

CABINET Agenda

Date Monday 15th July 2024

Time 6.00 pm

Venue Lees Suite, Civic Centre, Oldham, West Street, Oldham, OL1 1NL

- Notes
1. DECLARATIONS OF INTEREST- If a Member requires 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 Constitutional Services at least 24 hours in advance of the meeting.
 2. CONTACT OFFICER for this agenda is Constitutional Services Tel. 0161 770 5151 or email constitutional.services@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 constitutional.services@oldham.gov.uk by 12.00 noon on Wednesday, 10th July 2024.
 4. FILMING - The Council, members of the public and the press may record/film/photograph or broadcast this meeting when the public and the press are not lawfully excluded. Any member of the public who attends a meeting and objects to being filmed should advise the Constitutional Services Officer who will instruct that they are not included in the filming.

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.

MEMBERSHIP OF THE CABINET

Councillors M Ali, Brownridge, Dean, Goodwin, F Hussain, Jabbar, Mushtaq, Shah (Chair) and Taylor

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 (Pages 5 - 12)

To consider the Minutes of the meeting of the Cabinet held on 17th June 2024.

6 Appointments to Cabinet Sub-Committees and Joint Committee (Pages 13 - 38)

A report seeking appointments from the Cabinet to: The Local Investment Fund Cabinet Sub-Committee, The Shareholder Cabinet Sub-Committee and Oldham Integrated Care Partnership.

7 Treasury Management Outturn Report 2023/24 (Pages 39 - 56)

A report that advises Cabinet of the performance of the Treasury Management function of the Council for 2023/24.

8 High Needs Provision in Mainstream Settings and allocation of S106 resources secured from DB450 (Pages 57 - 74)

Approval is sought for four capital projects that will offer additional places and enhance provision for pupils with additional needs who are based predominately in mainstream settings and also seeks approval for the allocation of resources secured through Section 106 Planning Obligations.

9 DWP Restart contract extension for Get Oldham Working service (Pages 75 - 78)

To approve the acceptance of the Restart contract extension for a further three years, from July 2024, which will maintain Get Oldham Working's delivery to a further thousand Oldham residents, supporting them back into work and sustainable employment.

10 Approval of Enforcement Policy (Pages 79 - 116)

To review and approve a revised Corporate Enforcement Policy and to seek approval to adopt the national issued Local Authority Building Control Enforcement Policy.

11 Housing Delivery Test Action Plan 2024 (Pages 117 - 228)

A report seeking approval for the publication of Oldham Council's Housing Delivery Test Action Plan 2024.

12 Creating a Better Place (Pages 229 - 246)

A report that provides a comprehensive update on the regeneration of Oldham town centre and which also sets out key milestones in respect of the flagship projects sitting across the programme.

13 Exclusion of the Press and Public

To consider that the press and public be excluded from the meeting for the following item of business, pursuant to Section 100A(4) of the Local Government Act 1972 on the grounds that discussions may involve the likely disclosure of exempt information, under paragraph 3 as defined in the provisions of Part 1 of Schedule 12A of the Act, to the Local Government Act 1972 and public interest would not be served in publishing the information.

14 Creating a Better Place - Update (Pages 247 - 280)

Deputy Chief Executive (Place) – report attached and appendices to be circulated

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Present: Councillor Shah (in the Chair);
Councillors M Ali, Brownridge, Dean, Goodwin, F Hussain,
Jabbar, Mushtaq and Taylor

1 **APOLOGIES FOR ABSENCE**

There were no apologies for absence received.

2 **URGENT BUSINESS**

There were no items of urgent business received.

3 **DECLARATIONS OF INTEREST**

There were no declarations of interest received.

4 **PUBLIC QUESTION TIME**

There were no public questions for this meeting of the Cabinet to consider.

5 **MINUTES**

Resolved:

That the Minutes of the meeting of the Cabinet held on 18th March 2024, be approved as a correct record.

6 **IMPROVING OUR SERVICES FOR CHILDREN, YOUNG PEOPLE AND THEIR FAMILIES**

The Cabinet considered a report of the Director of Public Health which outlined that as part of the transformation of services for children, young people and families in Oldham the Council was reviewing and redesigning the current 0-19 (25) service. In doing so it had been identified that there was a need to consult with affected staff on the proposals for the new service, including a new staffing structure. Staff consultation would be in line with the requirements of the relevant HR policies in both the Northern Care Alliance NHS Foundation Trust and Oldham Council.

The Council is proposing to transform its offer to families through the £3.6m Oldham Family Hubs programme. The programme will provide easily accessible places in local communities which will provide families with children and young people aged 0-19 (up to 25 if there are special educational needs and disabilities) with early help to overcome difficulties and build stronger relationships. The Family Hubs Programme is acting as a catalyst for the proposed wider remodelling and improvement of services for children and families in Oldham. The current 0-19 (25) Service is pivotal to the delivery of these strategic aspirations but is currently not structured in a way that will enable the effective delivery of the Health Child Programme or the Family Hub Programme. Work has been underway for some time to remodel the service and design a staffing structure to deliver the new service model. The Council is now ready to consult with staff on the proposals.

The current service delivers:

- The 0-4 Healthy Child Programme -mandated elements (health visiting)
- The 5-19 Healthy Child Programme -mandated elements (school nursing)
- The Oral Health Improvement Programme
- Infant Feeding Programme
- The Childrens Centre core offer (which is being reframed as the Family Hubs offer)
- Early years SEND offer.
- Early learning offer
- Support to safeguarding of children.
- Family Nurse Partnership

Options/alternatives considered:

Option One – to commence consultation with affected staff on the proposals for the new service model and associated staffing structure. This is the preferred option.

Option Two – the alternative approach would be to retain the current staffing structure. That would make it very difficult to transform service delivery. The current staffing structure is unaffordable within the available budget. To stay within budget, vacancies are not being filled. This is happening in an unplanned way, making it difficult to operationally manage a safe and productive service.

Resolved:

That the Cabinet would consider the commercially sensitive information at item 12 of the agenda before making a decision thereon.

7

YOUTH JUSTICE SERVICE - RETENDER OF SERVICE FROM 1 APRIL 2025

The Cabinet received a report of the Director of Children's Services advising that the Youth Justice Service (YJS) was a statutory service delivered in Oldham currently by Positive Steps. The current contract with Positive Steps, is due to end on 31st March 2025. Cabinet was informed that there was no provision currently to extend within Corporate Procurement Rules.

The Youth Justice Service (YJS) provides youth justice and preventative support for Oldham children, young people and families. This was a statutory responsibility which Positive Steps performed on behalf of the Local Authority.

YJS is a statutory service and therefore delivery will be required from 1 April 2025. A project board will be established to oversee and implement arrangements. This will include the development of outcome-based service specifications. Membership of the project board will include Children's Commissioning, ICP Commissioners, Service Area Leads, Children and Young People, Parent Carer Forum, Finance, Procurement, HR and Legal. The chair of the project board will be at Assistant Director or Director level to ensure strategic oversight, integration into our transformation journey and to mitigate potential risks.

Options/alternatives considered:

Option One - a robust, transparent procurement and commissioning process via the Chest is undertaken to recommission YJS with a new service to go live on 1 April 2025. This process would involve young people from the outset and would be led by the project board. With this option it is recommended, in line with recent commissioning awards that the contracts be awarded for a period of five years with the option to extend for up to a further two years. This would be subject to continued annual funding from YJB being available and provider performance to meet key priorities and outcomes.

Option Two – the Youth Justice Service be brought in house and be delivered by Oldham Council from 1st April 2025.

Resolved:

That the Cabinet would consider the commercially sensitive information at item 15 of the agenda before making a decision thereon.

8 **SEND INFORMATION, ADVICE AND SUPPORT SERVICE (SEND IASS) - RE-TENDER OF SERVICE**

The Cabinet considered a report of the Director of Children's Services which advised members that the current SEND Information, Advice and Support Service (SEND IASS) contract expired on 31st March 2025. Approval was therefore being sought to re-commission the contract through an open, transparent, robust, competitive procurement process. This will enable Oldham Council and its partners to continue to fulfil their statutory duties.

Options/Alternatives considered:

Option 1 was to approve the re-commissioning of SEND IASS on a five year plus up to two-year contract, with the successful provider going live with the service on 1st April 2025. The Council's Children's Services were also seeking approval for delegated contract award decision making responsibilities to be awarded to the Director of Children's Services (DCS) for services to be delivered from 1st April 2025.

Option 2 was to extend the current contract for a further one year.

Resolved:

That the Cabinet would consider the commercially sensitive information at item 13 of the agenda before making a decision thereon.

9 **TARGETED IMPARTIAL INFORMATION ADVICE AND GUIDANCE (TIAG), RETURN HOME FROM MISSING INTERVIEWS AND YOUNG CARERS**

The Cabinet received a report of the Director of Children's Services regarding Targeted Youth Support (TYS) services in Oldham, which are currently being delivered by Positive Steps.

The Services in scope are TIIAG (Targeted Impartial, Independent Advice and Guidance (TIIAG) for targeted groups including those not in Education, Employment or Training (NEET) up to age 18, Young Carers and Missing from Home or Care Return Home Interviews. This contract is due to cease on 31st March 2025 with no further option to extend under Corporate Procurement Rule

Positive Steps currently hold the contract for the delivery of a collection of statutory services which form part of Targeted Youth Services. They are: TIIAG; Young Carers; and Missing from Home or Care Return Interviews.

The contract included statutory duties and therefore delivery would be required from 1st April 2025.

A project board is intended to be established to oversee and implement arrangements. This will include the development of outcome-based service specifications. Membership of the project board will include Children's Commissioning, ICP Commissioners, Service Area Leads, Children and Young People, Parent Carer Forum, Finance, Procurement, HR and Legal. The Chair of the Project Board will be the Head of Service for Children and Young People's Commissioning to ensure strategic oversight, integration into our transformation journey and to mitigate potential risks.

Three Options available to ensure continued delivery of statutory functions from 1st April 2025 and are detailed as follows:

Option One - all elements of the contract are re-tendered through an open, robust, competitive commissioning and procurement process via The Chest. Once awarded the contract would commence on 1 April 2025. A meet the market event would be held to discuss plans, gain feedback from the market and develop a service specification which would be outcome based.

Option Two - the Council delivers all elements within the contract formerly known as Lot 3 internally. This model could be based across a number of service areas with appropriate resource and staff transferred under TUPE arrangements. Service specifications would be in place to ensure delivery of required outcomes.

Option Three - TIIAG including those not in education, employment, or training (NEET) up to the age of 18 is re-tendered through an open, transparent, robust, competitive procurement process. The missing from home or care return home interviews and Young Carers offer are delivered internally as outlined in Option 2 above.

Resolved:

That the Cabinet would consider the commercially sensitive information at item 14 of the agenda before making a decision thereon.

(CRSTS), ADVANCED POT-HOLE FUNDING & INTEGRATED TRANSPORT BLOCK (ITB)



The Cabinet considered a report of the Director of Environment which advised on the strategic approach for the 5-year City Region Sustainable Transport Settlement (CRSTS) programme, that had previously been approved in March 2022 (appended to this report). The report also sought approval for the formal acceptance of the CRSTS funding, as well as the acceptance of the Integrated Transport Block (ITB) and Advanced Pot-Hole Funding, and approval of the programme recommended for delivery utilising these funds in full, for 2024/25.

The report outlined that funding previously received for Core Highways Maintenance and Integrated Transport Block (ITB) had been consolidated into the City Region Sustainable Transport Settlement (CRSTS) funding settlement, with effect from 2022/23, and for the subsequent five financial years. On 1st April 2022, Great Manchester Combined Authority (GMCA) had been notified of its final CRSTS allocation of £1.07bn, based upon the CRSTS prospectus, which had been submitted to Government in September 2021 and the draft Programme Case that was submitted on 31st January 2022. This allocation includes an amount of £175m for core highways maintenance and £82m for ITB funding for the period 2022/23 to 2026/27.

The Cabinet was informed that, in terms of risk assessment, the proposed option of allocating the CRSTS, ITB and Advanced Pothole grant funding would provide an opportunity for the Council to provide a programme of works which will support road safety and comply with the requirements under section 41 of the Highways Act 1980. The service should ensure there is sufficient monitoring of the grant agreement and that any conditions are complied with especially those around the Integrated Transport Block and the requirements in relation to bus franchising particularly in future years. Procurement, legal and financial comments are noted separately in the report but full engagement with these teams when procuring the contractors to carry out the works and monitoring the spend of each of the programmes will be essential in managing these schemes whilst balancing the current financial position of the Council.

Options/Alternatives considered:

Option 1 - the proposed programme of schemes which would fully utilise the expected City Region Sustainable Transport Settlement (CRSTS), Integrated Transport Block (ITB) and Advanced Pot-Hole Funding allocations available for 2024/25 as per the formal grant notifications from GMCA.

Option 2 – Members do not agree to the proposed programme of schemes which would fully utilise the expected City Region Sustainable Transport Settlement (CRSTS), Integrated Transport Blok (ITB) and Advanced Pot-Hole Funding allocations available for 2024/25 as per the formal grant notifications from GMCA.

Option 1 was therefore recommended to progress delivery of the Transport Capital Programme 2024/25 and deliver improvements and infrastructure across the borough's highway assets.

Resolved:

1. Cabinet approves receipt of the funding allocations from CRSTS, ITB & Adv Pothole maintenance funding as shown in body of this report totaling £4.5m for 2024/25 as per the formal grant notification from GMCA.
2. Cabinet approves the proposed programme of schemes, which would fully utilise the £4.5m funding allocation available for 2024/25 (as listed in the appendices).
3. Cabinet delegates all tender award decisions to the Executive Member, in consultation with the Deputy Chief Executive and Director of Environment to ensure the delivery timescales are met.
4. Delegates authorisation to the Director of Legal Services, or his nominated representative, to sign and/or affix the Common Seal of the Council to all contracts/agreements/documents and associated or ancillary paperwork to give effect to the recommendations in this report.
5. Delegates decisions to the Executive Member, in consultation with the Deputy Chief Executive and Director of Environment for any underspend generated as the programme progresses be used to deliver additional schemes in priority order (noting lower priority schemes may be selected depending on available budget, value for money and type of treatment) until the budget is fully expended in year.

