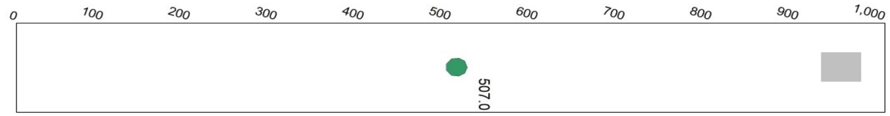
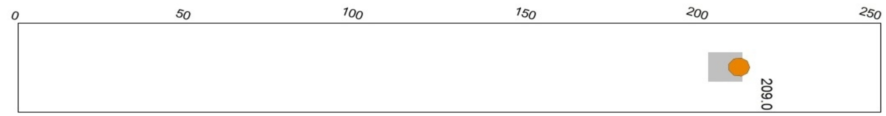
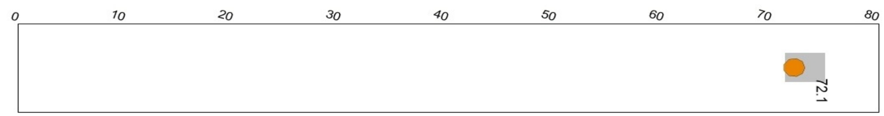
Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status tolerance (+/- 5% of target) LEGEND on or better than target within tolerance worse than tolerance
START WELL : Children and Young people get the best start in life and make the most of their education									
✓	M819(CP) KS4 Basics (% of children who achieve level 4+ in both English and Maths at Key Stage 4)	Cllr P Jacques	Annual	62.1%	59.2%	60.5%	(Prev Yr) ACTUAL 59.2% TARGET 59.3%	60.5%	
✓	M730(CP) Percentage of pupils achieving the national standard in reading, writing and mathematics at the end of Key Stage 2	Cllr P Jacques	Annual	66.0%	57.0%	61.0%	(Prev Yr) ACTUAL 57.0% TARGET 57.0%	61.0%	
✓	M729(CP) Percent of children receiving their 1-3 preference of school place for the September intake in Reception and Year 7	Cllr P Jacques	Annual		New Measure	92.0%	(Prev Yr) ACTUAL 91.5% TARGET	92.0%	
✓	M721(CP) Percent of Oldham schools that are judged as good or outstanding by Ofsted	Cllr P Jacques	Quarterly		84.0%	89.0%	(Prev Qtr) ACTUAL 80.0% TARGET 89.0%	89.0%	
✓	M716(CP) Timeliness of quality EHC plans: Percent completed within 20 weeks over 12 months	Cllr P Jacques	Monthly	63.5%	New Measure	60.0%	(Prev Mth) ACTUAL 100.0% TARGET 60.0%	60.0%	

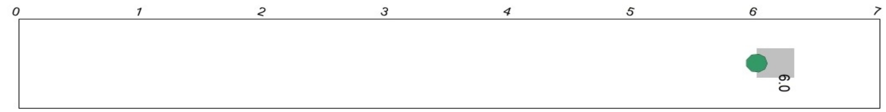
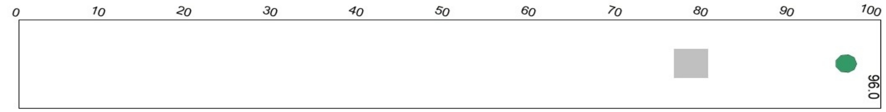
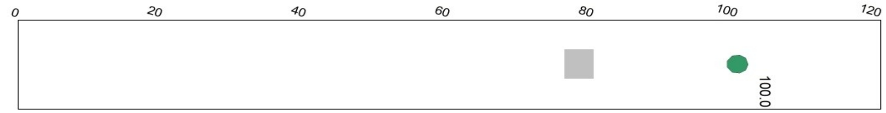
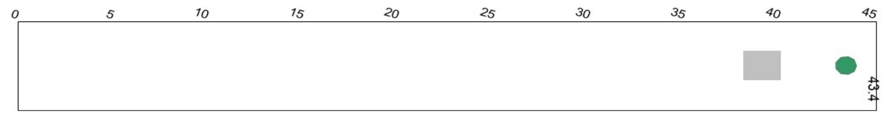
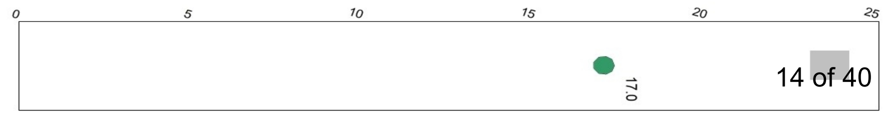
Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status
✓	M700(CP) Attendance rates in Oldham Primary and Secondary Schools	Cllr P Jacques	Quarterly		95.4%	96.0%	(Prev Qtr) ACTUAL 95.4% TARGET 96.0%	96.0%	
✓	M649(CP) Percentage take up of 2 year-old children benefitting from funded early education places	Cllr P Jacques	Quarterly		85.8%	85.0%	(Prev Qtr) ACTUAL 88.7% TARGET 79.0%	85.0%	
✓	M648(CP) % of children who have reached a Good Level of Development (GLD) at the end of the Early Years Foundation Stage.	Cllr P Jacques	Annual		63.7%	66.0%	(Prev Yr) ACTUAL 63.7% TARGET 65.0%	66.0%	
	M639(CP) Achieve the expected standard for the childhood immunisation programme as indicated by uptake of MMR at age 5	Cllr Z Chauhan	Quarterly		96.8%	95.0%	(Prev Qtr) ACTUAL 96.8% TARGET 95.0%	95.0%	
	M640(CP) Percent of 16 to 17 year olds who are not in education, employment or training (NEET)	Cllr S Mushtaq	Monthly	3.4%	3.6%	3.5%	(Prev Mth) ACTUAL 3.7% TARGET 4.6%	4.6%	
	M655(CP) Percentage of children seen in the previous 12 months by an NHS dentist	Cllr Z Chauhan	Quarterly		New Measure	60%	(Prev Qtr) ACTUAL 64% TARGET 60%	60%	

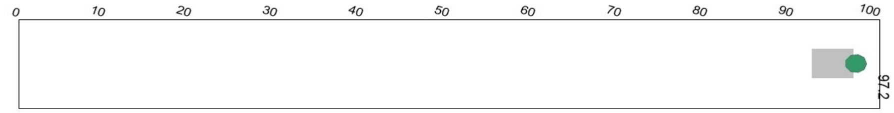
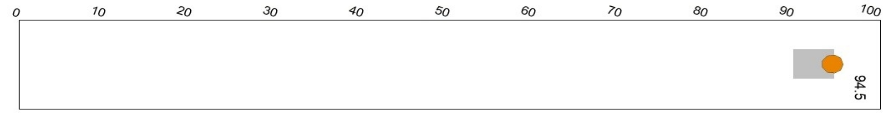
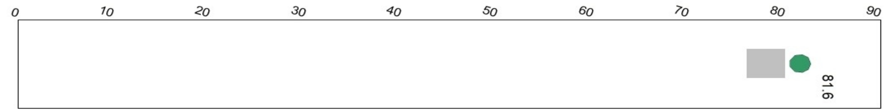
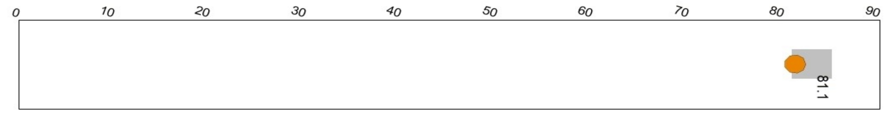
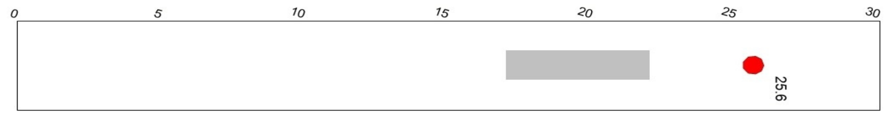
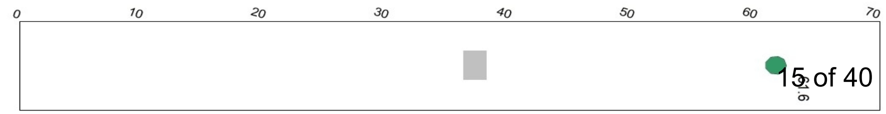
Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status
	M668(CP) Number of children looked after by the authority - snapshot at end of month (measure now under review)	Cllr A Chadderton	Monthly		New Measure	400 - 725	(Prev Mth) ACTUAL 516 TARGET 400 - 725	400 - 725	
	M738(CP) Participation of 17 year olds in education or training (counted as Year 12 year group under CCIS)	Cllr P Jacques	Quarterly		94.00%	95.00%	(Prev Qtr) ACTUAL 94.70% TARGET 92.20%	94.50%	
	M860(CP) Percent of all infants due a 6-8 week check that are totally or partially breastfed	Cllr Z Chauhan	Quarterly	39.3%	38.0%	40.0%	(Prev Qtr) ACTUAL 39.0% TARGET 40.0%	40.0%	

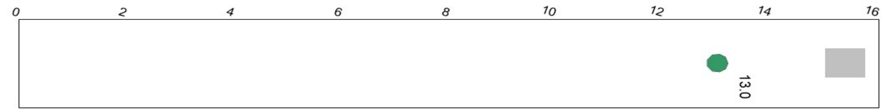
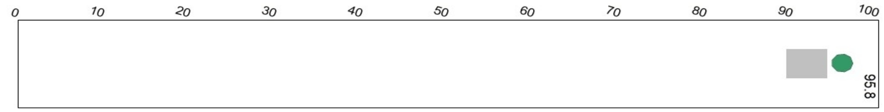
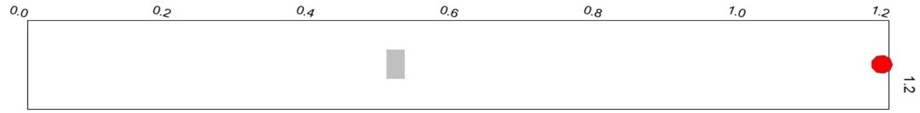
Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status
LIVE WELL : Adults of working age benefit from inclusive growth, live well and are empowered to do their bit									
✓	M659(CP) Percent of NHS Health Checks offered which were taken up in the Quarter	Cllr Z Chauhan	Quarterly		42.0%	50.0%	(Prev Qtr) ACTUAL 74.3% TARGET 50.0%	50.0%	
✓	M408(CP) Total new homes built	Cllr H Roberts	Quarterly	486	New Measure	289	(Prev Qtr) ACTUAL 226 TARGET 216	289	
✓	M256(CP) Number of life long learning enrolments	Cllr S Mushtaq	Monthly		7,055	8,650	(Prev Mth) ACTUAL 5,447 TARGET 5,683	6,473	
	M63(CP) Number of visitors to Gallery Oldham	Cllr P Jacques	Quarterly		101,934	90,000	(Prev Qtr) ACTUAL 72,174 TARGET 67,500	90,000	
	M69(CP) Number of library visits per 1000 population. To library service points - not including web visits	Cllr P Jacques	Monthly		5,755	5,774	(Prev Mth) ACTUAL 5,671 TARGET 5,774	5,774	
	M197(CP) Number of visits to OCL Leisure Centres per 1000 population	Cllr Z Chauhan	Quarterly		New Measure	5,156	(Prev Qtr) ACTUAL 3,960 TARGET 3,867	5,156	

Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status
	M240(CP) Provision of high quality care: adult social care (CQC ratings for ASC providers)	Cllr Z Chauhan	Quarterly		New Measure	62	(Prev Qtr) ACTUAL 63 TARGET 62	62	
	M409(CP) Percentage of completed homes that are affordable	Cllr H Roberts	Quarterly	22.0%	New Measure	26.6%	(Prev Qtr) ACTUAL 27.9% TARGET 9.7%	26.6%	
	M548(CP) Proportion of adults with learning disabilities in paid employment in England	Cllr Z Chauhan	Quarterly	5.6%	New Measure	4.0%	(Prev Qtr) ACTUAL 2.5% TARGET 3.0%	4.0%	
	M645(CP) Number who successfully quit smoking at 4 weeks	Cllr Z Chauhan	Quarterly		606	1,065	(Prev Qtr) ACTUAL 453 TARGET 799	1,065	
	M646(CP) Early Help - Percentage of cases showing improvement	Cllr A Ur Rehman	Monthly		65.4%	65.0%	(Prev Mth) ACTUAL 66.8% TARGET 65.0%	65.0%	

Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status
AGE WELL : Older people live fulfilling lives and form part of an engaged and resilient community									
✓	M565(CP) Delayed days (per 100,000 of the population) aged 18+ attributable to social care in England	Cllr Z Chauhan	Monthly	161 days	New Measure	926 days	(Prev Mth) ACTUAL 474 days TARGET 849 days	926 days	
✓	M543(CP) Number of individuals (65+) in a permanent residential or nursing placement – per 10,000 population 65+	Cllr Z Chauhan	Monthly		New Measure	200	(Prev Mth) ACTUAL 206 TARGET 200	200	
	M863(CP) Percent of eligible adults aged 65+ who have received the flu vaccine	Cllr Z Chauhan	Annual	72.2%	74.3%	75.0%	(Prev Yr) ACTUAL 74.3% TARGET 75.0%	75.0%	

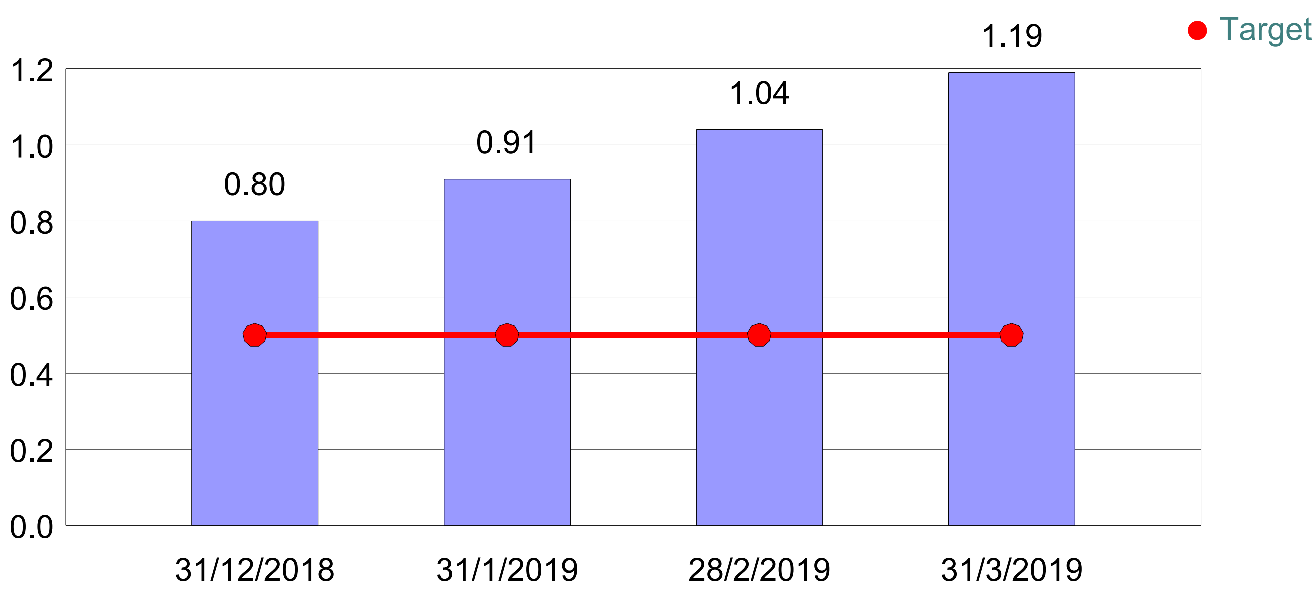
Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status
PLACE : An organisation that works cooperatively with residents and partners to deliver for Oldham									
✓	M890(CP) Highways: Classified Network Surface Condition (Percentage of principal roads requiring maintenance)	Cllr A Shah	Annual		New Measure	6.0%	(Prev Yr) ACTUAL 0.0% TARGET 0.0%	6.0%	
✓	M501(CP) Percentage of Household waste sent for Reuse, Recycling or Composting	Cllr A Shah	Monthly	48.99%	39.85%	44.75%	(Prev Mth) ACTUAL 39.76% TARGET 39.28%	44.12%	
✓	M275(CP) Percentage of minor planning applications determined in time	Cllr H Roberts	Quarterly		66.0%	80.0%	(Prev Qtr) ACTUAL 93.0% TARGET 80.0%	80.0%	
✓	M274(CP) Percentage of major planning applications determined in time	Cllr H Roberts	Quarterly		75.0%	80.0%	(Prev Qtr) ACTUAL 100.0% TARGET 80.0%	80.0%	
	M126(CP) Percentage CO2 reduction on 1990 baseline	Cllr A Jabbar	Annual 3yr in arrears		41.0%	40.0%	(Prev Yr) ACTUAL 41% TARGET 38.4%	40.0%	
	M493(CP) Streets and grounds inspection issues	Cllr A Shah	Monthly		New Measure	23%	(Prev Mth) ACTUAL 19% TARGET 23%	23%	

Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status
WELL LED : Oldham has an inclusive economy, thriving communities and residents who are independent, resilient and engaged									
✔	S368(CP) Percentage of national non domestic rates (NNDR) collected in year as a % of the total owed	Cllr A Jabbar	Monthly	96.73%	96.94%	96.94%	(Prev Mth) ACTUAL 94.56% TARGET 93.30%	96.94%	
✔	S357(CP) Percentage of council tax in year collected of the total owed (cumulative)	Cllr A Jabbar	Monthly	97.66%	94.53%	94.60%	(Prev Mth) ACTUAL 93.00% TARGET 93.23%	94.60%	
✔	M683(CP) Percentage of ICPCs within 15 working days of section 47	Cllr A Chadderton	Monthly	77.0%	71.6%	80.0%	(Prev Mth) ACTUAL 79.3% TARGET 80.0%	80.0%	
✔	M682(CP) Children's Social Care – Percentage of completed assessments to timescale	Cllr A Chadderton	Monthly	81.6%	87.8%	85.0%	(Prev Mth) ACTUAL 83.7% TARGET 85.0%	85.0%	
✔	M664(CP) Percentage of referrals which are repeat referrals to Children's Social Care	Cllr A Chadderton	Monthly	23.3%	18.7%	17 - 22%	(Prev Mth) ACTUAL 24.7% TARGET 17 - 22%	17 - 22%	
✔	M333(CP) Percentage Council spend in Oldham	Cllr A Jabbar	Monthly		35.00%	38.00%	(Prev Mth) ACTUAL 50.14% TARGET 38.00%	38.00%	

Admin Priority	Measure Name	Portfolio	Notes	GMCA Average	2017/18 Year End Outturn	2018/19 Year End Ambition	Previous Period	Current Month Target	Current Month Actual and Status
	M340(CP) Percent of Internal Audit Opinions resulting in Weak, Inadequate, Limited Assurance	Cllr A Jabbar	Quarterly		New Measure	15%	(Prev Qtr) ACTUAL 13% TARGET 15%	15%	
	M915(CP) Customer satisfaction (Contact Centre)	Cllr A Jabbar	Monthly		95.05%	94.00%	(Prev Mth) ACTUAL 94.57% TARGET 94.00%	94.00%	
	S202(CP) Council Sickness Absence	Cllr A Jabbar	Monthly	14.5 days	8.4 days	6.0 days	(Prev Mth) ACTUAL 1.0 days TARGET 0.5 days	0.5 days	

Red Measure S202(CP) Council Sickness Absence

Current and Previous Performance



Benchmarking Period
Financial year
01 Apr 16
to
31 Mar 17

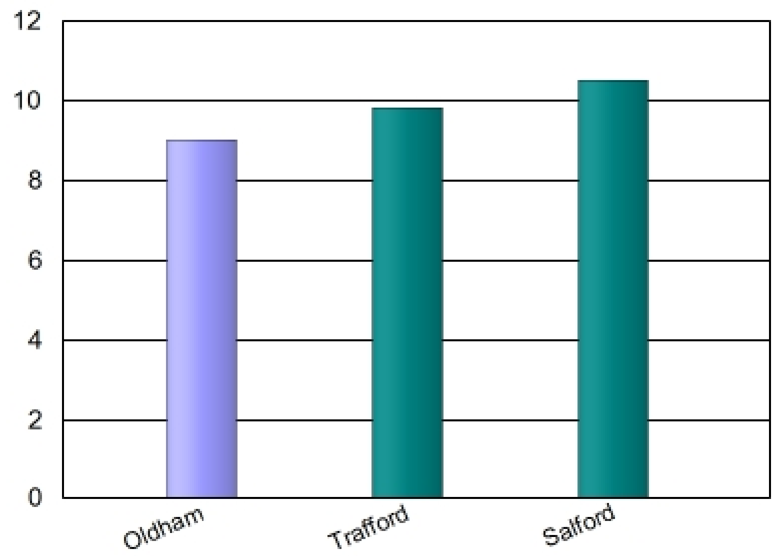
Updated
Annually

Averages

Geographical neighbours	9.8
English authorities	8.8
GMCA	9.8
CIPFA nearest neighbours	11.5

Benchmarking Definition : Sickness absence FTE days per employee (days per person)

BETTER



WORSE

Follow Up Action and Assurance Details

Accountable Lead
Martyn Bramwell

Follow-up Action

The year end position on sickness absence is an average of 9.6 working days lost per employee. This is above the target of 6 days and higher than the position of 8.4 days lost in 2017/18.
The top two reasons of sickness absence in 2018/19 were musculo skeletal at 29.3% of all absence, and mental health including stress at 29.1%.
The duration of these top two causes of long term absences have increased by 21% and 17.5% respectively. The number of cases also increased significantly. Overall, long term sickness instances have increased by 7%.
Additional focus will be given to preventative and reactive in relation to the top two reasons in particular to look at pro active interventions of signs and symptoms, to work on reducing of the duration of cases. A working group to progress these issues will also target particular areas where absence requires additional management of cases.

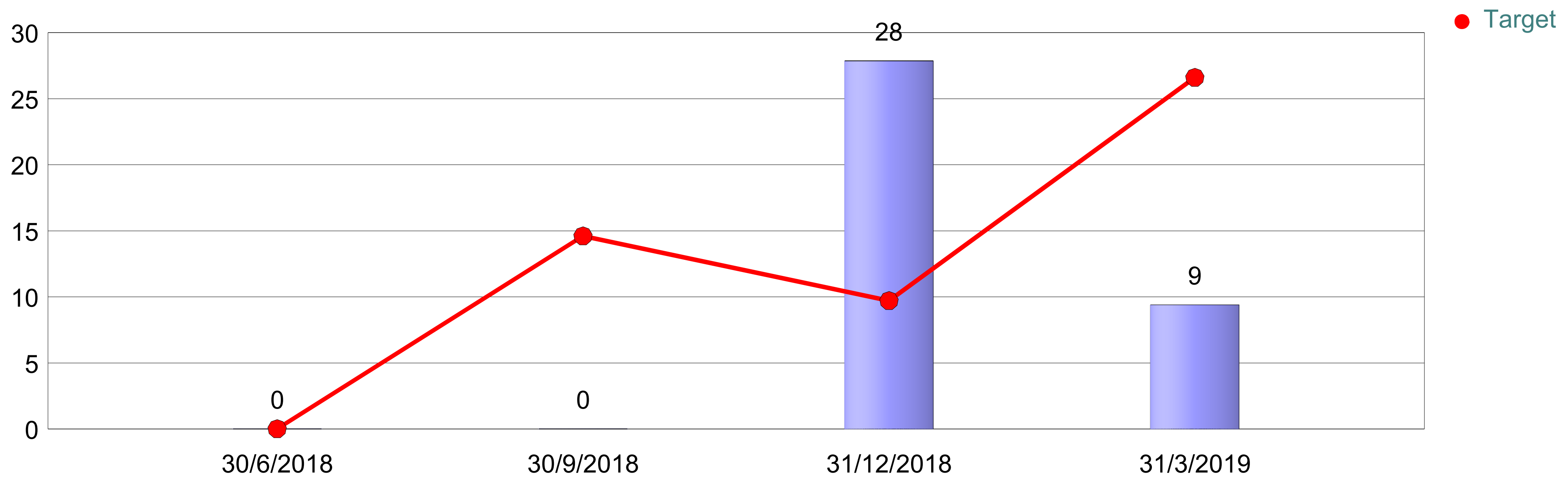
Target Date
31 Mar 2019

Director Assurance
Ray Ward

Discussions have begun with Public Health. The aim is to identify the preventative and reactive measures that can be taken to improve the health and wellbeing of employees, enabling a reduction in absence. Data is currently being gathered to inform the focus of these measures.