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

12 **IMPROVING OUR SERVICES FOR CHILDREN, YOUNG PEOPLE AND THEIR FAMILIES**

Consideration was given to the commercially sensitive information in relation to Item 6: Improving our Services for Children, Young People and their families.

Resolved:

That Cabinet approves the commencement of staff consultation on the proposed staffing structure for the re-modelled Oldham Integrated Children and Family Service.

13 **SEND INFORMATION, ADVICE AND SUPPORT SERVICE (SEND IASS) – RE-TENDER OF SERVICE**

Consideration was given to the commercially sensitive information in relation to Item 8: SEND Information, Advice and Support Service (SEND IASS) – Re-tender of Service.

Resolved:

1. That the Cabinet approves the re-commissioning of SEND IASS, with the successful provider going live with the service on 1st April 2025, subject to joint commissioning arrangements including funding being confirmed within appropriate timescales.
2. That Cabinet agrees to delegate the contract award decision making responsibilities to the Director of Children's Services (DCS) in order for services to be delivered from 1st April 2025.

14

TARGETED IMPARTIAL INFORMATION ADVICE AND GUIDANCE (TIIAG), RETURN HOME FROM MISSING INTERVIEWS AND YOUNG CARERS

Consideration was given to the commercially sensitive information in relation to Item 9: Targeted Impartial Information Advice and Guidance (TIIAG), Return Home from Missing Interviews and Young Carers.

Resolved:

1. That all elements of the contract (including UKSPF if funding is available) be re-tendered through an open, robust, competitive commissioning and procurement process via The Chest.
2. That the Cabinet delegates the contract award decision making responsibilities to the Director of Children's Services, for services to be delivered from 1st April 2025.

15

YOUTH JUSTICE SERVICE – RE-TENDER OF SERVICE FROM 1ST APRIL 2025

Consideration was given to the commercially sensitive information in relation to Item 7: Youth Justice Service – Re-tender of Service from 1st April 2025.

Resolved:

1. That the Director of Children's Services be authorised to undertake a robust, transparent procurement and commissioning process via the Chest to recommission the Youth Justice Service, with a new service to go live on 1st April 2025; this process would involve young people from the outset and would be led by the project board.
2. That Cabinet grants approval to delegate contract award decision making responsibilities to the Director of Children's Services in order for services to be delivered from 1st April 2025.

The meeting started at 6.00pm and ended at 6.12pm.

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Report to CABINET

Appointments to Cabinet Sub-Committees and Joint Committee

Portfolio Holder:

Cllr Arooj Shah, Leader of the Council

Officer Contact: Peter Thompson, Constitutional Services

15th July 2024

Reason for Decision

To seek appointments from the Cabinet to:

1. The Local Investment Fund Cabinet Sub-Committee
2. The Shareholder Cabinet Sub-Committee
3. Oldham Integrated Care Partnership

Recommendations

That the Cabinet appoint Members of the Cabinet to the Cabinet Sub-Committees, with full delegated powers as per the Terms of Reference as detailed within the appendices to the report.

Appointments to Cabinet Sub-Committees and Joint Committee

1 Background

Local Investment Fund Cabinet Sub-Committee

1.1 In May 2019 the Council resolved that a Local Improvement Fund (LIF) should be established. The LIF is a £500k fund that all elected members and District Teams can access through a bidding process. The terms of reference are attached at Appendix 1.

1.2 Cabinet previously established a sub-committee of three members to oversee the LIF application process and approve successful grant applications and accordingly three appointments to the sub-committee are requested.

Shareholder Cabinet Sub-Committee

1.3 In October 2018 the Cabinet established a Shareholder Cabinet Sub-Committee to have responsibility for exercising “shareholder control”, with regard to wholly owned Council companies. The Shareholder Committee safeguards the Council’s interest as shareholder and take decisions in matters that require the approval of the Council as owner of the company. Decisions in relation to the day-to-day operation of the company are taken by the directors of the company. The Terms of Reference are attached at Appendix 2. It is requested that 4 appointments are made to the Shareholder Cabinet Sub-Committee.

Oldham Integrated Care Partnership

1.4 In March 2024 the Cabinet agreed to disband the Commissioning Partnership Board, which had been a Joint Committee of Oldham Council and NHS Greater Manchester Integrated Care Board (GM ICB) for the s75 Agreement and moved the business of the s75 into Oldham Integrated Care Partnership Committee (formerly named Oldham Integrated Care Partnership Locality Board). Oldham Integrated Care Partnership Committee is a sub-group of Greater Manchester (GM) ICB and is established to operate with specific delegations. Membership of the Committee includes representatives from Oldham Council and GM ICB, as well as wider partner organisations, including commissioned health providers, the VCFSE sector and Healthwatch Oldham. The changes were designed to ensure there is robust stewardship and decision-making in relation to the aligned/pooled budget under the s75 Agreement by Oldham Council and NHS GM ICB, but in addition, would allow for discussions to take place with wider health and care partners.

1.5 Cabinet agreed to establish a Joint Committee of Oldham Council and Oldham Clinical Commissioning Group (Oldham Integrated Care Partnership Board) under Regulation 10 (2) of the NHS Bodies and Local Authorities Partnership Arrangements

Regulations 2000, to undertake Executive functions within the Boards Terms of Reference.

- 1.6 Cabinet agreed to delegate authority to the Joint Committee to undertake joint commissioning functions that were Executive functions to a Oldham Integrated Care Partnership Board within the procedures set out in the terms of reference, as detailed at Appendix 3 supporting the section 75 agreement(s) that would enable a scaling up of the integration of health and care commissioning in Oldham. It is requested that the Leader, Cabinet Member for Adults, Health and Wellbeing, Cabinet Member for Children and Young People and the Cabinet Member for Don't Trash Oldham be appointed to the Joint Committee.

2 **Current Position**

- 2.1 Membership of the Sub-Committee is referred to in the Terms of Reference.

3 **Options/Alternatives**

- 3.1 Option 1 – appoint new members to the Sub-Committees/Joint Committee, with full delegated powers.

Option 2 – do nothing. The Cabinet could make decisions in relation to the Local Investment Fund and the S.75 agreement/budgets/Shareholder.

4 **Preferred Option**

- 4.1 Option 1 – appoint new members to the Sub-Committees, with full delegated powers.

5 **Consultation**

- 5.1 n/a

6 **Financial Implications**

- 6.1 n/a

7 **Legal Implications**

- 7.1 These are contained within the body of the report.

8 **Equality Impact - including implications for Children and Young People**

- 8.1 Not applicable.

9 **Key Decision**

- 9.1 No

10 **Key Decision Reference**

10.1 n/a

11 **Background Papers**

11.1 None.

12 **Appendices**

12.1 Appendix 1 – LIF Cabinet Sub-Committee Terms of Reference
Appendix 2– Shareholder Cabinet Sub-Committee
Appendix 3– Oldham Integrated Care Partnership

Terms of Reference

1. Name of Group

The Sub-Committee shall be called The Local Improvement Fund Committee.

2. Purpose of the Group

The purpose of the Sub-Committee of Cabinet is to allocate funding from the Local Improvement Fund to projects across the borough which promote and pursue the aims and objectives of the individual District Priorities.

The Sub-Committee is a constituted meeting of the Council is subject to the Council's procedure rules, Cabinet procedure rules and the access to information procedure rules, as set out in the Council's Constitution, unless stated otherwise in these terms of reference.

3. Duties and Powers

The Council has committed to resource a £500k Local Improvement Fund to provide funding for projects that meet local need as identified in the District Priorities. Members of the Sub-Committee will be required to declare interests, as set out in the Council's Members Code of Conduct.

Written Public Questions may be submitted to, and asked at, the Sub-Committee meeting but all matters must be within the remit of the terms of reference of the Sub-Committee (see section 2).

4. Reporting Arrangements

The Minutes of the Sub-Committee will be submitted to the Cabinet.

5. Membership

The Sub-Committee of Cabinet will comprise of three Members of the Council's Cabinet, appointed by Cabinet.:

- Leader of the Council
- Statutory Deputy Leader of the Council
- Cabinet Member for Value for Money and Sustainability

6. Voting Procedures and Quorum

Each of the Sub-Committee Members shall have one vote.

In the case of equality of votes, the Chair shall have the casting vote. The quorum of the Sub-Committee is three Cabinet Members.

7. Frequency of Meetings

Meetings will take place as and when required, but not less than once a year.

All meetings will take place in Oldham Civic Centre, unless specifically pre-arranged at an alternative venue.

Agendas will be circulated to Members five clear working days before a meeting, by Constitutional Services at Oldham Council.

8. Support

The meetings will be administered and serviced by Constitutional Services. The Strategic Director for Reform and Director of Finance or their nominated representatives, will attend all meetings.

9. Review

These terms of reference will be reviewed annually at the first meeting of the Cabinet in the municipal year.

Oldham Council Shareholder Committee

Terms of Reference

Overview

1. The Council has established MioCare and Northern Roots as a wholly owned company. The Council is the sole shareholder in the companies. Shareholding is an executive function.
2. Under the Executive arrangements operated by the Council, executive power is vested in the Leader of the Council. The Leader of the Council therefore has the authority to determine how the Council is to be represented in its role as the shareholder of its companies.
3. The Leader of the Council has delegated responsibility for the shareholder function, in relation to the Companies, to the members of the Cabinet.
4. The members of the Cabinet will therefore form a Shareholder Sub-Committee to carry out this responsibility.
5. The Shareholder Committee will obtain advice from Council officers as required.
6. Responsibility for the day-to-day operation and management of the Companies (including the responsibility for internal processes and staffing matters) vests in that Company's Board of Directors, who must ensure that the Company's business is conducted in accordance with the terms of the Company's Shareholders' Agreement and its Articles of Association.

Terms of Reference of the Shareholder Committee

The Shareholder Sub-Committee will:

1. Safeguard the Council's investment in the Company and ensure the Company complies with the Council's corporate objectives and maximise outcomes in line with Council policy.
2. Approve the Shareholder's Agreement, where applicable.
3. Receive, review and comment on the annual report and financial accounts of the Council Company and agree how these are to be published and circulated.
4. Appoint and remove Company Directors and ensure directors operate in accordance with the Council Companies' objectives.
5. Agree the employment of any non-executive or external Directors and the basis on which these directors will be remunerated.
6. Appoint the Company auditors.
7. Determine the distribution of any surplus or the issue of any dividends from the Council Company, in accordance with the Shareholder's Agreement, and exercise any other strategic functions flowing from the Council's ownership of shares.
8. Approve any frameworks within which the Council interfaces with the Council Company (e.g. a code of conduct for how Council officers interact with the Company).
9. Exercise any reserved powers set out in the Company's Shareholder Agreement or Articles of Association.
10. Refer any conflicts arising between the Council Company and other Council-owned companies to the Cabinet for resolution.
11. Grant an indemnity to all Members and Officers acting as Directors on the company Board.

Meetings of the Shareholder Committee

1. Meetings will be operated in accordance with the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, requiring that:
 - Agendas are published 5 clear working days in advance of meetings. Private meetings are notified 28 days in advance. Otherwise urgency rules will apply, requiring the agreement of the Chair of Scrutiny. Key decisions will be notified 28 days in advance. Otherwise urgency rules will apply, requiring that the Chair of Scrutiny is informed (or if less than 5 clear days in advance, agrees).
 - Members of Council will be able to attend public and private parts of meetings.
 - Members of the public will be able to attend the public part of meetings.
 - Meetings will be scheduled annually.
2. Extraordinary meetings can be called at any time by the Leader of the Council or the Board of Directors. The quorum is 3 and must include either the Leader of the Council or Statutory Deputy Leader.
3. Substitutions will not be allowed.
4. The Council shall appoint 4 members of the Cabinet – the Leader of the Council, the Statutory Deputy Leader, the Cabinet Member for Value for Money and Sustainability and the Cabinet Member for Don't Trash Oldham.
5. Meetings will be chaired by the Leader of the Council or in their absence, the Statutory Deputy Leader.
6. Meetings will also be attended by the Company Directors, the Company Secretary and the Shareholder Committee advisors.
7. At each meeting the Chair will approve the minutes of the previous meeting.
8. The Shareholder Committee will take decisions in respect of the Council's total holdings in the Company.
9. Decisions will be taken those present, with member present having a single vote. In the event of a tied vote the Chair will have a casting vote.

Voting Procedures and Quorum

1. Each member of the Shareholder Committee shall have one vote, each vote carries equal weight and decisions of the Shareholder Committee shall be made on a majority vote. In the event of a tied vote the Chair shall have the casting vote.
2. The Shareholder Committee has legal capacity to make and implement decisions in its own right without the need for ratification by the Cabinet.
3. Decisions of the Shareholder Committee will be binding both on the said Committee and on Oldham Borough Council.

Relationship to the Governance Strategy and Resources Scrutiny Board

1. The Council's Governance Strategy and Resources Scrutiny Board retains its scrutiny function in relation to the Shareholder Committee.
2. The Committee will be able to call the Shareholder Sub-Committee and its advisors to account for the progress and performance of the Company in accordance with a scrutiny protocol.

Appendix 3

OLDHAM INTEGRATED CARE PARTNERSHIP COMMITTEE

“THE COMMITTEE”

TERMS OF REFERENCE

1 Context

- 1.1 Neighbourhood and place-based working provides the closest connection to the broadest range of factors affecting people’s health and wellbeing. Most people will receive their day-to-day care for much of their lives in the neighbourhood or locality. The only place where local authority spend and planning, not only on care services, but also on the wider determinants of health comes together with NHS spend is at the locality level.
- 1.2 Local Integrated Care Partnership Committees will accelerate our journey to place-based working by forming a single entity that can deliver accountability for decisions and budgets at place level.
- 1.3 The Committees will take accountability for health spend in their locality – and do so in concert with Greater Manchester Integrated Care Board (GM ICB).

2 Establishment and purpose

- 2.1 Oldham Integrated Care Partnership Committee (“the Committee”) has been established to bring together senior leaders for the NHS (primary, secondary, community and mental health), local authority and the VCFSE (Voluntary, Community, Faith & Social Enterprise). Its role is to focus on the shared priorities within the local health and care strategy and, by working together, improve health, wellbeing, and care for the population of Oldham.
- 2.2 It will specifically oversee the effectiveness of collaborative partnership working in the locality, ensuring there is a framework for integrated transformation, delivered under agreed principles, priorities, and objectives.
- 2.3 Additionally, there is a specific purpose in relation to discussions and decisions that are under the section 75 Agreement (“s75”) in place between Oldham

Appendix 3

Council and NHS Greater Manchester Integrated Care Board (“GM ICB”). This is outlined as follows:

- 2.3.1 The s75 part of this Committee is the integrated strategic commissioning body for health and social care services established under section 75 of the NHS Act 2006 between Oldham Metropolitan Borough Council (“Oldham Council”) and NHS Greater Manchester Integrated Care Board (“GM ICB”).
- 2.3.2 The s75 part of this Committee is a Joint Committee of Oldham Council and GM ICB established under Regulation 10(2) of the NHS Bodies and Local Authorities Partnership Arrangements Regulations 2000 (the Partnership Regulations). It is established in accordance with, and shall be accountable to, Oldham Council’s Constitution and GM ICB’s Constitution, Standing Orders, Scheme of Reservation and Delegation and Prime Financial Policies.
- 2.3.3 The s75 part of this Committee shall exercise on behalf of Oldham Council and GM ICB such integrated / joint commissioning functions as may be delegated to it pursuant to such agreement or agreements that they may enter from time to time pursuant to the Partnership Regulations (s75 agreement).
- 2.3.4 These Terms of Reference embed and outline how business and decisions under the s75 Agreement will inform local commissioning, and describe the membership, remit, responsibilities and reporting arrangements of the s75 decision-makers and shall have effect as if incorporated into the aforementioned organisational Constitutions and Standing Orders.

3 Section 75 principles

- 3.1 The core principles of the s75 are:

Appendix 3

- 3.1.1 To place quality, innovation, productivity, and prevention at the heart of its business by considering the impact of decisions on the quality of care and the patient experience.
- 3.1.2 To ensure that equality is the fundamental principle on which the s75 operates in the commissioning of services which address the diversity of needs within the borough.
- 3.1.3 To take a holistic and integrated approach to the health and social care system, including for investments and savings, being mindful of the wider health and social care system.
- 3.1.4 To ensure transparent information sharing in relation to business planning, and therefore minimising risk from unforeseen unplanned activity in relation to the s75.
- 3.1.5 To ensure transparent information sharing in relation to performance and financial information, as relevant to the s75.
- 3.1.6 To share strategic and operational good practice.
- 3.1.7 To provide assurance to partner organisations to comply with all statutory and mandatory duties, including but not limited to, the duties to involve and/or consult (as appropriate) the public; the duty to consult the Overview and Scrutiny Committee; and relevant procurement guidance.
- 3.1.8 To undertake such involvement and/or consultation (as appropriate) with patients, users, and the public on issues within the s75 scope.
- 3.1.9 To take a proactive approach to sharing information to help partners work more effectively with service users and communities, where this is appropriate and safe to do so.

4 Status, authority, and accountability

- 4.1 The Committee is a committee of GM ICB, accountable to GM ICB as per its Scheme of Reservation and Delegation. Discussions and decisions in relation

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to the s75 between Oldham Council and GM ICB takes place within the Committee as a 'hybrid' meeting, with shared notices of meetings, agendas, papers, minutes, and action logs.

4.2 The Committee reserves the right to establish sub-groups and working groups under its own Scheme of Reservation and Delegation, to deliver the work of the Committee.

4.3 There are areas of accountability within the Committee that are specific to s75 matters:

4.3.1 Decisions related to the s75 within the Committee are only for those in scope for the integrated commissioning outlined in the s75 Agreement. The s74 decision-makers have delegated executive responsibility and may exercise executive decision making for these in-scope service lines.

4.3.2 The s75 decision-makers within the Committee, on behalf of the Oldham Council and GM ICB, can:

- (i) Commit resources within agreed limits.
- (ii) Decide policy within the scope of services.
- (iii) Commission research or reviews to inform decision-making.
- (iv) Oversee integrated commissioning action plans.

4.3.3 Ultimate legal accountability for the provision of statutory services will, however, be unaffected and will remain with Oldham Council and GM ICB through the Cabinet and GM ICB, respectively. Due to the nature of the decisions, the s75 decision-makers may, therefore, be required to seek additional approvals from the Cabinet and GM ICB in accordance with the terms of a Section 75 agreement or otherwise as directed.

4.3.4 The s75 decision-makers will meet and do its business in conjunction with the Committee, which is sub-committee of GM ICB, as part of an

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approved 'hybrid' arrangement. Whilst discussions will take place in the round, decision-making will be retained for the identified voting members for s75 matters. The s75 decision-makers reserve the right to undertake some business as a private 'part 2' meeting for voting members only.

5 **Geographical coverage**

- 5.1 The responsibilities for the Committee will cover the same geographical area as Oldham Council.

6 **Responsibilities**

- 6.1 The Committee will have the following responsibilities.

Strategic leadership

- 6.1.1 Undertake all functions and duties delegated to it by GM ICB.
- 6.1.2 Convene partners to set the overall vision and strategic direction for the locality, utilising public health-led data and intelligence to inform decision making and reduce health inequalities.
- 6.1.3 Develop a single local strategic plan for health and care in the locality which ensures that services are planned and co-ordinated around people's needs.
- 6.1.4 Ensure connection to the objectives and delivery arrangements of the wider plan for the place and to the means to address the social determinants of health.
- 6.1.5 Ensure that delivery of the strategic aims and objectives is embedded across the system.
- 6.1.6 Agree resource allocation within the scope of responsibilities delegated to it.
- 6.1.7 Be accountable for the pooled budget and have shared oversight of the local £ to ensure the most effective use of public resources.

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- 6.1.8 Consider, make recommendations, and have oversight of spend in relation to specific budget areas where it is agreed to align services and funds or hold 'in-sight'.
- 6.1.9 Cooperate to have a shared understanding of the total locality health and care spend and of the mechanisms by which to shift investment towards prevention and early intervention.
- 6.1.10 Operate as the strategic interface into the GM, regional and national systems.
- 6.1.11 Lead locality implementation of key enablers such as digital, estates and workforce planning.
- 6.1.12 Ensure that local people can influence strategy and local service provision.
- 6.1.13 Agree appropriate representation in GM and reflect the agreed locality input.

Assurance

- 6.1.14 Hold the system to account for delivery of health and care provision for the borough to ensure delivery of agreed outcomes.
- 6.1.15 Monitor delivery of agreed plans including oversight local provider arrangements.
- 6.1.16 Seek assurance on the delivery of system-wide statutory duties including, but not exclusive to, reducing health inequalities, quality and safety of services, performance targets and financial arrangements.
- 6.1.17 Provide assurance to GM ICB and other relevant parties on delivery of statutory functions and responsibilities exercisable by the ICB.

System development

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- 6.1.18 Agree and articulate expectations for how system partners work together and setting shared values.
 - 6.1.19 Ensure effective mechanisms to secure clinical and care professional leadership is embedded at all levels of the partnership.
 - 6.1.20 Oversee the development of and continued transition of the Integrated Care Partnership.
 - 6.1.21 As needed, support the development and governance arrangements of any locality provider delivery vehicles.
 - 6.1.22 Develop strong links with wider Public Service Reform agenda and operate under the GM Public Sector Reform Principles.
- 6.2 The specific remits, responsibilities, and objectives in relation to the s75 are:
- 6.2.1 Take responsibility for the management of partnership arrangements in accordance with the s75 Agreement, including monitoring the arrangements and receiving reports and information on the operation of the arrangements.
 - 6.2.2 Set the high-level commissioning strategy and health and wellbeing outcomes for Oldham to meet assessed population, community, and individual need within the financial resources of the s75 Agreement.
 - 6.2.3 Make commissioning recommendations for the financial resources not contained within the s75 Agreement.
 - 6.2.4 Support the dissolving of traditional boundaries between commissioning and provision of services in Oldham to improve outcomes for the population against the agreed Outcomes Framework.
 - 6.2.5 Have responsibility for all matters relating to the aligned and/or pooled funds as may be set out in the s75 Agreement.

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- 6.2.6 Recommend the high-level parameters for strategic commissioning and services.
- 6.2.7 Maintain a strategic overview and assurance role on behalf of Oldham Health and Wellbeing Board to ensure implementation and delivery of the agreed high-level strategies and outcomes set jointly between Oldham Council and GM ICB under the s75 Agreement.
- 6.2.8 Monitor and review high level outcomes and performance data to ensure that the goals established by commissioners for the transformation of health and social care services are achieved against the Outcomes Framework linked to the s75 Agreement.
- 6.2.9 Govern the arrangements for integrated commissioning in the Oldham borough providing assurance to Oldham Council and GM ICB that their statutory and mandatory responsibilities and strategic objectives are being met and that their combined resources are being utilised to best effect.
- 6.2.10 Provide assurance to Oldham Council and GM ICB for the achievement of the agreed outcomes, commissioning strategies and plans within the available financial envelope.
- 6.2.11 Inform an integrated commissioning strategy, setting out specific goals and outcomes for commissioning in the borough, and the intentions of the whole system to transform health and social care delivery to reflect best practice and value for money as linked to the s75 Agreement.
- 6.2.12 Describe how the outcomes and objectives set out in the s75 Agreement will be achieved.
- 6.2.13 Commit resource at a high level within the aligned and/or pooled funds to achieve the objectives of integrated commissioning as linked to the s75 Agreement.

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- 6.2.14 Develop a joint financial plan to underpin the investments and savings to be made jointly by Oldham Council and GM ICB as linked to the s75 Agreement.
- 6.2.15 Set the high-level quality standards for, and monitor and review the outcomes and performance for, commissioned services within the s75 Agreement, identifying areas of good practice and acting where outcomes and performance fall short of requirements.
- 6.2.16 Ensure that the prescribed functions of Oldham Council and GM ICB are properly and effectively discharged through the aligned and/or pooled funds and the strategic commissioning arrangements as appropriate.
- 6.2.17 Provide assurance to Oldham Health and Wellbeing Board, Oldham Council Cabinet, Oldham Council's Overview & Scrutiny Committee and GM ICB of the quality and safety of commissioned services within the s75 Agreement of the proper and effective use of resources in the aligned and/or pooled fund, and of the achievement of agreed strategy and outcomes.
- 6.2.18 Conduct all business in accordance with the provisions of the s75 Agreement, including the standards on partnership behaviours and the code of conduct on conflicts of interest.
- 6.2.19 Identify, record, mitigate and manage all risks associated with the s75 Agreement.
- 6.2.20 Review regular high-level performance and financial monitoring reports relating to the s75 Agreement and ensure, if required, appropriate action is taken to ensure annual delivery of expected performance targets and approved schemes within permitted budget for the financial year.

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7 Membership and chairing

7.1 Committee membership is outlined in the table that follows, showing which members have voting rights, and whether those voting rights are in relation to the matters of Oldham Integrated Care Partnership (ICP) and/or matters related specifically to the s75 Agreement.

Organisation / sector	Job title / role	Voting on Oldham ICP matters?	Voting on section 75 matters?
Oldham Council	Cabinet Member for Health and Social Care (Chair of the Committee)	✓	✓
NHS GM ICB	Oldham Place Lead for Health and Care Integration (Vice Chair of the Committee)	✓	✓
Oldham Council	Leader of the Council and Cabinet Member for Reform and Regeneration	✓	✓
Oldham Council	Cabinet Member for Children and Young People	✓	✓
Oldham Council	Cabinet Member for Neighbourhoods	✓	✓
NHS GM ICB	Oldham Associate Medical Director	✓	✓
NHS GM ICB	Oldham Associate Director of Finance	✓	✓
NHS GM ICB	Oldham Deputy Place-Based Lead / Associate Director for Delivery and Transformation	✓	✓
Pennine Care NHS FT	Associate Director (Oldham)	✓	
Pennine Care NHS FT	Director of Strategy	✓	
Northern Care Alliance NHS FT	Oldham Care Organisation Chief Officer	✓	
Northern Care Alliance NHS	Chief Strategy Officer	✓	

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Action Together	Oldham Director	✓	
Healthwatch	Oldham Manager	✓	
NHS GM ICB (NHS GM executive representative)	Chief Medical Officer		
Oldham GP Board	Representative of Oldham's Primary Care Networks	✓	
Oldham Council	Chief Executive	✓	
Oldham Council	Director of Finance	✓	
Oldham Council	Director of Adult Social Care	✓	
Oldham Council	Managing Director of Children's Services	✓	
Oldham Council	Director of Public Health	✓	
NHS GM ICB	Oldham Assistant Director of Quality, Safety and Safeguarding	✓	
NHS GM ICB	Oldham Associate Director of Strategy, Planning and Development	✓	

7.2 Leads for functions, themes, networks, programmes, or projects, and/or specific subject matter experts, may be invited to the meeting to present on an ad-hoc basis with agreement of the Chair, as may representatives from non-health and care sectors.