Red Measure M409(CP) Percentage of completed homes that are affordable

Current and Previous Performance

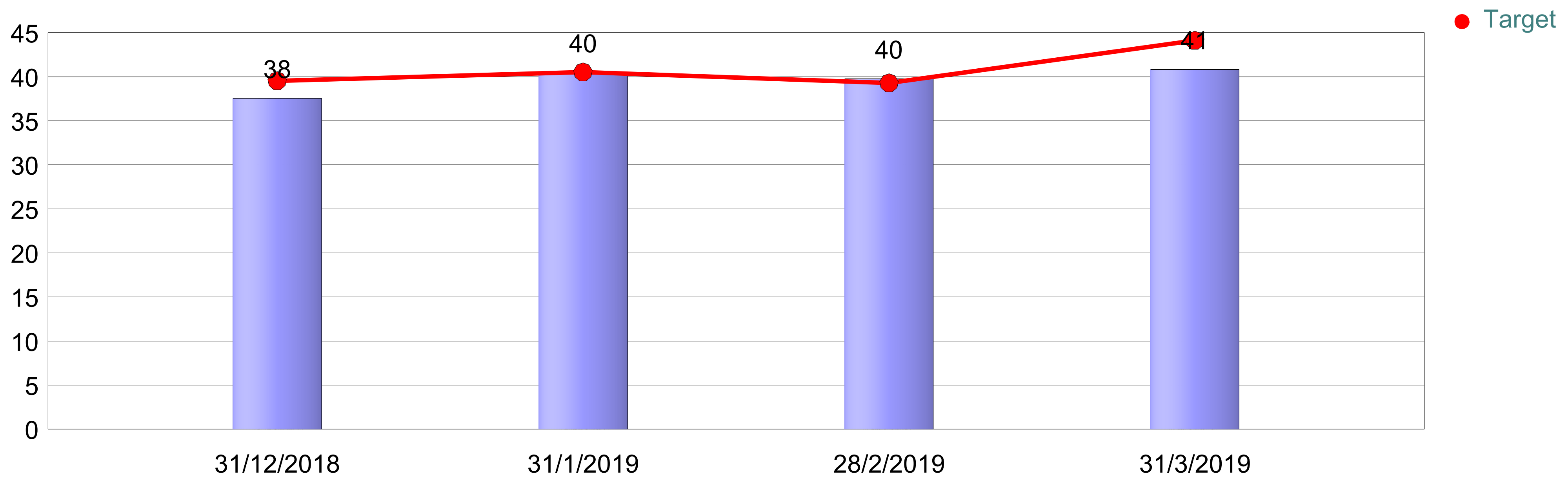


Follow Up Action and Assurance Details

Accountable Lead	Accountable Lead Follow Up Action	Director Assurance
Bryn Cooke **Target Date** no date available No Benchmarking Available	27 new affordable homes have been completed against a target of 56. The reason for this reduction is due to delays in the construction programme of homes being built at Derker, Sholver & Royton by FCHO. The target for next year is 210 - 190 being completed by FCHO and 20 by the council.	Emma Barton There are a number of external factors which impact on delivery rates for new homes which in turn, affect the % of affordable new homes. In conjunction with the emerging housing strategy, review meetings are in place with house builders to better understand blockages and barriers to delivery.

Red Measure M501(CP) Percentage of Household waste sent for Reuse, Recycling or Composting

Current and Previous Performance



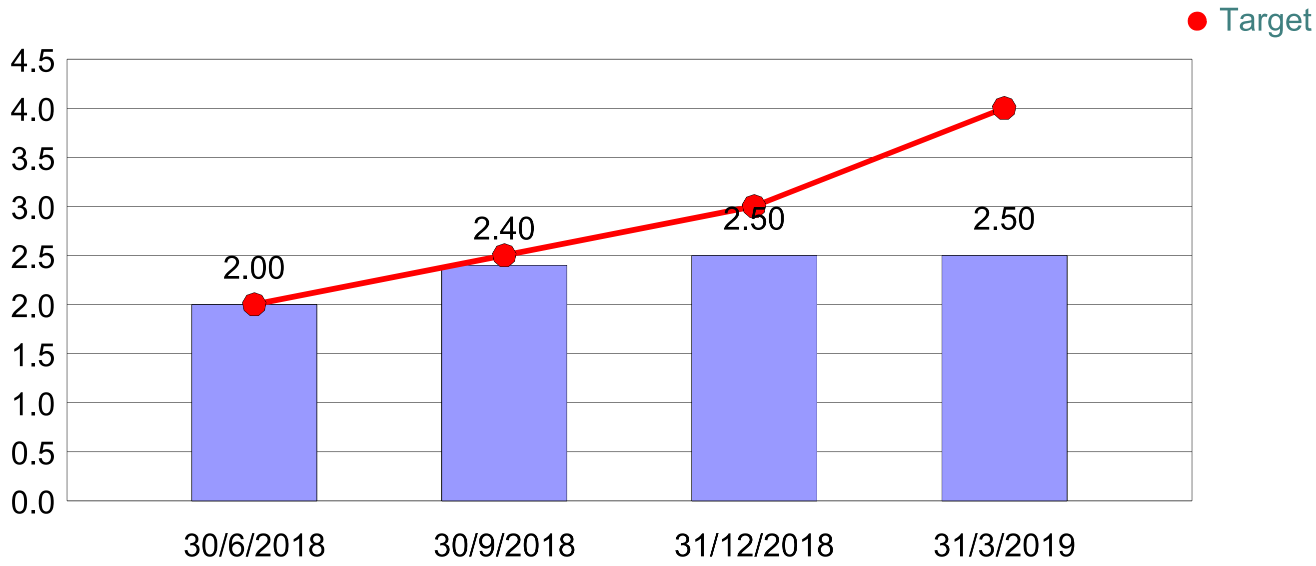
Follow Up Action and Assurance Details

Accountable Lead	Accountable Lead Follow Up Action	Director Assurance
Craig Dale **Target Date** no date available No Benchmarking Available	The annual Corvu target for 2018/19 is 44.75%. Draft tonnage figures as of 17/04/19 suggest we will achieve 44.54%. Please note the waste management tonnages are predicted a year in advance and this year's potential variance equates to approximately 300 tonnes within the 81,578 tonnes total waste we have produced.	Carol Brown Full analysis of waste collected will be undertaken to inform future work with residents. Target reached within acceptable limits.

Red Measure

M548(CP) Proportion of adults with learning disabilities in paid employment in England

Current and Previous Performance



Benchmarking Period

Financial year

01 Apr 13

to

31 Mar 14

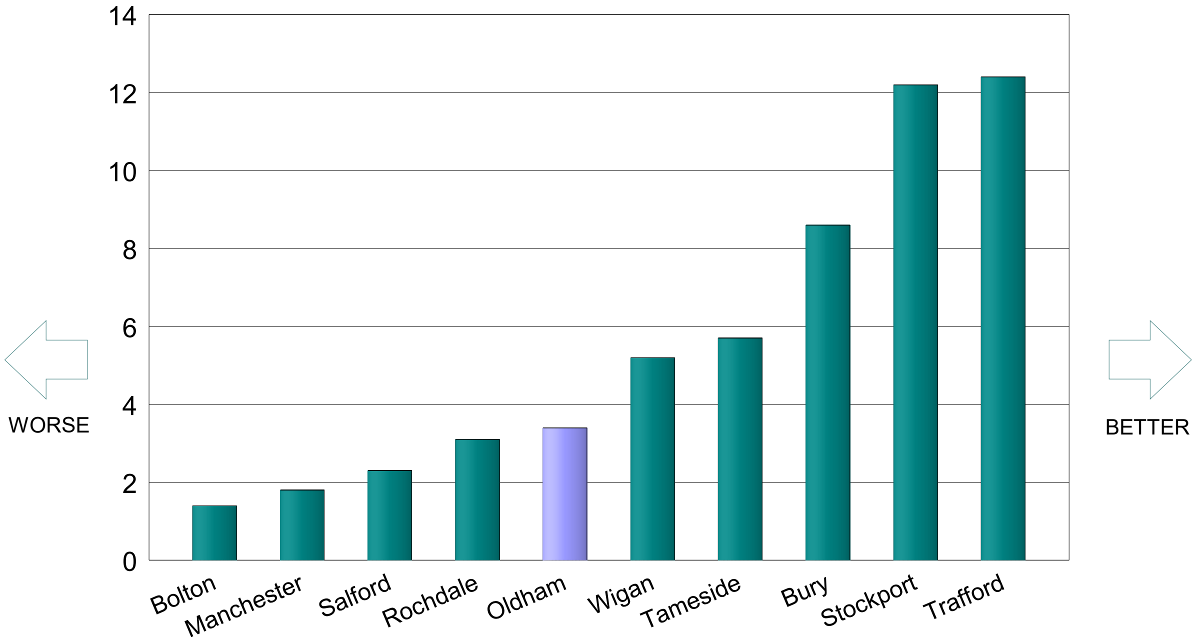
Updated

Annually

Averages

Geographical neighbours	5.0
English authorities	7.3
GMCA	5.6
CIPFA nearest neighbours	4.7

Benchmarking Definition : Proportion of adults with learning disabilities in paid employment (Pre 2014-15) (%)



Follow Up Action and Assurance Details

Accountable Lead

Jayne Ratcliffe

Follow-up Action

All GM authorities have now responded to GM, highlighting how they intend to address employment via the GM strategy. Oldham's plan will progress with the following actions;
Mapping resources currently working to support people with a Learning Disability into employment.
Meeting with all partners across Oldham carers to launch the working health programme to support people with a Learning Disability into employment.
Increasing awareness of the access to work programme across all partners, operational teams, service users and carers.
Reviewing exiting contracts to ensure there is an employer lead approach in terms of social value, which is audited and monitored.
Reviewing the employment engagement strategy for Oldham, with an emphasis on targeting small to medium employers to engage in supporting people with a Learning Disability into employment.
Devising a business disability tool kit, to engage local businesses in working in accordance with employment engagement strategy.
Working with GM in the development of the service with the aim of providing a specialist employment service by the end of 2019.

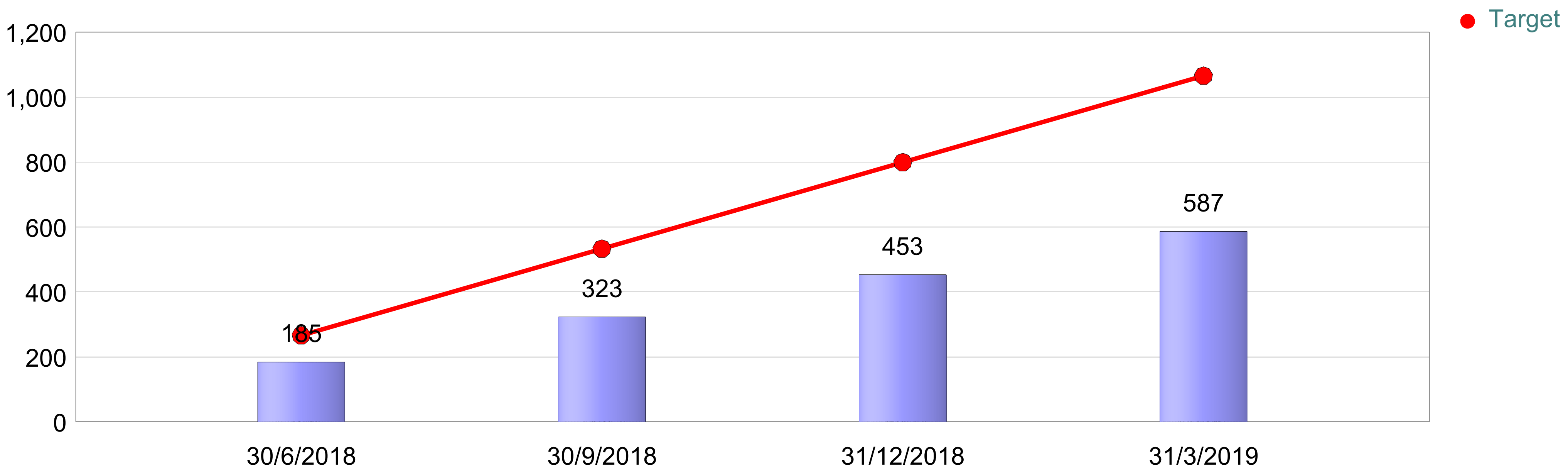
Director Assurance

Mark Warren

GM localities have signed up to deliver 10 objectives in the GM LD strategy. 1 objective aims for a min 7% of people with a diagnosed LD in paid employment. Oldham LD Partnership Board will be responsible for delivering the strategy&have developed a 3 year plan with employment a distinct programme.

Red Measure M645(CP) Number who successfully quit smoking at 4 weeks

Current and Previous Performance

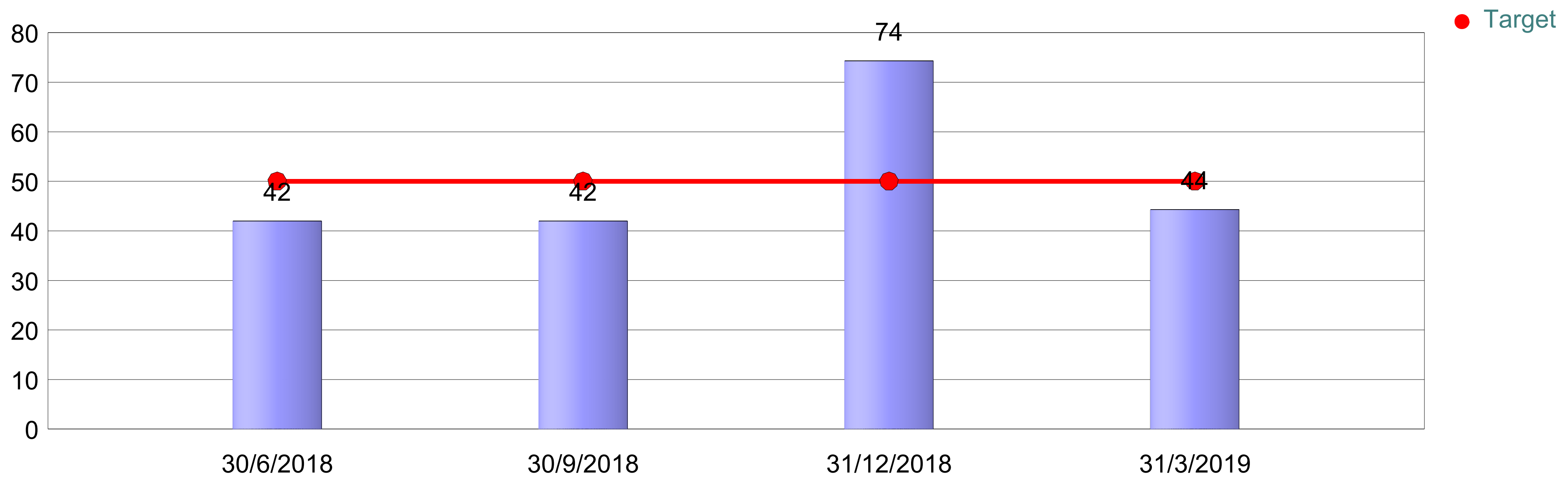


Follow Up Action and Assurance Details

Accountable Lead	Accountable Lead Follow Up Action	Director Assurance
Lianne Davies **Target Date** no date available No Benchmarking Available	Work continues with Positive Steps to develop the Stop Smoking Service offer and increase the number of people accessing Stop Smoking Support. The service is targeting pregnant smokers and those in routine and manual groups and outcomes for those accessing the service are good.	Katrina Stephens To increase numbers stopping smoking a wider approach is needed, particularly expanding the primary care offer. Plans for 19/20 include developing the stop smoking support offer in primary and secondary care, and piloting the use of e-cigarettes as a stop smoking aid.

Red Measure M659(CP) Percent of NHS Health Checks offered which were taken up in the Quarter

Current and Previous Performance



Follow Up Action and Assurance Details

Accountable Lead

Anna Tebay

Target Date

no date available

No Benchmarking Available

Accountable Lead Follow Up Action

Continued improvement is being made across the NHS HC programme in Oldham, and a number of initiatives are progressing through the NHS Health Checks Improvement Action Plan. The programme will achieve the 20% invite target for 2019/20 and 50% uptake for primary care.

The NHS Health Check Programme target is to one-fifth (20%) of the eligible population every year, as part of a five-year programme cycle. The total eligible population is 63,301. The annual target for invites is 12,660 (20%).

Significant improvement is continually being made across GP practices delivering NHS Health Checks programme. The new programme manager is refreshing the delivery programme and working with GP clusters. GP practices that require support to increase their HC invites and attendance will be identified and targeted for support by PH programme manager.

Current progress against action plan:

- DMT approval granted to vary the specification to practices to deliver NHS Health Checks to ensure a greater focus on quality as we enter the second wave of the 5 year roll out of the national programme. This will be monitored throughout 2019/20 with a view to putting in some practice performance targets regarding minimum recording data sets and outcomes for patients from the programme for 2020 onwards.

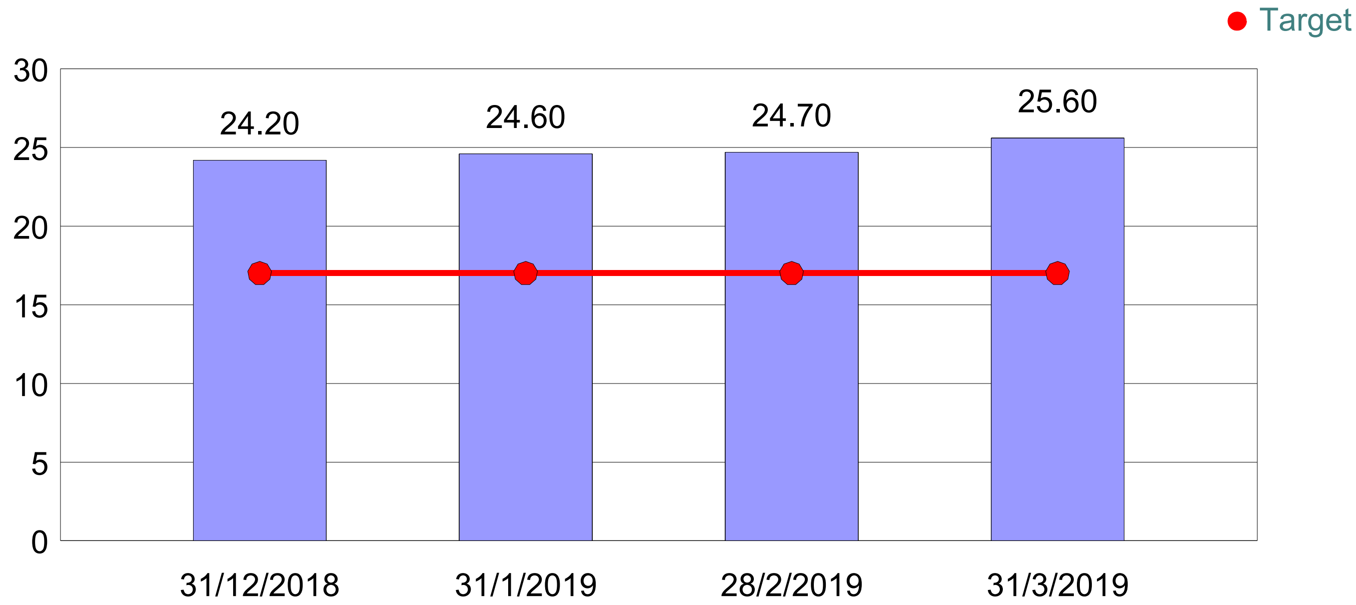
Director Assurance

Katrina Stephens

Work continues with primary care to increase the uptake and quality of NHS Health Checks. Issues with the handover of the data contract and generating invitations to attend for a Health Check during 2018/19 had a negative impact on reported performance during the year. This has since been resolved.

Red Measure M664(CP) Percentage of referrals which are repeat referrals to Children's Social Care

Current and Previous Performance



Benchmarking Period

Financial year

01 Apr 16

to

31 Mar 17

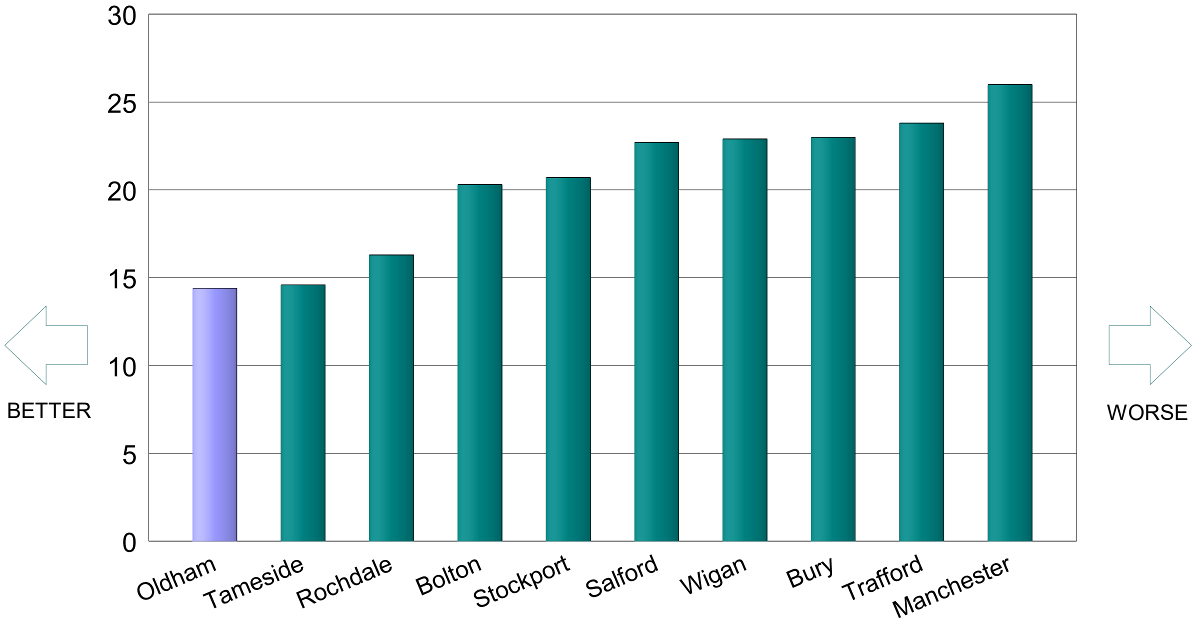
Updated

Annually

Averages

Geographical neighbours	19.6
English authorities	19.9
GMCA	20.5
CIPFA nearest neighbours	19.4

Benchmarking Definition : Referrals to children's social care within 12 months of earlier referral (%) (%)



Follow Up Action and Assurance Details

Accountable Lead

Kerrie Scraton

Follow-up Action

Re-referrals rate remains marginally above at GM/ stat neighbour averages (23%) The introduction of capacity through structural investment will build more effective support to reduce this rate.