7.3 As outlined, other officers may be invited to support any agenda items as agreed by the Chair of the meeting. When considering a confidential matter, the Chair of the meeting may ask non-voting members to leave the meeting. The voting members may decide that a matter is confidential if in their view publicity about it would be prejudicial to the public interest by reason of the confidential nature of the business to be transacted, or for other special reasons that they specify arising from the nature of that business or of the proceedings.

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8 Quorum and decision-making

- 8.1 The Committee will be considered quorate if two thirds of Oldham ICP's voting members (or their nominated deputies) are present.
- 8.2 Decisions in relation to the s75 will be quorate with the attendance of six s75 voting members (or their nominated deputies), which must be made up of three voting members from Oldham Council and three voting members from GM ICB.
- 8.3 The Committee will function as a forum for discussion with the aim of making collective decisions by reaching consensus. Each party will express its views and make decisions.
- 8.4 Decisions made in relation to the section 75 shall be made on a simple majority basis, and in the event of a tie, the Committee Chair will have the casting vote.
- 8.5 Each party will delegate to its representative the authority agreed to be necessary for the Board to function effectively and discharge the duties within these Terms of Reference. Authority delegated by the parties will be recognised to the extent necessary in the parties' own schemes of reservation and delegation (or equivalent).
- 8.6 Nominated deputies will count towards voting quorum if the Chair is notified at the start of the meeting and receives confirmation from the core voting member that the deputy has full authority to function as described above.
- 8.7 Should a formal vote be needed, the vote structure will be defined ahead of the vote by the Chair and will only take place if parity across member organisations can be achieved.
- 8.8 In relation to the s75 specifically:
- 8.8.1 Oldham Council and GM ICB are delegating their functions to the s75 part of this Committee and not to their individual representatives.
- 8.8.2 Through its decision-making processes the s75 part of this Committee will adhere to the decision-making processes of both Oldham Council and GM ICB.

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- 8.8.3 Where a decision of the Council is required at the s75 part of this Committee, then the requirements of the Local Government Act 2000 and the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 must be adhered to (publication of notice of key decisions 28 days in advance, publication of reports 5 clear working days in advance, formal decision notice signed by decision maker and Proper Officer. (Oldham Council's Constitutional Services team / representative must attend for this purpose for these items).
- 8.8.4 Decisions that are 'key decisions' are subject to Oldham Council's 'call-in' procedures and cannot be implemented until the time for call-in has expired or the matter has been dealt with in accordance with Overview & Scrutiny Procedure Rules.
- 8.8.5 A decision will be a "key decision" if it falls within the definition set out in:
- (i) Regulation 8 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012; and
 - (ii) the Council's Constitution, as both may be amended from time to time.
- 8.8.6 The s75 part of this Committee will be accountable to Oldham Council's Cabinet and/or Council, as appropriate, and NHS Greater Manchester Integrated Care Board (GM ICB). It will work in partnership with Oldham Health and Wellbeing Board and the wider Oldham Integrated Care Partnership Committee.

9 **Financial arrangements for joint / integrated commissioning**

- 9.1.1 One of the core functions of the s75 Agreement is to oversee the alignment of budgets for the services in scope as integrated / joint commissioning activity.

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9.1.2 This will be achieved through either the aligning of budgets, whereby each partner will control their own budgets and spending will be reduced to a minimum, or pooled / fully integrated budgets.

9.1.3 The operation of s75 decisions is underpinned by the s75 Agreement, and it will oversee one or more aligned and/or pooled funds.

10 Reporting

10.1 The Committee and broader Integrated Care Partnership shall participate in any assurance processes requested by Oldham Council and/or GM ICB.

10.2 The Committee shall make any such recommendations to Oldham Council or GM ICB it deems appropriate on any area within its remit, where action or improvement is needed.

11 Conflicts of interest

11.1 Members of the Committee will be asked to declare any actual or perceived conflicts of interest as part of a maintained Declarations of Interest Register for the meeting.

11.2 In addition, the Chair will ask Members at each meeting to declare any new or existing, real or perceived conflicts, in relation to any items of business for that meeting.

11.3 The Chair of the Board shall manage all conflict of interest matters and will agree with Members as to the approach when a conflict has arisen in relation to an agenda item. The approach will need to be consistent with the Parties' own arrangements in respect of conflict of interest, as well as any relevant statutory duties.

11.4 Members of the Committee must refrain from actions that are likely to create any real or perceived conflicts of interest.

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12 Confidentiality

- 12.1 Information obtained during the business of the Committee must only be used for the purpose it is intended. Sensitivity should be applied when considering financial, activity and performance data associated with individual services and institutions. The main purpose of sharing such information will be to inform new service models and such information should not be used for other purposes (e.g., performance management, securing competitive advantage in procurement).
- 12.2 Members of the Committee are expected to protect and maintain as confidential any privileged or sensitive information divulged. Where items are deemed to be privileged or particularly sensitive in nature, these should be identified and agreed by the Chair. Such items should not be disclosed until such time as it has been agreed that this information can be released.

13 Support

- 13.1 Functional advice, subject matter and clinical experts, and programme leads will be made available to the Committee to enable it to discharge its responsibilities.
- 13.2 The Committee may call additional experts to attend meetings on an ad hoc basis to inform discussions.
- 13.3 Administration support will be provided to the Committee for the management of the meetings. This will be led by team members from GM ICB's Oldham Locality Place Team, with close liaison with Oldham Council's Constitutional Services team regarding s75 business.

14 Conduct of business

- 14.1 Formal Committee meetings will be held at least ten times per annum.
- 14.2 The meetings of the Committee will be held in public, subject to any exemption provided by law as set out under 14(b).

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- 14.3 The Chair may resolve to exclude the public from a meeting that is open to the public (whether during the whole or part of the proceedings) whenever publicity would be prejudicial to the public interest by reason of the confidential nature of the business to be transacted or for other special reasons stated in the resolution and arising from the nature of that business or of the proceedings or for any other reason permitted by both the Public Bodies (Admission to Meetings) Act 1960 (as amended or succeeded from time to time) and the Local Government Act 1972.
- 14.4 The Committee will give no less than five working days' notice of its meetings. In extenuating circumstances, the Chair of the Committee may decide considering urgent circumstances to call a meeting at shorter notice.
- 14.5 The agenda will be developed in discussion with the Chair. Circulation of the meeting agenda and papers via email will take place no less than five working days before the meeting is scheduled to take place. The agenda, minutes, action log and papers for public meetings will be published via the NHS Greater Manchester Integrated Care website, subject to any exemptions provided by law as set out under 14(b), and as outlined in clause 14.2.
- 14.6 At the discretion of the Chair business may be transacted through a teleconference or videoconference provided that all members in attendance can hear all other parties and where an agenda has been issued in advance.
- 14.7 At the discretion of the Chair a decision may be made on any matter within these Terms of Reference through the written approval of every member, following circulation to every member of appropriate papers and a written resolution. Such a decision will be as valid as any taken at a quorate meeting but will be reported for information to, and will be recorded in the minutes of, the next meeting.
- 14.8 Formal minutes of the meeting will be taken. The minutes will be accompanied by a log of matters arising and actions.

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- 14.9 The proceedings of the Committee will be recorded as minutes and will include the recording of all names of those in attendance and any conflicts of interest declared.
- 14.10 The minutes and action log of each meeting will be circulated to all Committee members within 7 days, with their approval considered as an agenda item at the next meeting.
- 14.11 Members of the Committee will act as the overall communication links to their organisations and relevant departments.

15 Review and effectiveness

- 15.1 Members of this Committee have a collective responsibility its operation. They will participate in discussion, review evidence, and provide objective expert input to the best of their knowledge and ability, and endeavour to reach a collective view.
- 15.2 The Committee may delegate tasks to such individuals or groups as it shall see fit, provided that any such delegations are consistent with each Parties' relevant governance arrangements and these Terms of Reference and reflect appropriate arrangements for the management of any real or perceived conflicts of interest.
- 15.3 The Committee shall give consideration to laws and regulations impacting on the work of the s75.
- 15.4 The Committee shall have access to sufficient resources to perform its duties, with members provided with appropriate and timely training, both in the form of an induction programme for new members and on an on-going basis for all members.
- 15.5 At least once a year, the Committee will review its own performance to ensure it is operating at maximum effectiveness and recommend any changes it considers necessary to partners.

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15.6 These Committee Terms of Reference will be formally reviewed annually, or sooner should the Board need to respond to any changes to effectively enable it to fulfil its functions. If changes to these Terms of Reference are agreed by this Committee, they will be approved via partner governance channels as relevant, and formally ratified by the Cabinet and GM ICB.

16 S75 - Other matters

16.1 In the event of a dispute, the disputes procedure within the s75 Agreement shall be followed. The basis and procedure for termination of s75 business within this Committee is included within the s75 Agreement.

16.2 The s75 decision-makers are authorised by the Cabinet and GM ICB to investigate any relevant activity within these Terms of Reference. They are authorised to seek any information required from any employee, and all employees are directed to co-operate with any request made by this Committee.

16.3 The s75 decision-makers are authorised by the Cabinet and GM ICB to obtain outside legal or other independent professional advice and to secure the attendance of outsiders with relevant experience and expertise if it considers this necessary, within the scope of these Terms of Reference and within a limit determined by organisational financial leads.

Report to Cabinet

Treasury Management Outturn Report 2023/24

Portfolio Holder: Cllr Abdul Jabbar MBE, Deputy Leader and Cabinet Member for Value for Money & Sustainability

Officer Contact: Sarah Johnston, Director of Finance

Report Author: James Postle, Senior Finance Manager

15 July 2024

Reason for Decision

This report advises Cabinet of the performance of the Treasury Management function of the Council for 2023/24 and provides a comparison of performance against the 2023/24 Treasury Management Strategy and Prudential Indicators.

Executive Summary

The Council is required to consider the performance of the Treasury Management function in order to comply with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management (revised 2021). This outturn report provides an update and includes the new requirement in the 2021 Code, mandatory from 1 April 2023, of quarterly reporting of the treasury management prudential indicators. This report therefore sets out the key Treasury Management issues for Members' information and reviews and outlines:

- An economic update for 2023/24;
- An update of the Council's current treasury management position;
- Council Borrowing;
- Treasury Investment Activity;
- Treasury Performance for 2023/24;
- Treasury Management Prudential Indicators;

The report was presented to and considered by the Audit Committee at its meeting of 27 June 2024, the Committee having responsibility for scrutinising all of the Council's treasury management arrangements. All questions and issues raised at the meeting were addressed to the satisfaction of the Committee Members. The Committee was content to recommend the report to Cabinet for approval.

Recommendation

Cabinet is recommended to:

- 1) Approve the actual 2023/24 prudential and treasury indicators presented in this report
- 2) Approve the annual Treasury Management Outturn report for 2023/24
- 3) Commend this report to Council

1 Background

1.1 The Council operates a balanced budget, which broadly means cash raised during the year will meet its cash expenditure. Part of the treasury management operation is to ensure this cash flow is adequately planned, with surplus monies being invested with low-risk counterparties, providing adequate liquidity initially before considering optimising investment returns.

1.2 The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer-term cash flow planning to ensure the Council can meet its capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans, or using longer term cash flow surpluses, and on occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.

1.3 As a consequence, treasury management is defined as:

“The management of the local authority's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks.”

2 Current Position**2.1 Requirements of the Treasury Management Code of Practice**

2.1.1 The Council has adopted the Chartered Institute of Public Finance and Accountancy's Treasury Management in the Public Services: Code of Practice (Revised 2021) (the CIPFA Code) which requires the Authority to produce a quarterly treasury management update report; a requirement in the 2021 Code which is mandatory from 1 April 2023.

2.1.2 The treasury and prudential indicators are also incorporated at Appendix 1 to this report.

2.1.3 The Council's treasury management strategy for 2023/24 was approved on 1 March 2023. The Council has borrowed and invested substantial sums of money and is therefore exposed to financial risks including the potential loss of invested funds and the revenue effect of changing interest rates. The successful identification, monitoring and control of risk remains central to the Authority's Treasury Management Strategy.

2.1.4 This Outturn report has been prepared in compliance with CIPFA's Code of Practice, and covers the following:

- An economic update for 2023/24;
- An update of the Council's current treasury management position;
- Council Borrowing;
- Treasury Investment Activity;
- Treasury Performance for the 2023/24;
- Treasury Management Prudential Indicators;

2.2 External Environment 2023/24

Economic Background

- 2.4.1 UK inflation continued to decline from the 8.7% rate seen at the start of 2023/24. By the last quarter of the financial year headline consumer price inflation (CPI) had fallen to 3.4% in February but still above the Bank of England's 2% target. The core measure of CPI, i.e. excluding food and energy, also slowed in February to 4.5% from 5.1% in January.
- 2.4.2 The UK economy entered a technical recession in the second half of 2023, as growth rates of -0.1% and -0.3% respectively were recorded for Q3 and Q4. Over the 2023 calendar year GDP growth only expanded by 0.1% compared to 2022. Of the recent monthly data, the Office for National Statistics reported a rebound in activity with economy expanding 0.2% in January 2024. While the economy may somewhat recover in Q1 2024, the data suggests that prior increases in interest rates and higher price levels are depressing growth, which will continue to bear down on inflation throughout 2024.
- 2.4.3 Labour market data provided a mixed message for policymakers. Employment and vacancies declined, and unemployment rose to 4.3% (3mth/year) in July 2023. The same month saw the highest annual growth rate of 8.5% for total pay (i.e. including bonuses) and 7.8% for regular pay growth (i.e. excluding bonuses). Thereafter, unemployment began to decline, falling to 3.9% (3mth/year) in January and pay growth also edged lower to 5.6% for total pay and 6.1% for regular pay, but remained above the Bank of England's forecast.
- 2.4.4 Having begun the financial year at 4.25%, the Bank of England's Monetary Policy Committee (MPC) increased Bank Rate to 5.25% in August 2023 with a 3-way split in the Committee's voting as the UK economy appeared resilient in the face of the dual headwinds of higher inflation and interest rates. Bank Rate was maintained at 5.25% through to March 2024. The vote at the March was 8-1 in favour of maintaining rates at this level, with the single dissenter preferring to cut rates immediately by 0.25%. Although financial markets shifted their interest rate expectations downwards with expectations of a cut in June, the MPC's focus remained on assessing how long interest rates would need to be restrictive in order to control inflation over the medium term.
- 2.4.5 In the Bank's quarterly Monetary Policy Report (MPR) released in August 2023 the near-term projection for services price inflation was revised upwards, goods price inflation widespread across products, indicating stronger domestic inflationary pressure with second-round effects in domestic prices and wages likely taking longer to unwind than they did to emerge. In the February 2024 MPR the Bank's expectations for the UK economy were positive for the first half of 2024, with a recovery from the mild recession in calendar H2 2023 being gradual. Headline CPI was forecast to dip below the 2% target quicker than previously thought due to declining energy prices, these effects would hold inflation slightly above target for much of the forecast horizon.
- 2.4.6 Following this MPC meeting, Arlingclose, the authority's treasury adviser, maintained its central view that 5.25% remains the peak in Bank Rate and that interest rates will most likely start to be cut later in the latter half of 2024. The risks in the short-term are deemed to be to the downside as a rate cut may come sooner than expected, but then more broadly balanced over the medium term.
- 2.4.7 The US Federal Reserve also pushed up rates over the period, reaching a peak range of between 5.25-5.50% in August 2023, where it has stayed since. US policymakers have maintained the relatively dovish stance from the December Federal Open Market Committee meeting and at the meeting in March, economic projections pointed to interest rates being cut by a total of 0.75% in 2024.
- 2.4.8 Following a similarly sharp upward trajectory, the European Central Bank increased rates to historically high levels over period, pushing its main refinancing rate to 4.5% in September

2023, where it has remained. Economic growth in the region remains weak, with a potential recession on the cards, but inflation remains sticky and above the ECB's target, putting pressure on policymakers on how to balance these factors.

Financial Markets

- 2.4.9 Sentiment in financial markets remained uncertain and bond yields continued to be volatile over the year. During the first half of the year, yields rose as interest rates continued to be pushed up in response to rising inflation. From October they started declining again before falling sharply in December as falling inflation and dovish central bank attitudes caused financial markets to expect cuts in interest rates in 2024. When it emerged in January that inflation was stickier than expected and the BoE and the Federal Reserve were data dependent and not inclined to cut rates soon, yields rose once again, ending the period some 50+ bps higher than when it started.
- 2.4.10 Over the financial year, the 10-year UK benchmark gilt yield rose from 3.44% to peak at 4.75% in August, before then dropping to 3.44% in late December 2023 and rising again to 3.92% (28th March 2024). The Sterling Overnight Rate (SONIA) averaged 4.96% over the period to 31st March.

Credit Review

- 2.4.11 In response to an improving outlook for credit markets, in January 2024 Arlingclose moved away from its previous temporary stance of a 35-day maximum duration and increased its advised recommended maximum unsecured duration limit on all banks on its counterparty list to 100 days.
- 2.4.12 Earlier in the period, S&P revised the UK sovereign outlook to stable and upgraded Barclays Bank to A+. Moody's also revised the UK outlook to stable, Handelsbanken's outlook to negative, downgraded five local authorities, and affirmed HSBC's outlook at stable while upgrading its Baseline Credit Assessment. Fitch revised UOB's and BMO's outlooks to stable.
- 2.4.13 In the final quarter of the financial year, Fitch revised the outlook on the UK sovereign rating to stable from negative based on their assessment that the risks to the UK's public finances had decreased since its previous review in October 2022, the time of the mini- budget.
- 2.4.14 Moody's, meanwhile, upgraded the long-term ratings of German lenders Helaba, Bayern LB and LBBW on better solvency and capital positions, despite challenges from a slowing German economy and exposure to the commercial real estate sector.
- 2.4.15 Credit default swap prices began the financial year at elevated levels following the fallout from Silicon Valley Bank and collapse/takeover of other lenders. From then the general trend was one of falling prices and UK lenders' CDS ended the period at similar levels to those seen in early 2023. Earlier in the year some Canadian lenders saw their CDS prices rise due to concerns over a slowing domestic economy and housing market, while some German lenders were impacted by similar economic concerns and exposure to commercial real estate towards the end of the period, with LBBW remaining the most elevated.
- 2.4.16 Heightened market volatility is expected to remain a feature, at least in the near term and, credit default swap levels will be monitored for signs of ongoing credit stress. As ever, the institutions and durations on the Authority's counterparty list recommended by Arlingclose remain under constant review.

2.3 The Oldham Council Treasury Position

- 2.3.1 On 31 March 2023, the Authority had net borrowing of £91.319m arising from its revenue and capital income and expenditure. This had risen to £144.396m by the end of 2023/24.
- 2.3.2 The actual and planned level of capital expenditure are the drivers of borrowing for capital purposes. Appendix 1 shows the actual level of capital expenditure at the end of 2022/23 and 2023/24. It also shows the financing including the level of prudential borrowing.
- 2.3.3 The underlying need to borrow for capital purposes is measured by the Capital Financing Requirement (CFR), while balance sheet resources are the underlying resources available for investment. These factors are summarised in Table 1 below.

Table 1 - Balance Sheet Summary

	31 March 2023	31 March 2024
	£'000	£'000
General Fund CFR	465,723	488,980
Total CFR	465,723	488,980
Less: Other debt liabilities PFI	204,339	193,890
Borrowing CFR	261,384	295,090
External borrowing	160,996	181,110
Internal borrowing	100,388	113,980
Less: Usable Balance Sheet Resources	(154,194)	(132,737)
Less: Working capital	(15,871)	(17,957)
Net Investments	(69,677)	(36,714)

- 2.3.4 Table 1 shows the CFR for 2023/24 is £488,890m, an increase of £23.257m compared to £465.723m at the end of 2022/23, but a slight reduction compared to the CFR of £490.527m approved in the 2024/25 Treasury Management Strategy at the 2024/25 Budget Council meeting. The CFR excluding other debt liabilities relating to Private Finance Initiative schemes is forecast at £295.090m an increase of £33.706m compared to the position at the end of 2022/23.
- 2.3.5 The table clearly highlights that the Council borrowing is well below the CFR and the Council is currently maintaining an under-borrowed position. This means that the capital borrowing need (CFR) has not been fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This strategy has been prudent in recent years as investment returns have been low and counterparty risk is still an issue that needs to be considered. This along with raising interest rates for external debt means that the Council will continue to analyse and assess the market to determine the optimum time to externally borrow.
- 2.3.6 The treasury management position as at 31 March 2024 and the change over the year is shown in Table 2 below.

Table 2 - Treasury Management Summary

Borrowing/Investments	31 March 2023 Balance £'000	Movement £'000	31 March 2024 Balance £'000	31 March 2024 Average Rate %
Long-term borrowing				
- Public Works Loan Board	35,241	-	35,241	2.81%
- Lender Option Borrowing Option	85,500	-	85,500	4.33%
- Other	40,001	-	40,001	4.03%
Short-term borrowing	254	20,114	20,368	6.20%
Total Borrowing	160,996	-	181,110	-
Long-term investments	13,896	(542)	13,354	5.16%
Short-term investments	20,000	(10,000)	10,000	5.28%
Cash and cash equivalents	35,780	(22,420)	13,360	4.95%
Total Investments	69,676	(32,962)	36,714	
Net Borrowing (total borrowing less total investments)	91,319		144,396	

As can be seen in the table above, short term borrowing has increased by 20.114m in the 2023/24 financial year; this borrowing was undertaken in March when cash levels reduced during the latter part of the financial year. Overall, the level of investments have decreased £32.962m since the end of 2022/23 due to the use of cash to fund the capital programme whilst interest rates are high for long term borrowing.

2.4 Borrowing

- 2.4.1 CIPFA's 2021 Prudential Code is clear that Local Authorities must not borrow to invest primarily for financial return and that it is not prudent for Local Authorities to make any investment or spending decision that will increase the capital financing requirement and so may lead to new borrowing, unless directly and primarily related to the functions of the Authority.
- 2.4.2 Public Works Loan Board (PWLB) loans are no longer available to Local Authorities planning to buy investment assets primarily for yield unless these loans are for refinancing purposes.
- 2.4.3 Oldham Council has not invested in assets primarily for financial return or that are not primarily related to the functions of the Council, and it has no plans to do so in future.
- 2.4.4 The chief objective when borrowing has been to strike an appropriately low risk balance between securing low interest costs and achieving cost certainty over the period for which funds are required, with flexibility to renegotiate loans should the Authority's long-term plans change being a secondary objective. The Authority's borrowing strategy continues to address the key issue of affordability without compromising the longer-term stability of the debt portfolio.
- 2.4.5 Interest rates have seen substantial rises over the last two years, although these rises have now begun to plateau.
- 2.4.6 Gilt yields fell in late 2023, reaching April 2023 lows in December 2023 before rebounding to an extent in the first three months of 2024. Gilt yields have remained volatile, seeing upward pressure from perceived sticker inflation at times and downward pressure from falling

inflation and a struggling economy at other times.

- 2.4.7 On 31 March, the PWLB certainty rates for maturity loans were 4.74% for 10-year loans, 5.18% for 20-year loans and 5.01% for 50-year loans. Their equivalents on 31st March 2023 were 4.33%, 4.70% and 4.41% respectively.
- 2.4.8 As at 31 March Oldham Council held £181.110m of loans. Short term borrowing was undertaken during the final quarter of the financial year. Outstanding loans on 31 March (borrowing position) are summarised in Table 3 below.

Table 3 - Borrowing Position

Borrowing Sources	31 March 2023 Balance £'000	Movement £'000	31 March 2024 Balance £'000	31 March 2024 Weighted Average Rate %	31 March 2024 Weighted Average Maturity (years)
Public Works Loan Board	35,241	-	35,241	2.81%	17.37
Banks (LOBO)	85,500	-	85,500	4.33%	42.67
Banks (fixed-term)	40,000	-	40,000	4.03%	45.30
Local Authorities (short - term)		20,114	20,114	6.20%	
Local Bonds (long-term)	1	-	1	1.00%	-
Local Bonds (short-term)	22	-	22	0.00%	-
Local Charitable Trusts (short-term)	231	-	231	1.94%	1
Total Borrowing	160,996	-	181,110		

LOBO Loans

- 2.4.10 Oldham Council continues to hold £85.500m of LOBO (Lender's Option Borrower's Option) loans where the lender has the option to propose an increase in the interest rate at set dates, following which the Council has the option to either accept the new rate and terms or to repay the loan at no additional cost.
- 2.4.11 With market interest rates having risen, the probability of LOBOs being called has been higher than in the recent past. A total of £50.500m of LOBO loans had annual/semi-annual call option dates during the year, however no lender exercised their option.
- 2.4.12 Currently Oldham Council has £55.500m LOBO loans with call dates within the next 12 months. Of this sum, £30.500m is held with Dexia Finance over 5 loans, and the remaining £25.500m is 4 separate loans with four other providers, Danske Bank and KA Finanz, FMS Wertmanagement and KBC Bank. At the time of writing no call options have been exercised.
- 2.4.13 Council officers have liaised with treasury management advisors, Arlingclose, over the likelihood of the options being exercised for LOBO's within the loan portfolio. If the option is exercised the Authority plans to repay the loan at no additional cost. If required, the Authority will repay the LOBO loans with available cash or by borrowing from alternative sources or the PWLB, always providing that overall savings can be demonstrated.
- 2.4.14 As the Council is now operating in a higher interest rate environment, there may in the 2024/25 financial year, be opportunities to repay the Council's historical LOBO borrowing. The Council will investigate all opportunities and will ensure any repayments create revenue savings.

2.5 Treasury Investment Activity

- 2.5.10 CIPFA published a revised the Treasury Management in the Public Services Code of Practice and Cross-Sectoral Guidance Notes on 20 December 2021. These define treasury management investments as investments that arise from the organisation’s cash flows or treasury risk management activity that ultimately represents balances that need to be invested until the cash is required for use in the course of business.
- 2.5.11 At 31 March the Council held £36,714m invested funds, representing income received in advance of expenditure plus balances and reserves held. During 2023/24, the Authority’s investment balances ranged between £27.548m and £96.259m due to timing differences between income and expenditure. The investment position is shown in Table 4 below.

Table 4 - Treasury Investment Position

Investment Placements	31 March 2023 Balance £'000	Movement £'000	31 March 2024 Balance £'000	31 March 2024 Income Return %
Banks & building societies (unsecured)	10,000	(10,000)	-	4.06%
Government (incl. Local Authorities)	10,000	-	10,000	5.28%
Money Market Funds	35,780	(22,420)	13,360	5.10%
Property Pooled Fund	13,896	(542)	13,354	5.16%
Total investments	69,676	(32,962)	36,714	

- 2.5.3 Both the CIPFA Code and Government guidance require the Authority to invest its funds prudently, and to have regard to the security and liquidity of its treasury investments before seeking the optimum rate of return, or yield. The Authority’s objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income.
- 2.5.4 As demonstrated by the liability benchmark in this report, the Authority expects to be a long-term borrower and new treasury investments are therefore primarily made to manage day-to-day cash flows using short-term low risk instruments. The existing portfolio of strategic pooled funds will be maintained to diversify risk into different sectors and boost investment income.
- 2.5.5 Bank Rate increased by 1% over the period, from 4.25% at the beginning of April 2023 to 5.25% by the end March 2024. Short term rates peaked at 5.7% for 3-month rates and 6.7% for 12-month rates during the period, although these rates subsequently began to decline towards the end of the period. Money Market Rates also rose and were between 5.28% and 5.29% by the end of March 2024
- 2.5.6 The Council in previous years has invested £15.000m in the Churches, Charities & Local Authorities (CCLA) pooled property fund. As this is a longer-term investment short-term security and liquidity are lesser considerations, and the objectives instead are regular revenue income and long-term price stability. This fund generated an average total return of £0.518m, 5.16% income return.