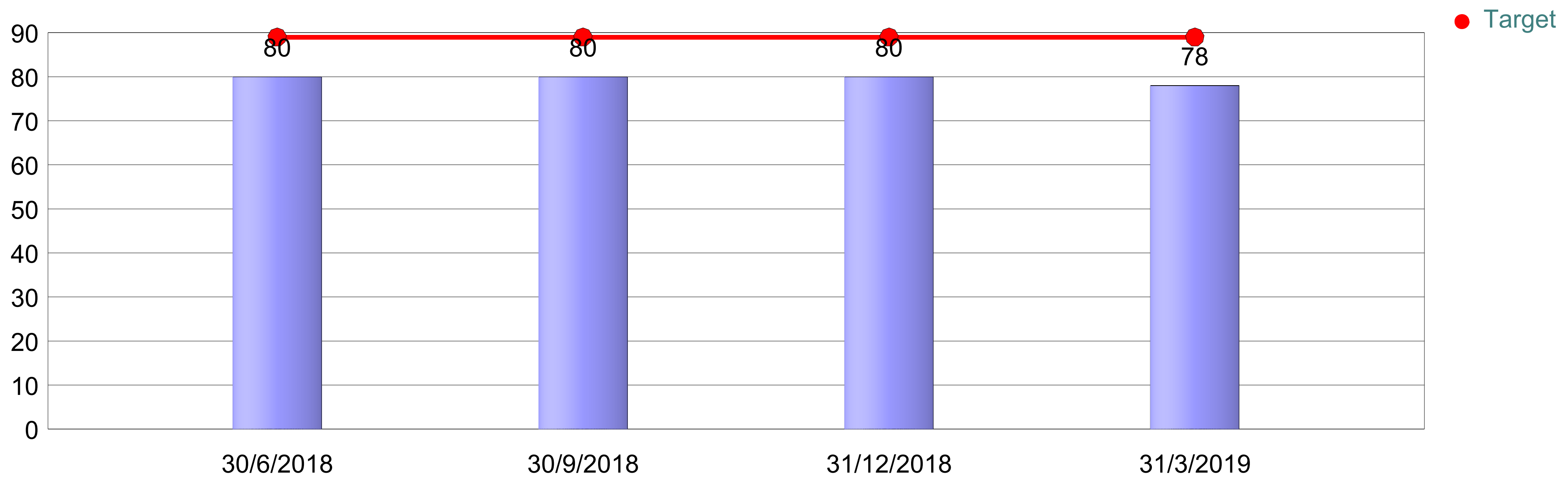
Director Assurance

Merlin Joseph

Oldham is performing in line with the GM average of 23.3, Family Support Workers are now targeting more effective work within the Children's Assessment Teams to address this, this will be strengthened through the investment plan.

Red Measure M721(CP) Percent of Oldham schools that are judged as good or outstanding by Ofsted

Current and Previous Performance

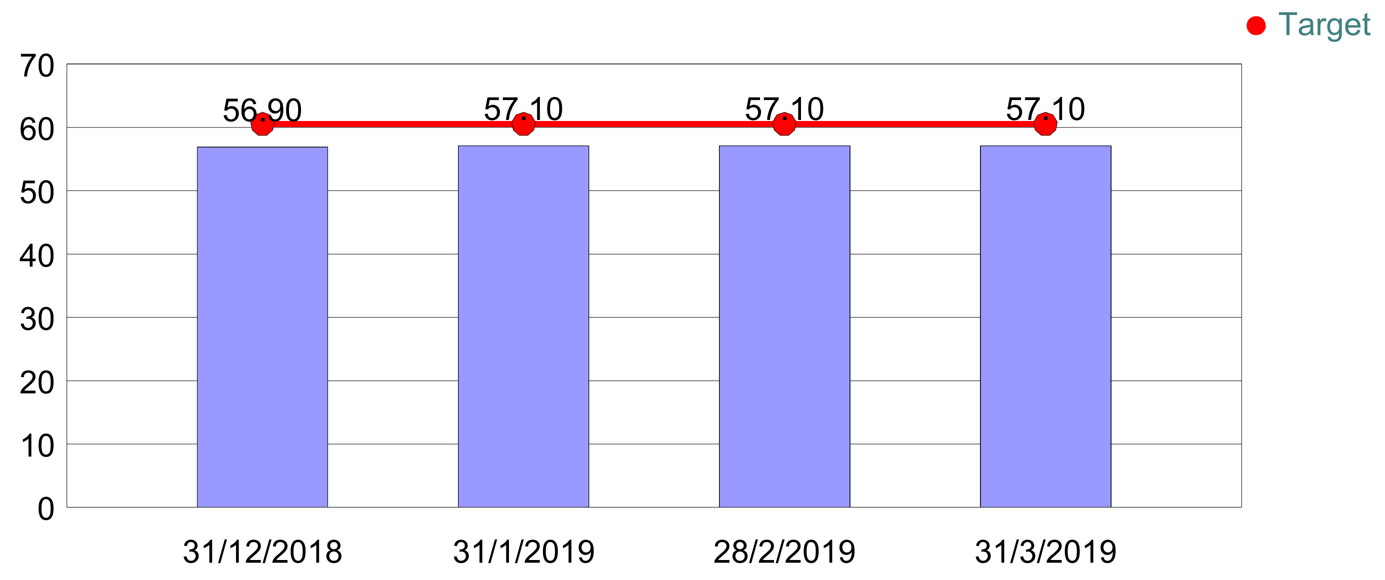


Follow Up Action and Assurance Details

Accountable Lead	Accountable Lead Follow Up Action	Director Assurance
Adrian Calvert **Target Date** no date available No Benchmarking Available	Changes in national methodology has reduced the figure by 3% without individual school gradings changing. Under either methodology the target has not been met. The Education and Early Years Service, OEP and OA have signed up to five key priorities for improvement with support being given to: 1 Teaching, learning and assessment; 2 Effective leadership at all levels; 3 Literacy at all ages and stages, through a borough–wide initiative; 4 School readiness, child and family support; 5 Inclusion issues affecting the achievement of SEND, disadvantaged and International New Arrivals. Work within all of these areas including School to School Support work in schools with the most need will support the improvement of this figure but this will need to run over the timescale of Ofsted frameworks.	Andrew Sutherland Using Opportunity Area funding the LA has targeted schools requiring improvement to support them get to Good or Outstanding. Recent inspections have reflected the positive role of the LA and inspection gradings have been in line with expectations based on data and knowledge of schools.

Red Measure M819(CP) KS4 Basics (% of children who achieve level 4+ in both English and Maths at Key Stage 4)

Current and Previous Performance



Benchmarking Period

Academic year

01 Sep 17

to

31 Aug 18

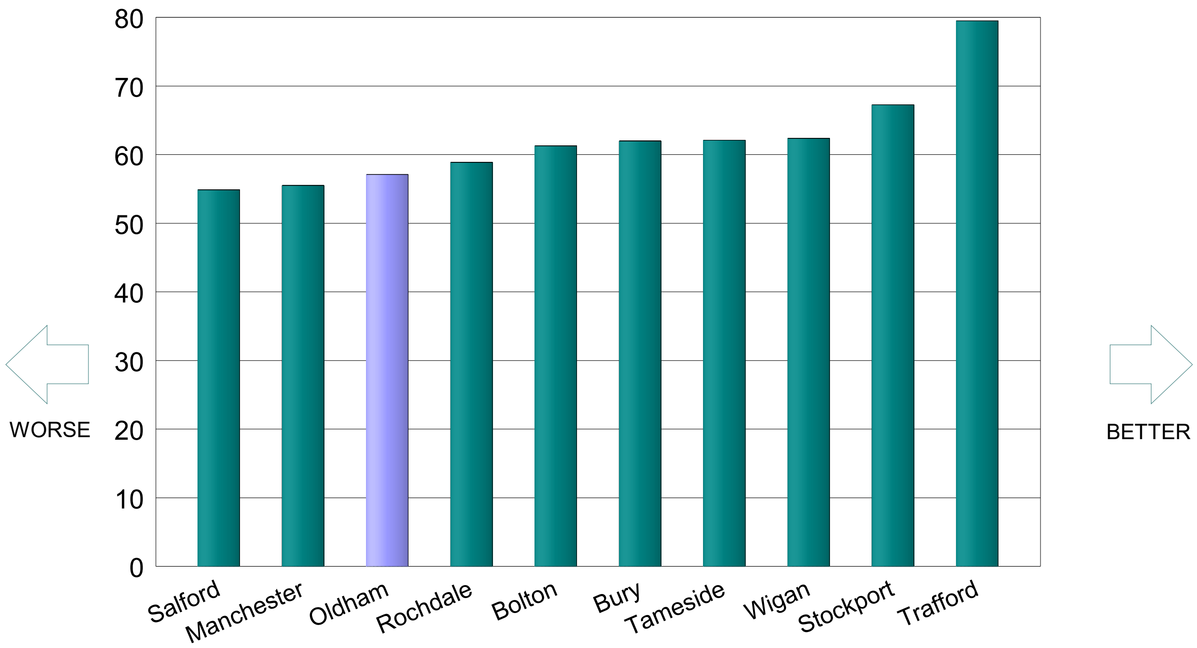
Updated

Annually

Averages

Geographical neighbours	61.4
English authorities	64.3
GMCA	62.1
CIPFA nearest neighbours	58.8

Benchmarking Definition : Percentage achieving 9-4 in English & mathematics (%)



Follow Up Action and Assurance Details

Accountable Lead

Adrian Calvert

Follow-up Action

A range of actions are taking place with secondary schools to improve progress and attainment. These include:

- Opportunity Area funded School to School Support is already taking place in 3 schools with 2 additional schools in the process of receiving support aimed at increasing performance.
- A project to support disadvantaged boys is being led by the Advantage Teaching School (Oldham Sixth Form College).
- Tutor Trust Support taking place in Secondary Schools working with Year 11 disadvantaged pupils.
- A minimising exclusions project working with schools with the highest levels of exclusion.
- Several Schools have been involved in TLIF programmes including working the Institute of Physics and the Institute of Teaching.
- Schools have enrolled middle and senior leaders on NPQ schemes to further develop their leadership. Teaching and Learning leads have participated in a series of training session with the Research School to develop teaching and learning in schools.

Director Assurance

Andrew Sutherland

Predicted data indicates there will be an improvement in performance in September 2019 as a result of the interventions described.

Appendix III - Corporate Plan Actions Detail

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
Corporate Objective 1 : An inclusive economy where people and enterprise thrive									
A01	✓	Fight for better transport links and connectivity to address economic imbalance across the region, in particular for routes between towns that don't involve travelling in and out of the city centre	Carol Brown	Cllr A Shah	1/4/2019	31/3/2019	31/3/2019	Ongoing work with TfGM & other organisations to ensure strategies/policies/future investment plans have positive impacts on the borough & fully reflect our priorities for a cleaner, greener & more prosperous Oldham- contributing to development of GMSF transport evidence base/delivery plan; submitting bids to GM Mayor's Cycling & Walking Infrastructure Fund.	11/4/2019
A02	✓	Extend free weekend car parking (up to 3 hours) in town centre beyond 2016	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2019	31/3/2019	No change to the status of free weekend parking.	11/4/2019
A03	✓	Maintain 24-hour road repair promise for priority routes and invest in our highways	Carol Brown	Cllr A Shah	1/4/2019	31/3/2019	31/3/2019	The 24 – hour repair promise network continues to have capital funding investment and interventions to the appropriate level as detailed within the current approved Transport Capital programme.	11/4/2019
A04	✓	Deliver our Town Centre Masterplan to transform Oldham's economy	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2020	31/3/2020	Outline Future Vision for the Town centre agreed with Leadership. Communcations plan to be agreed for consultation in summer.	11/4/2019
A05	✓	Deliver an exciting calendar of cultural events and attractions and enhance the tourism offer through Parliament Square and other locations and facilities	Emma Barton	Cllr P Jacques	5/4/2019	31/3/2019	31/3/2019	Town Centre / Parliament Sq: - Arts event: Illuminate in Feb – 6k attendees (4k expected) - Appearances of Town Centre Mascots – 415 meet-&-greets	11/4/2019
A06	✓	Encourage investment in green and renewable technology to produce clean power and create jobs	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2019	31/3/2019	Exploring options for renewable technology at Alexandra Park depot and refurbishment / new build of Tommyfield market.	11/4/2019
A07	✓	Support Oldham Education Partnership Board in prioritising all the recommendations of Education & Skills	Andrew Sutherland	Cllr P Jacques	8/1/2019	31/3/2020	31/3/2020	The Oldham Education Partnership (OEP) is working well with political representation from Cllr Jacques. It has strong relationship with	11/4/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
A07		Commission			8/1/2019	31/3/2020	31/3/2020	schools and is investing in a number of key school improvement initiatives which complement the work of the Opportunity Area (OA)	11/4/2019
A08	✓	Focus on raising standards in reading writing, maths and phonics to level up educational outcomes at the end of all key stages	Andrew Sutherland	Cllr P Jacques	8/1/2019	31/3/2019	31/3/2019	Work is taking place with coordination between the LA, OEP and OA. Included is system led support for key schools and CPD/strategic work in phonics, literacy, maths and SEND. Performance in phonics and SLC in KS1 is below national average but there are a range of funded interventions which are presently being implemented & monitored to close the gap	11/4/2019
A09	✓	Be a strong voice in Greater Manchester for Fair Growth - equality of opportunities and investment, fight poverty	Andrew Sutherland	Cllr S Fielding	8/1/2019	31/3/2019	31/3/2019	Work is progressing with regards development of the Oldham ask of the GM ERDF Business Support programme, ensuring Oldham businesses get fair access to support services. Devolution of Adult Education Budget creates a real opportunity to shape the Oldham skills narrative.	11/4/2019
A10	✓	Identify key employment sites to secure new job opportunities and welcome new businesses into the borough	Emma Barton	Cllr S Mushtaq	5/4/2019	31/3/2019	31/3/2019	Broadway Green phase 2a is on programme to complete at the end of May and phase 2b has started on site. Countryside have submitted a planning application for 140 new homes. Hollinwood - Tree clearance works have now taken place on site in readiness for the phase 1 highway works. Residential development of the Kaskenmoor site is currently being considered.	11/4/2019
A11	✓	Support existing and attract new business from high profile retailers to	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2019	31/3/2019	Boroughwide business grant scheme launched on 22nd March. This grant	11/4/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
A11		independent traders			5/4/2019	31/3/2019	31/3/2019	scheme will provide support to businesses in key sectors to relocate into or grow within the Borough. Max grant of £10k available subject to eligibility and availability of funds.	11/4/2019
A12	✓	Get Oldham Working to engage with 6,000 residents and fill 5,000 new employment-related opportunities by 2020	Andrew Sutherland	Cllr S Mushtaq	8/1/2019	31/3/2020	31/3/2020	The Get Oldham Working project has filled 4,371 opportunities (Nov 18) which is 1,017 over target. This includes 3,158 residents into sustained, paid employment (890 over target) and 533 apprenticeships (137 over target)	11/4/2019
A13	✓	Encourage 'In work' progression to help at least 400 residents gain new skills so they can gain promotions up the career ladder (Career Advancement Service)	Andrew Sutherland	Cllr S Mushtaq	8/1/2019	31/3/2019	31/3/2019	The service has engaged 461 residents. The project has recruited an additional staff member to achieve the target. Evaluation of the scheme is demonstrating a £5,500 uplift in wages for those completing the programme.	11/4/2019
A14	✓	Fight for a Fair Employment borough	Andrew Sutherland	Cllr S Mushtaq	8/1/2019	31/3/2019	31/3/2019	The Council is reviewing its position relating to the GM Mayoral Employment Charter and the Council Fair Employment Charter.	11/4/2019
A15	✓	Deliver Oldham's Cultural Quarter including new Oldham Coliseum Theatre, Arts & Heritage Centre	Emma Barton	Cllr P Jacques	5/4/2019	31/3/2020	31/3/2020	Approval to re-tender the contract for the new heritage and arts centre was obtained from Cabinet in November. The new Coliseum Theatre as planned will not, however, go ahead. Rather, Cabinet has approved feasibility work on a range of alternative options to reflect the changing requirements of theatre provision in Oldham.	11/4/2019
A16	✓	Invest in Tommyfield Market Hall	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2019	31/3/2019	Linked with the Town Centre Vision work - conclude the market hall work-stream and review options for refurbishment or new build, together with the need for a temporary market and identify a preferred option.	11/4/2019
A17	✓	Complete regeneration of Prince's Gate	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2020	31/3/2020	Conditional agreements were exchanged on 27th February 2019 for the sale of site A.	11/4/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
A17					5/4/2019	31/3/2020	31/3/2020	Work is being undertaken by all parties to satisfy the conditions before the agreement can become unconditional.	11/4/2019
A18	✓	Improve security at bus stations, metrolink stops and car parks	Carol Brown	Cllr A Shah	1/4/2019	31/3/2019	31/3/2019	TfGM aware - Combined Authority function On target to influence the position as the opportunity arises	11/4/2019
A19	✓	Regulate buses to get the routes we need and the fares we can afford	Carol Brown	Cllr A Shah	1/4/2019	31/3/2020	31/3/2020	TfGM aware - Combined Authority function On target to influence the position as the opportunity arises	11/4/2019
A20	✓	Enhance our town centres by attracting high street retailers and independent traders. In particular, in Shaw, Lees and Failsworth (A62 corridor)	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2019	31/3/2019	Grant on target in Shaw and Lees. Slower uptake along A62. To date: - 9 new businesses set up - 12 vacant buildings improved / brought back into use - Secured 67 existing jobs - Estimated 27 new jobs created - 38 external improvement schemes completed - 2 existing business relocated to district grant areas	11/4/2019
A21		To support the GM Digital Strategy and the GMCA to secure a grant agreement for the GM Full Fibre Challenge Fund	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2021	31/3/2021	Project progressing well. Details of sites, costings and business case to go to Wider Leadership Team on 9th Jan for approval. Procurement of suppliers to take place in new year. Social value outcomes to form part of bid.	11/4/2019
A22		Implementation of current Local Plan (including monitoring and providing policy advice / input into key development initiatives / masterplans).	Emma Barton	Cllr H Roberts	5/4/2019	31/3/2019	31/3/2019	Policy advice provided as and when required.	11/4/2019
A23		Ensure the Council's corporate objectives and social value are driven through the effective and prioritised review of contract management.	Joe Davies	Cllr A Jabbar	12/4/2019	31/3/2019	31/3/2020	The procurement function is developing; a new approach to increasing the level of SME involvement in service delivery; measures to ensure that frameworks do not become over	12/4/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
A23					12/4/2019	31/3/2019	31/3/2020	expensive	12/4/2019
A24		Implement the Oldham Heritage & Arts Centre (OHAC) transition plan	Katrina Stephens	Cllr P Jacques	11/1/2019	31/3/2019	31/3/2019	All workstreams now have nominated leads and milestones for each are being collated for the project programme. An IT workshop was held, priorities identified and agreed and two 'requests for service' submitted. A risk workshop is scheduled for 30th April	16/4/2019
A25		Leading the development of the GM Energy company - feasibility, funding bids, partnership	Rebekah Sutcliffe	Cllr A Jabbar	16/4/2019	31/3/2019	31/3/2019	Scoping work for a new GM Energy Innovation Company has continued with a set of workshops led by the GMCA Low Carbon Hub team, engaging a wide range of stakeholders. This will lead to a new report back to GMCA Leaders in the next couple of months, seeking permission to carry out due diligence on two options.	16/4/2019
A26		Feasibility for electrical spec of Market Hall, car park & Civic Hub, liaison with FCHO on heat network feasibility.	Rebekah Sutcliffe	Cllr S Fielding	16/4/2019	31/3/2019	31/3/2019	Funding being sought by Aqualor Energy to fund a test borehole for ground source heat from disused coal mines, to be fed into the FCHO heat network. There is also a range of actions for the Town Centre Masterplan to map out opportunities to maximise the potential for a low carbon development.	16/4/2019
A27		Leading delivery and analysis of CLES anchors work and implementing CLES evaluation framework	Rebekah Sutcliffe	Cllr S Fielding	16/4/2019	31/3/2019	31/3/2019	An event has been held to identify how a range of partners can work together to support more young people & adults to progress in the world of work,starting with a focus on construction sector.This will involve highlighting the key actions that are required to deliver skills to employers & good careers to local people,in context of major investment in Oldham	16/4/2019
A28		Commission tracking of number of young people attending higher education to provide a clearer picture of the	Andrew Sutherland	Cllr P Jacques	1/10/2018	31/3/2019	31/3/2019	A technical education working group of key partners has been established. The group will review the destination profile of the post	11/4/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
A28		sustained destination profile of each individual school to assist challenge on curriculum and pastoral support linked to supporting increased sustained positive destinations			1/10/2018	31/3/2019	31/3/2019	16 cohort as part of its terms of reference and make decisions on the best way to track progress in a way that generates impact.	11/4/2019
A29		Successful implementation of the Opportunity Area three priorities of improving Early Years outcomes, raising attainment for all and fastest for disadvantaged and improving skills for life, learning and work. Coordinating delivery with Oldham Education Partnership and LA education establishment improvement functions	Andrew Sutherland	Cllr P Jacques	8/1/2019	31/3/2020	31/3/2020	There area significant range of interventions in place covering all three priorities. For example 26 schools are presently being supported in school improvements. Another example is a major drive on mental health with coordinators in all schools and a conference taking place on 9 March 2019 with all schools and key officer and political leadership present.	11/4/2019
A30		Successful implementation of the five recommendation in the written statement of action linked to the SEND strategy: (See WSOA paper)	Andrew Sutherland	Cllr P Jacques	8/1/2019	31/3/2020	31/3/2020	Progress remains on track to deliver all recommendations within the specific timescales In addition there is significant work on the general inclusion strategy building on previous learning in 2018. An inspection is due in April/May 2019 to monitor and report on progress	11/4/2019
A31		Lead on developing an agreed approach for how the Council and partners will maximise spend	Rebekah Sutcliffe	Cllr S Fielding	16/4/2019	31/3/2019	31/3/2019	CLES analysis now complete for Oldham Royal, OCL and Oldham College detailing how influencable spend can be maximised in these anchors. Discussion to take place at 23 May OLB on our overall approach as a Borough. The local spend figure for March'19 is 61.55%.	16/4/2019
A32	✓	Invest £37 million in new primary and secondary school facilities	Andrew Sutherland	Cllr P Jacques	9/10/2018	31/3/2022	31/3/2022	Significant activity in establishing school places in good/outstanding schools. Development/build of a new primary school in Greenfield being overseen & work underway to expand primary schools in East	11/4/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
A32					9/10/2018	31/3/2022	31/3/2022	Oldham and Chadderton. Significant investment and planned expansion at 3 secondary schools, rebuild at Royton & Crompton and continuing upgrades/expansion.	11/4/2019
A33	✓	Demolishing the gas holder and regenerating Hollinwood junction; delivering a new Saddleworth School and promoting the area's tourism offer	Emma Barton	Cllr S Fielding	5/4/2019	31/3/2019	31/3/2019	The gasholder demolition works have re-commenced and are due to complete in May. The phase 1 highway works are scheduled to start on site in June 2019. Saddleworth School - The applications submitted to Planning Committee were approved on 28 February 2019.	11/4/2019

Corporate Objective 2 : Thriving communities where everyone is empowered to do their bit