- 2.5.7 Investor sentiment for UK commercial property remained subdued with caution showed by buyers and sellers. With interest rates and bond yields remaining relatively high and investors demanding higher yields, property prices remained under pressure. The outlook for offices remains challenging from changing working practices. This was evident in the decrease in the capital value of the Councils CCLA property fund by £0.542m in the year to 31 March 2024..
- 2.5.8 The combination of the above had a negative effect on the value of the Council's property funds since March 2023. Income returns have however increased to 5.16% compared to 4.25% at the beginning of the year.
- 2.5.9 The change in the Authority's funds' capital values and income return over the year to 31 March is shown in Table 4.
- 2.5.11 The Council's investments have no defined maturity date, but are available for withdrawal after a notice period, but their performance and continued suitability in meeting the Councils medium- to long-term investment objectives are regularly reviewed. Strategic fund investments are made in the knowledge that capital values will move both up and down on months, quarters and even years; but with the confidence that over a three to five-year period total returns will exceed cash interest rates.

Statutory Override

- 2.5.12 In April 2023 the Department for Levelling Up, Housing and Communities published the full outcome of the consultation on the extension of the statutory override on accounting for gains and losses on pooled investment funds. The override has been extended for 2 years until 31 March 2025, but no other changes have been made; whether the override will be extended beyond the new date is unknown but commentary to the consultation outcome suggests not. The Council will discuss with Arlingclose the implications for the investment strategy and what the future implications will be for the investment strategy and what action may need to be taken. Any future Treasury Management Strategies will be revised accordingly.

2.6 Treasury Team Performance

- 2.6.1 The Treasury Team measures the financial performance of its treasury management activities both in terms of its impact on the revenue budget and its relationship to benchmark interest rates, as shown in Table 5 below.

Table 5 – Treasury Team Performance

	Budgeted Performance Rates / Benchmark SONIA Return %	Benchmark SONIA Return % Plus 5%	Actual Return %
Budgeted Annual Investment Rates	4.40%		4.98%
Overnight SONIA	4.96%	5.21%	5.10%

- 2.6.2 The budgeted investment rate of 4.40% above included within the annual strategy for 2023/24 was based on the average rate over the full financial year as expectations were for a number of interest rate rises to take place during 2023/24. The actual rate achieved in the 2023/24 exceeds this budgeted rate.
- 2.6.3 Previously the benchmark return was measured on the London Interbank Bid Rate (LIBID)

which was a forward-looking interest rate. The Bank of England replaced LIBID with SONIA in December 2021. SONIA is calculated differently to LIBID in that it is a backward looking rate, based on actual results. The benchmark of SONIA plus 5% has not been achieved however the actual rate achieved for overnight investments over the year is higher than the average SONIA rate over the period.

- 2.6.4 The Director of Finance reports that all treasury management activities undertaken during the year complied fully with the principles in the Treasury Management Code and the Council's approved Treasury Management Strategy. Compliance with specific investment limits is demonstrated in Table 6 below.

Consultations

- 2.6.5 In December DLUHC published two consultations: a "final" consultation on proposed changes to regulations and statutory guidance on MRP closing on 16th February and a "call for views" on capital measures to improve sector stability and efficiency closing on 31st January.
- 2.6.6 Draft regulations and draft statutory guidance are included in the MRP consultation. The proposals remain broadly the same as those in June 2022 – to limit the scope for authorities to (a) make no MRP on parts of the capital financing requirement (CFR) and (b) to use capital receipts in lieu of a revenue charge for MRP.
- 2.6.7 In its call for views on capital measures, Government wishes to engage with councils to identify and develop options for the use of capital resources and borrowing to support and encourage 'invest-to-save' activity and to manage budget pressures without seeking exceptional financial support. Whilst Government has identified some options including allowing authorities to capitalise general cost pressures and meet these with capital receipts, there is no commitment to take any of the options forward.
- 2.6.8 Oldham Council officers have responded to the consultation with it's views and impact any changes will have.

Table 6 - Investment Limits

Investment Limit	Maximum during 2023/24 £'000	Actual Position at 31 December 2023 £'000	Maximum Allowable in 2023/24 £'000	Compliance Yes/No
Any single organisation, except the UK Government	10,000	-	30,000	Yes
Any group of organisations under the same ownership	10,000	-	20,000	Yes
Any group of pooled funds under the same management	13,617	13,354	15,000	Yes
Unsecured investments with building societies	-	-	20,000	Yes
Money Market Funds	71,330	10,040	80,000	Yes
Strategic Pooled Funds	13,617	13,354	15,000	Yes

- 2.6.8 Compliance with the Operational Boundary and Authorised Limit for external debt is demonstrated in Table 7 below.

Table 7 – Operational Boundary and Authorised Limit

Borrowing /Limits	Actual Position at 31 March 2024 £'000	2023/24 Operational Boundary £'000	2023/24 Authorised Limit £'000	Compliance Yes/No
Borrowing	180,110	297,500	312,000	Yes
PFI and Finance Leases	193,890	194,750	197,250	Yes
Total Gross Borrowing / Limit	375,000	492,250	509,750	Yes

2.6.9 The Operational Boundary represents the expected borrowing position for the Council for the year and was set at £508.500m.

2.6.10 The Authorised Limit is the “affordable borrowing limit” required by Section 3 of the Local Government Act 2003 and for 2023/24 was set at £533.500m. Once this has been set, the Council does not have the power to borrow above this level although it can be revised if required.

2.6.11 Since the Operational Boundary is a management tool for in-year monitoring it is not significant if the Operational Boundary is breached on occasions due to variations in cash flow, and this is not counted as a compliance failure. No breaches have occurred, and it is not anticipated that there will be any breaches in 2024/25.

2.7 Treasury Management Prudential Indicators

2.7.1 As required by the 2021 CIPFA Treasury Management Code, the Authority monitors and measures the following treasury management prudential indicators.

Liability Benchmark

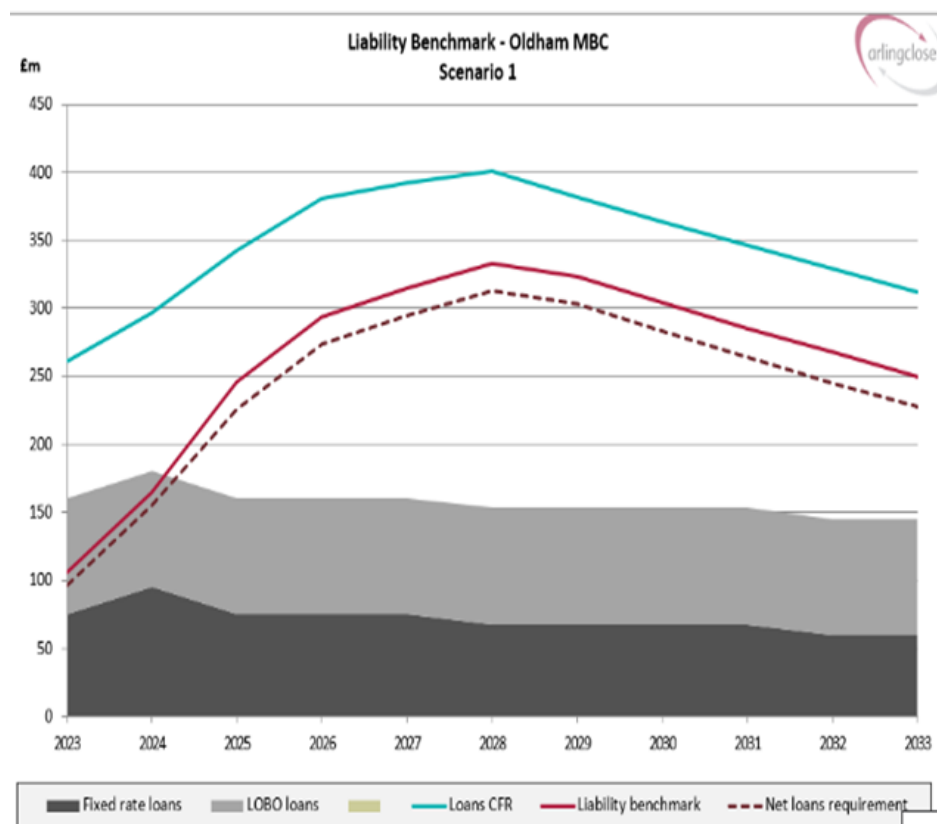
2.7.2 This new indicator compares the Authority’s actual existing borrowing against a liability benchmark that has been calculated to show the lowest risk level of borrowing. The liability benchmark is an important tool to help establish whether the Council is likely to be a long-term borrower or long-term investor in the future, and so shape its strategic focus and decision making. It represents an estimate of the cumulative amount of external borrowing that the Council must hold to fund its current capital and revenue plans while keeping treasury investments at the minimum level of £10.000m, the level required to manage day-to-day cash flow. This is increasing in 24/25 to £20.000m.

Table 8 - Liability Benchmark

Liability Benchmark Measurement	31 March 2023 Actual £'000	31 March 2024 Actual £'000	31 March 2025 Forecast £'000	31 March 2026 Forecast £'000
Loans CFR	261,384	296,775	334,491	371,000
Less: Balance sheet resources	171,168	150,694	105,186	95,186
Net loans requirement	90,216	146,081	229,305	275,814
Plus: Liquidity allowance	10,000	10,000	20,000	20,000
Liability benchmark	100,216	156,081	249,305	295,814
Existing /forecast borrowing	160,996	180,110	229,305	275,814

2.7.3 As demonstrated by the liability benchmark in the table above, the Council expects to be a long-term borrower to finance the expected capital spend. There could be timing differences between when the Council externally borrows compared to when the expenditure is required due to the nature of capital works, but new treasury investments are therefore primarily made to manage day-to-day cash flows using short-term low risk instruments. The existing portfolio of strategic pooled funds will be maintained to diversify risk into different sectors and boost investment income.

2.7.4 Following on from the medium-term forecast above, the long-term liability benchmark assumes capital expenditure funded by borrowing. Minimum Revenue Provision on new capital expenditure is forecast based on a 25 year asset life. This is shown in the chart below together with the maturity profile of the Authority's existing borrowing



2.7.5 Table 9 below sets out the maturity structure of borrowing at the end of 2023/24 compared to the upper and lower limits set in the Treasury Management Strategy for 2023/24.

Table 9 - Maturity Structure of Borrowing

Borrowing Timeframe	Upper Limit	Lower Limit	31 December 2023 Actual	Compliance Yes/No
Under 12 months	40%	0%	38.14%	Yes
12 months and within 24 months	40%	0%	3.44%	Yes
24 months and within 5 years	40%	0%	13.75%	Yes
5 years and within 10 years	40%	0%	3.44%	Yes
10 years to 20 years	50%	0%	3.44%	Yes
20 years to 30 years	50%	0%	3.44%	Yes
30 years to 40 years	50%	0%	3.44%	Yes
40 years to 50 years	50%	0%	3.44%	Yes
50 years to 60 years	50%	0%	30.93%	Yes

2.7.6 Time periods start on the first day of each financial year. The maturity date of borrowing is the earliest date on which the lender can demand repayment. In the case of LOBO loans, the next option date has been used as the measure to determine if it is potentially repayable.

Long-term Treasury Management Investments

2.7.7 The purpose of the Long-Term Treasury Management indicator is to control the Authority's exposure to the risk of incurring losses by seeking early repayment of its investments. The prudential limits on the long-term treasury management limits are set out in the table below.

Table 10- Limit / Actual Investments exceeding one year

Limit /Actual Investments Exceeding One Year	2023/24	2024/25	2025/26	No fixed date
Limit on principal invested beyond year end	£50m	£50m	£50m	£50m
Actual principal invested beyond year end	£15m	-	-	-
Compliance – Yes/No?	Yes	N/A	N/A	N/A

2.7.8 Long-term investments with no fixed maturity date include strategic pooled funds. For the Council, this is currently the CCLA Property Fund. Long term investments exclude money market funds and bank accounts with no fixed maturity date as these are considered short-term investments.

3 Options/Alternatives

3.1 In order that the Council complies with the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management the Audit Committee has no option other than to consider and approve the contents of the report. Therefore, no options/alternatives have been presented.

4 Preferred Option

4.1 The preferred option is that the contents of the report are agreed by Cabinet and commended to Council for approval.

5 Consultation

5.1 There has been consultation with the Council's, Treasury Management Advisors, Arlingclose in the production of this report.

5.2 The Treasury Management Outturn Report was presented to the Audit Committee for detailed scrutiny on 27 June 2024. All questions and matters raised at the Committee were addressed. This scrutiny prior to approval was in compliance with the requirements of the CIPFA Code of Practice.

5.3 The Committee was content to recommend the report to Cabinet, therefore, the report is now presented to Cabinet for approval and for commending to Council for its approval.

6 Financial Implications

6.1 All included within the report.

7 Legal Services Comments

7.1 None.

8 Co-operative Agenda

8.1 The Council ensures that any Treasury Management decisions comply as far as possible with the ethos of the Co-operative Council.

9 Human Resources Comments

9.1 None.

10 Risk Assessments

10.1 There are considerable risks to the security of the Authority's resources if appropriate treasury management strategies and policies are not adopted and followed. The Council has established good practice in relation to treasury management which has previously been acknowledged in both Internal and the External Auditors' reports presented to the Audit Committee.

11 IT Implications

11.1 None.

12 Property Implications

12.1 None.

13 Procurement Implications

13.1 None.

14 Environmental and Health & Safety Implications

14.1 None.

15 Community cohesion, including crime and disorder in accordance with section 17 of the Crime and Disorder Act 1998

15.1 None.

16 Oldham Equality Impact Assessments, including implications for Children and Young People

16.1 Not Applicable

17 Key Decision

17.1 Yes

18 Key Decision Reference

18.1 FCR/09/24

19 Background Papers

19.1 The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents, which would disclose exempt or confidential information as defined by that Act.