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
T01	✓	Maintain and extend the Private Landlord Licensing Scheme to improve the quality of private sector housing	Carol Brown	Cllr H Roberts	1/4/2019	31/3/2019	31/3/2019	2500 applications for licenses received across 8 neighbourhoods with 1371 licenses being granted & 367 unannounced audits carried out. The team have made sure 235 hazards identified in rented properties rectified, acted on 41 warrants obtained from the Courts & prosecuted 41 landlords for not applying for licenses. Educational materials sent to landlords.	11/4/2019
T02	✓	Ensure our children in care get our parental support until the age of 25	Kerrie Scraton	Cllr A Chadderton	21/1/2019	31/3/2019	31/3/2019	PAs are in post and providing support to care leavers aged 18-25.	
T03	✓	Deliver pipeline of 1,000 new homes across the borough – with a range of high quality affordable and aspirational housing	Emma Barton	Cllr H Roberts	5/4/2019	31/3/2019	31/3/2019	Procurement of Development Partner at Fitton Hill is underway with 5 developers taken through to ITT Stage with a partner to be selected in August. Keepmoat have submitted plans for 68 homes at North Werneth.	11/4/2019
T04	✓	Extend the National Award winning Warm Homes Oldham Programme	Emma Barton	Cllr H Roberts	5/4/2019	31/3/2019	31/3/2019	1,003 people brought out of fuel poverty; 367 emergency credits issued;	11/4/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
T04					5/4/2019	31/3/2019	31/3/2019	£125k benefit gains realised; 151 broken and inefficient boilers replaced; 55 first time central heating systems installed (highest in GM); £525k of external funding levered-in (DFG, ECO, ECHO and Warm Homes Fund); OJEU procurement for new providers completed for delivery from 1 June 19	11/4/2019
T05	✓	Continue to develop co-operative communities where people support each other	Rebekah Sutcliffe	Cllr S Fielding	16/4/2019	31/3/2019	31/3/2019	The Thriving Communities programmes Fast Grants were successful in 2018, the borough fund was oversubscribed with great ideas for delivering community benefit at a local level. In May we will look to refresh the central fund with a larger allocation of £60k+. In addition; the Social Action Fund is now approaching completion, with £850k being allocated to t	16/4/2019
T06		Ensure all of our children get a healthy start in life to enable them to thrive	Katrina Stephens	Cllr A Chadderton	1/4/2019	31/3/2019	31/3/2019	Delivery of the Right Start contract continues, supported by additional action through the GM Population Health plan on smoking in pregnancy, oral health and alcohol exposed pregnancies. Plans for the future of the service are being developed and will be taken to Cabinet in the next quarter.	16/4/2019
T07	✓	Ensure the "voice of the child" is heard in everything that Oldham Council does	Carolyn Wilkins	Cllr A Chadderton	10/10/2018	31/3/2019	31/3/2019	Since SC, work continues to progress which sees the council put Children and Young People at the heart of everything we do.	29/5/2019
T08		Implement the Continuous Improvement Plan for children's services	Kerrie Scraton	Cllr A Chadderton	21/1/2019	31/3/2019	31/3/2019	Continuous improvement plan in place via Getting to Good Board and self assessment process.	29/5/2019
T09		Develop a case weighting system to ensure that newly qualified and experienced staff can increase contact with children and their families on their	Kerrie Scraton	Cllr A Chadderton	21/1/2019	31/3/2019	31/3/2019	Caseloads have reduces as a result of additional capacity made available through the short-term investment plan. The new Operating Model will ensure that caseloads	29/5/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
T09		caseload and deliver high quality assessments			21/1/2019	31/3/2019	31/3/2019	remain manageable. In July 2018 43% SW's had a caseload greater than 30, in July this has reduced to 2%.	29/5/2019
T10		Commit to preserving and enhancing the quality of our environment through: - Britain in Bloom - Green Dividend - Prosecuting fly tippers and people who drop litter	Carol Brown	Cllr A Shah	1/4/2019	31/3/2019	31/3/2019	2018 Brittain in Bloom entry focused on Failsworth/Hollinwood corridor, Alexandra Park & the Town Centre. Green dividend extended.	11/4/2019
T11	✓	Review of prevention and early intervention to inform recommissioning of Early Help	Kerrie Scraton	Cllr A Ur Rehman	21/1/2019	31/3/2019	31/3/2019	A review of prevention and early intervention is underway, led by Rebekah Sutcliffe, which will set a strategic direction to inform the recommissioning of Early Help.	29/5/2019
T12		Oldham Leadership Board: Supporting key projects defined and agreed with OLB. Working with Policy to ensure best approach and co-ordinate cross-organisational messaging on priority agendas such as tackling social isolation and homelessness.	Carl Marsden	Cllr S Fielding	8/4/2019	31/3/2019	31/3/2020	Comms and policy now under joint leadership and working together on key messages. OLB key projects such as winter awareness have been supported and further discussion about forward looking shared priorities to take place next OLB	1/5/2019
T13		Delivery impactful and consistent communications messages for the Oldham Cultural Quarter (Coliseum Theatre and Arts & Heritage Centre) in partnership with others	Carl Marsden	Cllr S Fielding	8/4/2019	31/3/2019	31/3/2020	OMA milestone plans discussed with activity to launch OMA brand awareness and Volunteers Scheme from June onwards. Work to start on-site in October. Discussions ongoing re on site hoardings, brand hierarchy and messaging.	1/5/2019
T14		For OMBC to continue to take a lead GM role in the GM transformation agenda which includes working across the core features of the GMHSCP Care 2020 model (which includes supporting people to live independent lives for longer in their own homes)	David Garner	Cllr Z Chauhan	1/5/2019	31/3/2019	31/3/2019	ASC's involvement in the GM Transformation Agenda and the Living Well at Home Programme continues. This is an ongoing piece of work and is reviewed regularly to ensure effective involvement and priorities for the next year are included in the 2019-20 Business Plan.	9/1/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
T15		To ensure that the Oldham safeguarding multi agency procedures are followed at a time of change. - undertake a peer safeguarding review with Stockport and MBC and respond to all recommendations - configure the MASH (adults) team to dovetail with the new LCO arrangements	David Garner	Cllr Z Chauhan	1/5/2019	31/3/2019	31/3/2019	The Safeguarding Review has been completed and signed off by the Safeguarding Board. Implementation of the review recommendations is underway and will be completed at various points during 2019-20 outlined in the implementation plan.	9/1/2019
T16		Develop a service specification for a new wellness service and tender the opportunity through a full procurement exercise	Katrina Stephens	Cllr Z Chauhan	1/4/2019	31/3/2019	31/3/2019	A draft specification has been developed based on resident consultation and clinical engagement carried out in 2017. The proposed service has no funding confirmation at this time. Proposals are now being considered in light of the early intervention and prevention review.	16/4/2019
T17	Page 327	Lead, support and implement delivery of the Thriving Communities programme	Rebekah Sutcliffe	Cllr S Fielding	16/4/2019	31/3/2019	31/3/2019	The Thriving Communities programme continues to make progress, this quarter saw the award of the Social Prescribing Innovation Partnership will see in excess of £1m being invested in developing and linking in community capacity for 'more than medical' care for Oldham Residents. The partnership is led by Action Together, Age UK, Positive Steps and Mind. All	16/4/2019
T18		Lead the development and delivery of Place Based Integration including clear evaluation and outcomes	Rebekah Sutcliffe	Cllr A Chadderton	9/1/2019	31/3/2019	31/3/2019	A draft Operating Model and high level programme plan for scaling up place based integration has been developed and presented to the SDS. Negotiations are still taking place to seek geographical alignment. A Directors workshop to further design the model is scheduled for May 19.	16/4/2019
T19		Preventing and reducing Youth offending	Kerrie Scraton	Cllr A Ur Rehman	21/1/2019	31/3/2021	31/3/2021	A steering group has been established, analytical work is being processed to fully understand the profile and cohort group,	

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
T19					21/1/2019	31/3/2021	31/3/2021	work with the youth justice service is being strengthened. Recent inspection of YOS has judged the services positively.	
T20		Reduce violent crime in Oldham Town Centre	Bruce Penhale	Cllr A Ur Rehman	9/10/2018	31/3/2019	31/3/2019	Although the number of violent crimes in Oldham Town Centre was overall almost identical in 2017 and 2018 (around 730), this reflects a year on year increase in the first 5 months of the year, followed by a substantial year on year fall in the latter half of the year.	11/4/2019
T21	✓	Ensure all children are school ready when they are due to start school	Andrew Sutherland	Cllr P Jacques	1/10/2018	31/3/2020	31/3/2020	Improving the GLD rate to reach the target of 70% by 2020 remains a key priority. There has been significant communication with schools and settings. OA investment is focussed on 250 children required to meet GLD in order to achieve the target. Early predictions suggest a 2% increase in July 2019 which if repeated over two years would reach the target.	11/4/2019
T22	✓	Every school in Oldham to be rated "Good" or "Outstanding" by 2020	Andrew Sutherland	Cllr P Jacques	1/10/2018	31/3/2020	31/3/2020	Changes in Ofsted policy which brought previously sponsored academy ratings back into the calculation makes this a logistically challenging target. However, school support packages have targeted establishments requiring support based on robust data analysis. Ofsted feedback in recent inspections have also been mostly 'good' and acknowledged LA support	11/4/2019
T23	✓	Invest in our street cleaning team	Carol Brown	Cllr A Shah	1/4/2019	31/3/2019	31/3/2019	Recruitment complete	11/4/2019
T24	✓	Maintain district working arrangements with dedicated teams for Oldham's districts	Rebekah Sutcliffe	Cllr A Shah	9/1/2019	31/3/2019	31/3/2019	Through the District Review, suggestions have been made by members to improve the effectiveness of district working, both in terms of delivery and cost. The District Review recommendations have been developed and will be going to Annual	16/4/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
T24					9/1/2019	31/3/2019	31/3/2019	Council for approval on the 22 May 19.	16/4/2019
Corporate Objective 3 : Cooperative services with people and social value at their heart									
C01		Delivery of emerging ICT strategic roadmap to agreed time, cost and quality measures	Ray Ward	Cllr A Jabbar	3/4/2019	31/3/2019	31/3/2021	The Delivery of the IT strategic roadmap was re-profiled to complete FY'20-'21 at the November CIPB meeting. Current delivery of this program remains on target for completion during 2021, and significant progress has been made on several project streams including Mobile Data Management, Office365 and SharePoint technologies.	3/4/2019
C02		Effectively manage, support and deliver transformational change through a portfolio of transformation activity enabled by fit for purpose governance, methodology, and a transformation team.	Christopher Lewis	Cllr A Jabbar	3/4/2019	31/3/2019	31/3/2019	The Transformation PMO continues to support major change within the Council and working across organisational boundaries with partners. The corporate Design and Assurance review is underway to build on the existing governance and approach to Transformational Change. The initial phase of this work is due to conclude in March 19 resulting in potential options	8/1/2019
C03		Improve digital inclusion, engagement, and skills for residents, members, and staff through a co-ordinated strategy and programme.	Ray Ward	Cllr A Jabbar	3/4/2019	31/3/2021	31/3/2021	The improvement of digital inclusion through the Residents First Programme remains on target & is being coordinated with the IT Strategy through the Strategic Roadmap programme. Digital by Design proposal will drive this forward.	3/4/2019
C04		Through our Welfare Rights Service, support people adversely affected by Welfare Reform.	Anne Ryans	Cllr A Jabbar	4/4/2019	31/3/2019	31/3/2019	In line with the anticipated work programme, the service has worked to ensure the maximum number of people have been assisted during the year in, for example, gaining additional Council Tax Reduction and debt management advice. There has been good engagement with other agencies to support the delivery of common objectives.	8/1/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
C05		Reshape and transform access channels and end to end customer journeys through the delivery of the Resident First Programme.	Ray Ward	Cllr A Jabbar	3/4/2019	31/3/2020	31/3/2020	Phase 1 of the programme has been delivered. Phase 2 is focussed on developing re-usable cross-cutting functionality to be rolled out across services. Phase 3 is being shaped. Digital by Design proposal will drive this forward.	3/4/2019
C06		Corporate Narrative: Phase 2 Rollout of the #ourbit #yourbit #result narrative internally and externally across all communication channels and praise/encourage those doing their bit in the environment	Carl Marsden	Cllr S Fielding	8/4/2019	31/3/2019	31/3/2020	###Brand continuing to be used as business as usual across organisational and external activity and has been adopted by GMP . Wider work to develop corporate narrative is progressing with re-fresh aligned to admin priorities and Corporate plan	1/5/2019
C07	Page 330	Provide communications and digital support for the next phase of the Resident First project	Carl Marsden	Cllr A Jabbar	8/4/2019	31/3/2019	31/3/2020	Ongoing. Phase 3 Resident First scope is being determined. Communications activity and strategy being developed to support the introduction of text alert service with residents.	1/5/2019
C08		To ensure that all PCFT /ASC / Miocare staff have access to technology to assist them to practice including; smart phones (that sync with Windows 10), client database development and access, work rota systems	David Garner	Cllr Z Chauhan	1/5/2019	31/3/2019	31/3/2019	A laptop roll out to all PCFT and ASC community service staff has been completed. A detailed IM&T Strategy is in development which will further enhance our IM&T infrastructure for integrated working ensuring consistent electronic recording practice.	9/1/2019
C09		To develop and implement a new Quality Assurance Framework and audit system to monitor practice at the front line which includes demand management, improving practice and encapsulates case law and evidence based learning	David Garner	Cllr Z Chauhan	1/5/2019	31/3/2019	31/3/2019	A Quality Assurance Group has now been established and a draft framework is in development.	9/1/2019
C10		To develop, design and implement a new personalised approach to our customers health and social journey including a new electronic Resource Allocation System (RAS)which can	David Garner	Cllr Z Chauhan	1/5/2019	31/3/2019	31/3/2019	The new customer journey is being implemented on 29 April 2019 as part of the EEPPA programme. Post go live monitoring has been planned and proposals for Phase 2 activities are being scoped and developed.	9/1/2019

Ref	Admin Priority	Actions	Action Updater	Cabinet Member	Date Comments Reviewed	Due Date	Forecasted Completion Date	Comments	Director Approve Date
C10		integrate health assessments (CHC)			1/5/2019	31/3/2019	31/3/2019		9/1/2019
C11		To prepare revised policy and procedure documentation that includes outlining how statutory and regulatory requirements will be met across the new service provider and commissioner.	David Garner	Cllr Z Chauhan	1/5/2019	31/3/2019	31/3/2019	A new policy hub is in development. Out dated or previously unavailable policies have and are being developed across a range of areas including practice, record keeping and expectations of staff. This remains ongoing.	9/1/2019
C12		Ensuring adequate business controls are developed which enable the service to achieve adequate and robust audit control mechanisms for the payment of services across the health and social care economy (supporting the Fundamental Financial Audit requirements)	David Garner	Cllr Z Chauhan	1/5/2019	31/3/2019	31/3/2019	A Mosaic governance group has been established to oversee system led development and regular reviews are taking place with audit to ensure robust control mechanisms are embedded across all areas of practice.	9/1/2019
C13		Deliver the GIS improvement programme. Develop a singular approach to gathering, managing and analysing geographical data across the organisation	Dami Awobajo	Cllr S Fielding	1/4/2019	31/3/2020	31/3/2020	Bentley GIS Services have now been removed from the Council's estate. This includes the Desktop GIS product, and the Intranet web map. (This doesn't include the separate Bentley CAD product). All former Bentley GIS users have now been moved to using either: 1. Interactive Web mapping 2. Cadcorp's desktop GIS product	1/5/2019

Briefing to Cabinet

Date: 24th June 2019

Subject:
Highways Improvement Programme 201920 – 2021/22 (Update)

For Information

Report of:
Eleanor Sykes, Transport Policy Officer

Portfolio holder:
Cllr Arooj Shah, Cabinet Member for Neighbourhood Services

Summary of the issue:

On 25th March 2019 the Highways Improvement Programme 2019/20 – 2021/22 was approved by Cabinet. The report was appended with detailed programmes utilising both Prudential Borrowing (£12m over 3 years) as well as all other sources of funding available for highway maintenance including Local Transport Plan (LTP), Incentive Fund and Pothole Fund which brings the programme to ~£16m over the 3 years.