File Ref: Background papers are contained with Appendix 1
Officer Name: James Postle

20 Appendix 1 - Prudential and Treasury Indicators

Appendix 1 - Prudential and Treasury Indicators

The following tables shows a summary of the prudential indicators for 2023/24.

Capital Expenditure

Capital Expenditure/Financing	2022/23 £'000	2023/24 £'000
Expenditure		
General Fund services	58,577	81,147
HRA	210	64
Total Capital Expenditure	58,787	81,211
Financing		
Grants & Contributions	(32,411)	(32,621)
Prudential Borrowing	(16,868)	(40,448)
Revenue	(237)	(1,606)
Capital Receipts	(9,271)	(6,538)
Total Financing	(58,787)	(81,211)

Capital Financing Requirement (CFR)

Capital Financing Requirement	31 March 2023 Actual £'000	31 March 2024 Actual £'000
General Fund Services	465,723	488,980
Total CFR	465,723	488,980

Gross Borrowing and the Capital Financing Requirement

Gross Borrowing / CFR	31 March 2023 £'000	31 March 2024 £'000
Gross Borrowing (incl. PFI & leases)	365,335	375,000
Capital Financing Requirement	465,723	488,980

Debt and the Authorised Limit and Operational Boundary

Debt	Debt at 31 March 2024	2023/24 Operational Boundary	2023/24 Authorised Limit	Compliance? Yes/No
	£'000	£'000	£'000	
Borrowing	181,110	297,500	312,500	Yes
PFI and Finance Leases	193,890	194,750	197,250	Yes
Total Debt	354,748	492,250	509,750	

Proportion of Financing Costs to Net Revenue Stream

Financing Cost/Net Revenue Stream	2022/23 £'000	2023/24 £'000
Financing costs (£m)	24,124	19,424
Proportion of net revenue stream	8.81%	6.50%

Report to CABINET

High Needs Provision in Mainstream Settings and allocation of S106 resources secured from DB450 – Phase R4 of the Foxdenton Strategic Development Site

Portfolio Holder:

Councillor Mohon Ali, (Cabinet Member for Education and Skills)

Officer Contact: Matthew Bulmer (Director of Education, Early Years and Skills)

Report Author: Andy Collinge (Head of School Support Services)

15th July 2024

Reason for Decision

This report seeks cabinet approval for 4 capital projects that will offer additional places and enhance provision for pupils with additional needs who are based predominately in mainstream settings.

It also seeks approval for the allocation of resources secured through Section 106 Planning Obligations towards the scheme.

Executive Summary

In December 2023 DMT provisionally approved 11 projects to improve and increase the offer of high needs places for children predominantly based in mainstream settings. This report relates to 4 of those projects that are now developed sufficiently for costs and proposals to be placed before Cabinet for a final decision. These projects will create a total of 64 places in mainstream schools for children with additional needs.

Currently the Local Authority has around 4.1 M of Basic Need funding and 5.7 M of High Needs Capital Allocation Funding. It is proposed that where projects will generate additional places that these projects are funded mainly via the Basic Need allocation as this will enable the Local Authority to use a greater proportion of its High Needs Capital Funding on other future projects that are not the subject of this report.

In addition to the funding outlined above the Council has also secured and received just under £600,000 from S106 developer contributions toward the provision of primary school places within a 2-mile radius of the Foxdenton development site. It is proposed to use this funding towards three of the four schemes which are within the 2 mile radius, which are Richmond Academy (20 places), Greenhill Academy (20 places) and Whitegate End community Primary (12 places).

Project Outlines and Recommendation

Project One (Richmond Academy)

This project will enable specialist provision for commissioned integrated places for pupils with SEND at Richmond Academy. The academy already has an existing hub for pupils with complex needs and this development will enable a further 20 additional places to be offered. The total estimated cost for this project is £310,341.

Project Two (Greenhill Academy)

This project will upgrade and develop existing specialist provision at Greenhill Academy which will enable the LA to commission places for pupils with complex SEND. The project will generate an additional 20 places. The total estimated costs for this project are £329,364.

Project Three (St Thomas Moorside Voluntary Controlled Primary School)

This project will enable the school to offer commissioned places for children with ASD and SEMH within a resource unit. This would support some of the schools' current children and in addition offer an additional 12 places. The total estimated costs for this project are £377,340.

Project Four (Whitegate End Community Primary School)

This project will create a "mainstream plus" provision for 12 children in receipt of an EHCP with a primary need of SEMH. These places would be commissioned by the LA and ring fenced for children who currently attend Oldham schools. The total estimated costs for this project are £300,000.

The total cost of the four projects is £1,317,045 and projects one, two and four are within the 2-mile radius to utilize the circa £600,000 of Section 106 contributions along side the Basic Need Grant and project three would be funded by Basic Need Grant alone.

All four schools above currently had a 'good' Ofsted rating and have excellent track records of supporting children with additional needs.

It is strongly recommended that Cabinet support these projects which represent the first step in some significant planned developments for children with additional needs.

-
- 1.1 Demand for resourced based provision in maintained schools have risen substantially in recent years.
 - 1.2 Planning permission for the development at Foxdenton has been granted in phases that have been subject to the developer entering into a Section 106 planning obligation. There are two S106 obligations which relate to this report.
 - 1.3 The first S106 relates to the site of the R5 and R6 phase of the housing scheme which was granted permission under planning ref (PA/345659) and subject to a Section 106 planning obligation signed on 02/06/2021 and given the reference DB 450. The agreement required the developer to pay £540,000 to the Council to fund the provision of primary school places within a 2 mile radius of the site in the following instalments: -
 - £110,000 prior to Occupation of 50% of the Dwellings on Phase R5
 - £110,000 prior to Occupation of 75% of the Dwellings on Phase R5;
 - £160,000 prior to Occupation of 50% of the Dwellings on Phase R6; and
 - £160,000 prior to Occupation of 75% of the Dwellings on Phase R6.
 - 1.4 To date, the developer has paid 3 of the installments totaling £430,000 and with interest, this now stands at £449,033.03 and it is proposed to use this whole amount including the interest towards the provision of places at the three schools within the 2 mile radius of the site. There is no expiry on the length of time the council must spend these contributions. (There are other schemes in the pipeline which will be put forward when the final £110,000 is received)
 - 1.5 The second S106 relates to the site of the R4 phase of the housing scheme which was granted permission under planning ref PA/351514 and subject to a Section 106 planning obligation signed on 24/01/2024 and given the ref DB483. The Planning Obligation requires the landowner to pay a commuted sum of £150,000 to fund the provision of primary school places within a 2 mile radius of the Site. The commuted sum is to be paid £75,000 prior to occupation of 50% of the dwellings on Phase R4 and £75,000 prior to occupation of 75% of the dwellings on Phase R4.
 - 1.6 The developer has paid both of the installments totaling £150,000 on 30th April 2024 and as such the sum hasn't earned any interest. It is proposed to use this whole amount towards the provision of places at the three schools within the 2 mile radius of the site. The council has ten years in which to spend this commuted sum.
 - 1.7 The S106 to be used are DB450 £449,033.03 and DB483 £150,000 totaling £599,033.03.
 - 1.8 There are risks around the capital projects contractors should be procured in line with the Contract Procedure Rules. When the contractors are appointed, the Council will need to ensure that they have appropriate insurance and risk assessments in place. Where the work is being carried out on maintained schools the insurance team should be notified and where the work is being carried out on academy school, the academy should comply with their notification procedures. There are increased risks around the contracts with academy schools who are part of the RPA and this will need to be discussed at an early stage with legal and insurance colleagues.

2 **Current Position**

- 2.1 The LA has a statutory obligation to create suitable school places for all children, this includes those with SEN and EHCP's. It is the LA's SEND and Inclusion Strategy to increase places in mainstream settings for children with additional needs. This enables children to have their needs met as part of an inclusive education offer leading to better outcomes for these children. It also has the additional benefit of reducing the need for costly independent provision outside the borough.

3 Options/Alternatives

3.1 Option 1: Approve the above capital investment for the project listed above and achieve the councils' obligations contained within the S106 obligations.

3.2 Option 2: Do not approve the projects and risk having to return the S106 contributions to the developer and not achieve the additional school places required.

4 Preferred Option

4.1 Option 1.

5 Consultation

5.1 All Primary and Secondary schools including all MATS (Multi Academy Trusts) that operate in Oldham.

6 Financial Implications

6.1 The £1.277m costs of the four projects will be capital expenditure and will be a charge against the Education Capital Programme. The costs can be financed from within the Council's existing allocation of Basic Need Grant, supplemented by s106 allocations for the eligible schools (Richmond, Greenhill and Whitegate End). The total costs and financing for the schemes are contained in the Table below:

School	Cost £000
Richmond Academy	310
Greenhill Academy	329
St Thomas Moorside	371
Whitegate End	300
Total Cost	1,317
Financed by	
Basic Need Grant	(718)
S106 Contributions	(599)
Total Financing	(1,317)

6.2 The schemes will be commissioned directly by the schools under separate grant agreement with the Council for each school. Project progress and spend will need to be closely monitored by the Council to ensure that the schemes can be delivered within the available budgets and in line with the grant agreements.

(James Postle/Liz Whitehead)

7 Legal Implications

7.1 The Council has a duty under part 3 of the Children and families Act 2014 to suitably provide for those with SEND requirements in the Borough. It is therefore imperative that the Council regularly review its SEND provision and the number of placements within the borough. Failure to comply with the legislation would lead to not only a negative reputational outcome for the Council but also a likelihood of legal challenge. The option in the report seeks to expand the Council's SEND provision within the Borough demonstrating the Council's

attempts to expand its SEND provision and be inclusive to the vulnerable individuals within the Borough.

(Alex Bougatef – Interim AD Legal Services)

7.2 The proposals are an appropriate use of the section 106 funding.

(Alan Evans – Group Solicitor)

8 Equality Impact - including implications for Children and Young People

8.1 There are no negative implications for vulnerable groups or children and young people.

9 Key Decision

9.1 Yes

10 Key Decision Reference

11.1 EDS-03-24.

12 Background Papers

12.1 None

13 Appendices

13.1 None.

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SEND & Inclusion Strategy 2023-2027: Annex A: Sufficiency of specialist places to meet the needs of children and young people with special educational needs and/or disability (SEND)

Contents

1. Introduction
2. Aims and ambitions
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7. High needs provision capital allocations 2021 – 2024
8. Collaborative approach
9. SEND & Inclusion Strategy 2023 – 2027

January 2023

1. Introduction

Across the local area, there is a commitment to deliver high quality education for all children and young people, including those who have special educational needs and disabilities (SEND). Our SEND & Inclusion Improvement Programme underpins the strategy and clearly set out the local area's commitment to delivering high quality support and provision across all our schools and educational settings, enabling the best outcomes for every child and young person over six key priorities and five key enablers.

All children and young people are entitled to a mainstream education, and this is the best opportunity for most, including for those at SEN support and EHCP level. Where this is not right for those with the most complex needs, we have high quality special school places, and we want to ensure that there are sufficient places to continue to meet the needs of the local area into the future across all our mainstream and specialist provision.

We recognise that there are children and young people, who may need support beyond what mainstream provision can currently offer and we want to increase the options for this group. This will be done through the development of a greater range of education options in mainstream primary and secondary schools. In addition, further consideration will be undertaken regarding the development of provision in early years and post sixteen education as part of the longer term strategy.

We also want to ensure the right level of provision from support services from education, health and social care is available for all children and young people, regardless of their education setting.

The sufficiency element of our strategy is monitored and developed through the Joint Commissioning Partnership, which focuses on joint commissioning for sufficiency of specialist support and provision.

To explain how we are going to achieve our ambitions for the children and young people of Oldham, this annex forms part of the overall SEND & Inclusion Strategy 2023–2027 and focuses specifically on the SEND specialist place sufficiency aspect of the strategy.

2. Aims and ambitions

The overall SEND & Inclusion Strategy details all that we are aiming to achieve across the local area to get the best outcomes for children and young people. The sufficiency annex sets out further detail about how the local authority and partners will address the fundamental challenges being faced in meeting increasing demand for the range of specialist places we need to sustain for children and young people with SEND within the resources available. This will be done in collaboration with partners and stakeholders.

The sufficiency annex to the main SEND & Inclusion Strategy will be based upon the following objectives:

- Ensuring children and young people with SEND have access to the right type of school placement and provision which best meets their needs, and which is within their community. This includes those who have been categorised as having needs relating to social, emotional and mental health; autism and/or speech, language and communication needs.
- Embedding a partnership-based approach, to ensure the appropriate range and capacity of provision is available in local mainstream schools, academies, trusts and specialist settings to enable the needs of a greater number of children and young people to be met, as part of an inclusive culture. This builds upon our commitment expressed in the Education Improvement Strategy.
- Building a sustainable system that provides value for money and the most effective use of available resources, which continues to underpin the strategy and results in improved settings, environments and skill sets that get the best outcomes for children and young people.
- Ensuring that children, young people and their families are at the heart of planning support and provision.

In line with previous years developments, statutory partners continue to work closely to ensure, where possible, that children and young people with SEND do not have to travel out of the borough to have their educational needs met through early identification and support. Work in this area has been undertaken in parallel with improvements to the quality and efficiency of education, health and care plan processes. This is to enable children and young people who require ongoing specialist support to be placed in the best possible provision and have their needs met through a stable and enriching school life.

The strategy further sets out its objectives to continue to address pressures within the SEND system, placing a renewed focus on developing capacity locally through re-setting the balance in favour of borough based resource and satellite provision which is closer to children and young people's home and community, and which prevents the need for significantly more costly, independent provision outside of the borough.