Since this approval we have become aware that two unadopted streets have been included in the programme. These were included in error in the Annual Engineering Inspection (AEI) that was carried out in autumn 2018 and their condition meant they were included in the programme. The unadopted streets included were as follows:

- Hollins Avenue (Saddleworth West & Lees)
- Ashmond Road (Saddleworth West & Lees)

Following approval of the programme detailed inspections of all highways included were carried out by highway engineers to assess the scope of the scheme and clarify the type of works. It was at this stage that the above highways were confirmed as unadopted and would therefore need to be excluded from the programme. The locations highlighted above will be replaced by adjacent streets of a similar length and condition as follows:

- Hollins Avenue replaced by Hollins Road (Saddleworth West & Lees)
- Ashmond Road replaced by Wroe Street (Saddleworth West & Lees)

The whole programme has been thoroughly checked to ensure no further unadopted highways have been included.

The website link to the page 'Highways Improvement Programme 2019/20' has been updated to exclude the above unadopted streets and will be updated to include their replacements in due course. This page will be further updated on a regular basis in relation to scheme delivery dates and status updates as schemes are completed.

https://www.oldham.gov.uk/info/201054/roads_streets_and_pavements/2044/highways_improvement_programme_201920

The Portfolio Holder for Neighbourhood Services has also been briefed of these changes.

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Report to CABINET

Unity Partnership Shareholder Committee: Cabinet Sub-Committee - Appointment of Members

Portfolio Holder: Councillor Sean Fielding**,** Leader of the Council

Officer Contact: Elizabeth Drogan, Head of Democratic Services

Report Author: Sian Walter-Browne, Principal Constitutional Services Officer

24th June 2019

Reason for Decision

To appoint Cabinet Members onto the Shareholder sub-committee.

Recommendations

That the Cabinet appoints Members of Cabinet to sit on the Shareholder Committee, with full delegated powers in relation to any matter to consider the interests of the Council following the acquisition of the Unity Partnership Ltd.

Unity Partnership Shareholder Committee Appointment of Members: Cabinet Sub-Committee

1 Background

1.1 At its meeting on 22nd October 2018, the Cabinet approved the terms of reference for the Unity Partnership Shareholder Committee and appointed and appointed four Members to sit on the Sub-Committee.

1.5 The Sub-Committee is supported by officers of the Council, including the Section 151 Officer (Director of Finance) and the Monitoring Officer (Director of Legal Services), or their designated officers

1.6 The Shareholder Committee meets at least quarterly and receives detailed and comprehensive information and briefings to support their decision-making. The extent of the role of the Shareholder Committee in decision-making depends upon the Council's shareholding, and upon terms included in the company's articles of association, or in the other contractual documents

1.7 The Council's Performance and Value for Money Select Committee has a scrutiny function in the relation to the decision-making of the Shareholder Committee and in respect of the performance of the Company, for which the Council is the sole shareholder.

1.8 The Shareholder Committee is a sub-committee of Cabinet and has the following high level remit and responsibilities:

- Represents the Shareholder (the Council) and will meet quarterly.
- Sets the tone and direction of the company to ensure that it fully supports the Council's co-operative agenda.
- Considers significant company resource issues.
- Sanctions/approves decisions taken by the Unity Partnership Ltd Board of Directors and is able to call on the company Managing Director and members of the Unity Partnership Board to discuss specific items.
- Determines "reserved matters".
- Approves a waiver of any conflicts of interest relating to the Unity Partnership Ltd Board of Directors.
- Grant an indemnity to all Members and Officers acting as Directors on the company Board.

3 Options/Alternatives

3.1 Two options are presented in relation to this matter. The two options are:

- Option 1 – Appoint Members to sit on the Sub-Committee.
- Option 2 – Do not appoint Members to sit on the Sub-Committee. The Council would need to consider an alternative method by which the Council would exercise its controlling interest in the Unity Partnership Ltd.

4 Preferred Option

4.1 The preferred option is that the Cabinet appoints Cabinet Members to the Shareholder Committee.

5 Consultation

5.1 N/A

6 **Financial Implications**

6.1 There are no additional financial implications arising from the matters contained in this report. (Mark Stenson)

7 **Legal Services Comments**

7.1 In establishing a local authority controlled company, the Council has to ensure that it exercises control over the company so that the company can take advantage of the “Teckal” exemption granted by case law. The key requirements which need to be met include:

- The contracting local authority must exercise sufficient control over the separate entity (with the test applied being that the control should be similar to that which the contracting authority exercises over its own departments); and
- The separate legal entity must carry out the essential part of its activities for its owner authority/ies ("the essential activity test").

7.2 The Teckal exemption has now been codified into law under Regulation 12 Public Contracts Regulations 2015. The Regulation has clarified the requirement that the company carries out the essential part of its activities for the local authority owner and confirmed that at least 80% of its activity must be for that authority.

7.3 Case law has further clarified some key points around Teckal compliance based upon court judgments:

- The Council has the power to issue directions to the LATC on “strategic matters or important issues of policy”.
- If the articles of the LATC say that non-authority board members could be appointed, the Council must retain the express right to remove any such directors at any time.
- The constitution of the company must consider the level of autonomy of the board and the authority must have the power to exert control over the LATC.
- That the local authority holds all of the share capital in the company will usually (but not always) be indicative of control.

7.4 The establishment of and appointment of Members to a Shareholder Committee for the purposes set out in the body of the report, (Elizabeth Cunningham Doyle)

8 **Cooperative Agenda**

8.1 N/A.

9 Human Resources Comments

9.1 N/A.

10 **Risk Assessments**

10.1 The Council needs to manage its interest of being the Company Owner. It has decided to do this by creating a Shareholder Committee with different representatives to the Company Directors for this Council owned company. (Mark Stenson).

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 N/A.

16 **Equality Impact Assessment Completed?**

16.1 N/A.

17 **Key Decision**

17.1 N/A.

18 **Forward Plan Reference**

18.1 N/A.

19 **Background Papers**

19.1 None

20 **Appendices**

20.1 None

Report to CABINET

Failsworth Trust Cabinet Sub-Committee - Appointment of Members

Portfolio Holder: Councillor Sean Fielding**,** Leader of the Council

Officer Contact: Elizabeth Drogan, Head of Democratic Services

Report Author: Sian Walter-Browne, Principal Constitutional Services Officer

24th June 2019

Reason for Decision

To appoint Cabinet Members onto the Failsworth Trust Cabinet Sub-Committee.

Recommendations

That the Cabinet appoints Members of Cabinet to the Cabinet Sub-Committee with full delegated powers to consider the next steps for the land which is held on charitable trust.

Failsworth Trust Cabinet Sub-Committee - Appointment of Members

1 Background

1.1 The Failsworth Trust Committee is a sub-committee of the Cabinet which deals with the land in Failsworth which is held by the Council on charitable trust. The terms of Reference are attached at Appendix 1.

1.2 Cabinet previously established a sub-committee of three Members to consider issues relating to the trust and appointments to the sub-committee are requested.

2 **Options/Alternatives**

2.1 Two options are presented in relation to this matter. The two options are:

- Option 1 – Appoint Members to sit on the Sub-Committee.
- Option 2 – Do not appoint Members to sit on the Sub-Committee. The Council would need to consider an alternative method by which the Council would exercise its controlling interest in the Unity Partnership Ltd.

3 **Preferred Option**

3.1 The preferred option is that the Cabinet appoints Cabinet Members to the Sub- Committee.

4 **Consultation**

4.1 N/A

5 **Financial Implications**

5.1 N/A

6 **Legal Services Comments**

6.1 N/A

7 **Cooperative Agenda**

7.1 N/A.

8 **Human Resources Comments**

8.1 N/A.

9 **Risk Assessments**

9.1 N/A

10 **IT Implications**

10.1 N/A.

11 **Property Implications**

11.1 N/A.

12 **Procurement Implications**

12.1 N/A.

13 Environmental and Health & Safety Implications

13.1 N/A.

14 Equality, community cohesion and crime implications

14.1 N/A.

15 Equality Impact Assessment Completed?

15.1 N/A.

16 Key Decision

16.1 N/A.

17 Forward Plan Reference

17.1 N/A.

18 Background Papers

18.1 None

19 Appendices

19.1 Appendix 1 Terms of Reference

Appendix 1

Terms of Reference

1 The Failsworth Trust Committee ("the Trust") will at all times act in the best interests of the Trust and in accordance with the provisions of the Charities Act 1993 and other applicable statutes and legal principles relating to the management of land which is held for charitable purposes.

2 The Trust will use all reasonable endeavours to further the object of the Trust which is that the land to the north of the Lancaster Club (comprising 11 ¾ acres of land acquired by the former Failsworth Urban District Council on 4 January 1924 from Constance Mary Solly Flood) be used for the purposes of a recreation ground.

3 The Committee will comprise 3 Members of the Council's Cabinet, appointed by the Cabinet. The Chair will be appointed by the Committee from among their number at their first meeting.

4 Meetings will normally be held in a location which is accessible and acceptable to all members. Where possible the accommodation will be provided by Oldham Borough Council.

5 Meetings will be held quarterly provided that the Chair is of the opinion there is sufficient business to consider.

6 Any items for the agenda should be sent to the Chair four weeks before the meeting.

7 An agenda and other relevant papers will be dispatched to all members at least five working days before the meeting, by Oldham Borough Council's Head of Constitutional Services.

8 Meetings will be administered by the Head of Constitutional Services.

9 All meetings will be minuted by the Head of Constitutional Services and the minutes sent to all members within ten working days of the meeting.

10 Any members of the Failsworth Trust Committee must declare at the beginning of the meeting, or at any other appropriate stage, whether they are affected by a conflict of interest or conflict of duties in relation to any item on the agenda. If they have a personal interest, they must not speak or vote on the item. If a potential conflict of interest or duty arises from any matter, a member shall consider whether to withdraw. However, provided that the all members agree and the member acts in the best interests of the Trust and after receiving independent advice or recommendations, a member is permitted to consider and vote on the matter.

11 Any proposal for alteration of the arrangements of the meetings of the Failsworth Trust Committee shall be considered by the Failsworth Trust Committee. Any such proposal should be subject to one month's notice, and the proposed alteration sent with the Agenda to all members.

12 **Voting Procedures and Quorum** - Each of the Trust Committee members shall have one vote, each vote carries equal weight and decisions of the Failsworth Trust Committee shall be made on a majority vote. A meeting of the Failsworth Trust Committee will only be considered quorate if at least two voting members are present. In the event of a tied vote the Chair shall have the casting vote.

13 The Failsworth Trust Committee has legal capacity to make and implement decisions in its own right without the need for ratification by the Council.

14 Decisions of the Failsworth Trust Committee will be binding both on the said Committee and on Oldham Borough Council.

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of the Local Government Act 1972.

Agenda Item 16

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of the Local Government Act 1972.

Agenda Item 17

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of the Local Government Act 1972.

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