Improving personalisation, through things such as personal budgets, alternative provision and education other than at school is also a key priority to create a system which promotes independence, confidence and aspirations and enables children and young people to make a successful transition to adulthood. Annex B of the SEND & Inclusion Strategy 2023-2027 will focus on these aspects.

3. Rationale and evidence of demand

In recent years, there has been a significant increase in the number of children and young people who have an Education, Health and Care Plan (EHCP) resultant in the current figures shown in table 1.

SEND for school aged children and young people (excludes early years and post 16)					
Phase	Total	Special place	SEN Support	EHCP	Total SEN
Primary	26400	22365	3449	586	4035
Secondary	17985	15724	1889	372	2261
Special	1183	0	18	1165	1183
PRU	37	0	37	0	37
Total	45605	38089	5393	2123	7516

Table 1: School census January 2022

Numbers continue to show that Oldham has a higher number at the EHCP level and lower at the SEN support level than statistical neighbours and the national average.

	Oldham	Stat' neighbours	National
Nº of school age pupils	47169	530311	9000031
No of pupils with SEND	7662	89820	1485409
% Who have an EHCP	4.7%	3.9%	4.0%
% At SEN support level	11.5%	12.9%	12.6%
% Total who have SEND	16.2%	16.8%	16.6%

Table 2: EHCPs and SEN support comparisons based

Latest national data, published in June 2022 by the DfE, shows that the most common type of need for children and young people who have an EHCP is autism and for those who are identified as requiring SEN support is speech, language and communication needs (SLCN). This is also reflected in Oldham and there has been an increase in those being diagnosed and/or presenting with autism, both nationally and in Oldham.

In Oldham, for children and young people with an EHCP, data shows us that, autism is the most common primary type of need, with **42%** of children and young people in Oldham schools and settings having this primary type of need. SLCN and SEMH are also significant with **17%** of the Oldham schools EHCP cohort having a primary need of SLCN and **12%** SEMH (Jan Census 2022).

Despite the identified number of children and young people in Oldham schools who have an EHCP with a primary need of SLCN, this may not account for the true level of need in this area. This is because many children and young people will have been categorised as having social, emotional and mental health (SEMH), needs at secondary school whilst at primary they may have been more likely to be identified as having SLCN. This indicates that when they move to secondary school, their SLCN has been under identified or mis-categorised.

Table three shows the latest forecast for Oldham children and young people who have an EHCP, or may need one in future, if we do not change how we do things.

	ASC	HI	MLD	PD	PMLD	SLD	SEMH	SpLD	SLCN	VI	MSI	Other	Totals
2015	371	41	123	82	54	109	153	23	170	17	0	7	1150
2016	411	45	134	90	55	119	167	28	183	20	0	14	1266
2017	498	53	152	98	60	135	191	44	228	24	0	7	1490
2018	592	62	192	118	71	141	239	47	268	29	0	9	1768
2019	668	68	224	125	72	146	283	51	311	30	1	69	2048
2020	770	72	249	136	76	123	321	79	339	32	3	50	2250
2021	803	67	240	143	80	111	340	89	382	32	3	23	2306
2022	914	75	260	150	93	116	405	96	513	39	4	35	2700
2023	1027	76	272	157	97	105	458	99	615	47	6	35	2994
2024	1130	84	299	173	107	116	504	109	677	52	7	39	3293
2025	1243	92	329	190	117	127	554	120	744	57	7	42	3623
2026	1367	101	362	209	129	140	610	132	819	63	8	47	3985
2027	1504	111	398	230	142	154	671	145	900	69	9	51	4384
2028	1654	122	438	253	156	169	738	159	990	76	10	56	4822
2029	1819	135	482	278	172	186	811	175	1090	83	11	62	5304
2030	2001	148	530	306	189	205	893	193	1198	92	12	68	5834

Table 3: projected numbers of EHCPs up to 2030, following the current trajectory (actuals at Jan census to 2022 (2023 TBC in spring 2023), forecasted from 2024 based on average 10% national increase).

For all statutory school aged children and young people with an EHCP reviewed and maintained by Oldham LA, **55%** are educated in special schools (inc. INMSS and maintained special schools) The national average is **34%** and for metropolitan boroughs is **9.9%**. Table 4 shows what this means in numbers of children and young people.

	2017	2018	2019	2020	2021	2022
Mainstream	589	648	782	868	932	982
Special	701	794	887	962	1003	1093

Table 4: special school places 2017 – 2022

5. Pressure on high needs funding

INMSS monitoring provides up to child level data to understand the SEND needs required to both develop provision that children in INMSS settings could transition back and therefore provide appropriate local provision. This also enables us to forecast and understand the needs of the population to allow a focused approach to capacity development for specific identified needs, namely autism, SLCN and SEMH.

Tables five and six show an overview of the use of INMSS placements highlighting a reduction on the dependence on the use of these schools due to developments to date.

Financial year	INMSS placements: out of borough	Total costs
2019/2020	94	£3,952,846.00
2020/2021	77	£4,282,601.00
2021/2022	67	£3,973,022.00
2022/2023	62	£3,609,940.00

Costs are based on full academic year costs. Latest information as of 21 October 2022.

Table 5: INMSS placements outside of Oldham.

Financial year	INMSS placements: in borough	Total costs
2019/2020	50	£802,440.00
2020/2021	46	£1,189,946.00
2021/2022	30	£935,443.00
2022/2023	24	£890,382.00

Costs are based on full academic year costs. Latest information as of 21 October 2022.

Table 6: INMSS placements in the private sector located in Oldham.

Previous reports have demonstrated that the continual long-term dependence on out of borough and independent non-maintained special schools (INMSS) is not favourable as a long-term sustainable option when viewed against steadily rising increase in needs for these cohorts of children and young people.

The INMSS data full year forecast figures for 2022/23 indicate that 30 children and young people were/are placed in INMSS settings with a primary need of autism at a cost of £1,478,153.40. This is on average £49,000 per place.

The INMSS data full year forecast figures for 2022/23 indicate that 32 children and young people were/are placed in INMSS settings with a primary need of SEMH at a cost of £1,394,534.50. This is on average £44,000 per place.

Primary need	INMSS number	Cost
Autism/SLCN	30	1, 478,153.40
SEMH	32	1, 394,534.50
Other	24	1, 627,634.10

Table 7: Costs of INMSS related to specific areas of need.

Whilst numbers in INMSS continue to reduce, through our concerted efforts, the cost of INMSS rises due to increases in prices in the independent sector, which the LA has no control over. We would like to see more of this funding remaining in Oldham schools and education settings. Our strategy, therefore, is to work towards ensuring more of our resources stay within Oldham education settings.

6. Considerations

The continuing work on SEND sufficiency has clearly identified a gap in educational provision for children and young people with autism/SLCN and/or SLD/SEMH, whose needs are not currently being met in mainstream schools, resourced provision or local special schools. This often results in children and young people being placed in independent non-maintained special school (INMSS) provision out of borough, or in-borough independent settings.

Oldham does have an autism specific special school; however this is targeted at children and young people who are able to follow a GCSE pathway and curriculum. There is currently a gap in specialist provision for children and young people who have the following needs:

- Communication and interaction (autism/SLCN) combined with moderate to severe learning difficulties.
- SEMH and combined severe learning difficulties.

There are currently only three established resource provisions in Oldham, providing **36** places in total. This 'mainstream plus' provision needs to grow to enable children and young people to be educated in the borough that they reside and ensure access to the right provision.

Whilst much of the capacity development is providing short and medium term cost avoidance, to ensure resources stay within the borough, the growing need for capacity of in-borough provision set against the rise in EHCP's requires a multi-faceted approach. Utilising early identification and support, graduated response as well as the development of in-borough provision with our maintained and academy partners must be a key part of this.

Demand for EHCPs and specialist places continues to rise and the council's ability to create more places locally within acceptable timescales is compromised. In addition, the complexity of some children and young people's needs, combined with the lack of mainstream specialist places, has meant that the council has been required to make greater use of INMSS to deliver provision.

There is potential to impact on the use of INMSS places currently however this would require several dependencies not least parental consent, appropriate key phase transitions of children in a particular year group.

There is a real concern on the long-term ability to impact on the use of INMSS places without having the ability to develop provision within the local area at the pace and scale needed to affect this. However, Oldham remains a partner within the Northwest Framework to secure specialist placements if required.

Further issues include:

- The unknown cohort of 'in-year' identification of children and young people who have SEND add to additional EHCP number, and these prove difficult to forecast, e.g. families moving into the area, other local authorities placing in Oldham schools, etc.
- Developing the market to encourage more school settings and trusts to develop and/or expand provision in the borough in the short and medium term.
- Development of forecast data for post 16 and review of statutory post 16 ESFA requirements that impact on the rising demand for placements up to the age of 25.
- The success of all identified projects with various approvals required from, capital, planning, providers and the possible impact of BSF/PFI initiatives.

7. SEND sufficiency projects 2023-2027

Progress has already been made on sufficiency projects including Medlock Valley (6 places) and Newman R C (6 places, PILOT only) plus Kingsland School scheduled for January 2023 (12 places). This will provide a further 24 places for the 22/23 academic year and a further 12 the following year.

In addition, an expression of interest went out in the Spring Term 2022 to all schools and settings, requesting they express an interest should they wish to provide resource or satellite provision.

From this initial expression of interest, **17** primary schools, **2** secondary schools and **1** FE provider have requested to be considered for mainstream plus provision. Due to the demand for mainstream plus places in secondary a further secondary mainstream plus provision will be needed in phase 1.

A further 6 mainstream plus provisions will open prior to 2025, giving an additional 108 places in total (36 in 2023, 2024 and 2025).

Development discussions have continued as part of the SEND sufficiency strategy work, assessing the available data to target provision against the needs of children and young people.

This highlights further the need for increased provision related to communication and interaction needs (autism and speech, language and communication needs (SLCN)) as well as SEMH needs.

Discussions continue with education providers to support the LA in its aims of the send sufficiency plan and its drive to significantly reduce the impact on the high needs budget by ensuring children and young people remain in local provision with a reduction in the use of INMSS.

Resource provision	Primary need	Total cost per place*	Year				Total
			22/23	23/24	24/25	25/26	
Kingsland School	Autism/SEMH	£19,869	12	0	0	0	12
Medlock Valley	Autism/SEMH	£15,127	6	6	6	0	18
Secondary 1	Autism/SEMH	£19,869	6	6	6	0	18
Secondary 2	Autism/SEMH	£19,869	0	6	6	6	18
Secondary 3	Autism/SEMH	£19,869	0	6	6	6	18
Secondary 4	Autism/SEMH	£19,869	0	6	6	6	18
Primary 1	Autism/SLD	£15,127	0	6	6	6	18
Primary 2	Autism, SLD	£15,127	0	6	6	6	18
FE 1	Autism, SEMH	£19,869	0	6	6	6	18
<i>*Subject to review of resource allocation system.</i>			24	48	48	36	156

Table 8: Planned creation of resource provision/mainstream plus provision.

8. High needs provision capital allocations 2021 – 2024

Those SEND projects requiring capital investment have and are being supported through the Special Provision Capital and the High Needs Provision Capital Allocation Grants.

The current sufficiency plan and model is based on developments in the short and medium term with mainstream plus provision developments, but with the recent allocation of additional funding through the High Needs Capital Allocation Grant this could allow for additional capacity to meet the needs sooner.

Oldham have been awarded further funding for 2022-23 and 2023-24, from the DfE's high needs provision capital allocation grant. This creates a cumulative total of 6.0m (from the original 0.8m allocated in 2021-22).

High Needs Provision Capital Allocations 2021-24 <i>(published March 2022)</i>			
Updated HNPCA 2021-22	Updated HNPCA 2022-23	Additional HNPCA 2023-24	Total HNPCA 2021-24
£830,009	£2,189,364	£3,012,464	£6,031,837

Table 9: HNPCA 2021 - 2024

This funding is to support the development of additional capacity and enhancing school/setting environments to support children/young people with SEND. This is great news for Oldham as it will enable more sufficiency projects to proceed, thereby enhancing the specialist places available within the borough. This will be managed through the Education Provision Team, which reports into the Education Provision Group (EPG).

The potential capacity expansion programme based on the forecast data for children and young people with EHCP's, as well as recognition of those currently in INMSS and their respective year groups would look to provide the additional capacity we need.

9. Collaborative approach

The continuing development discussions with schools regarding additional capacity at mainstream school sites has the potential to align itself to a positive inclusive model. This supports the aims of providing local education places for children and young people with SEND in Oldham and may be more practical in effectively supporting the educational needs and demands of all children in Oldham long term, and successfully impacting, to the extent needed, to reduce the high needs block in the long term that will be sustainable.

Most children and young people should be able to access the support they need to thrive in their local mainstream setting, without the need for an EHCP. To ensure we can achieve this, we need to create a financially sustainable system that provides value and ensures the best outcomes for children and young people.

Previously, we have considered the increase of special school places, however national developments and drivers have caused pause for thought. The Education Act 2011 changed the arrangements for establishing new schools and introduced section 6A, which is known as the academy or free school presumption which, without central government funding, would require the LA to provide the capital to fund any development. In addition, government plans can lead to significant aspects of changes of the education landscape potentially having a significant impact on local authorities, that is not yet known.

Monitoring of the use of INMSS placements and the tracking of year groups as part of the ongoing dedicated schools grant sustainability improvement programme, provides information that supports the development of in borough provision. This will allow us to review the use of INMSS whilst also monitoring the local increases identified in the data around needs and EHCP's. Also of note is that Oldham are part of the SEND North West Framework, used to identify possible placements within an agreed funding range. This is something we need to drive forward.

An additional benefit to our improvements will be enabling children and young people to participate in activities that build self-esteem and independence skills such as those delivered through the Short Breaks Play and Leisure offer.

In summary

The priorities we have identified as part of the overall SEND & Inclusion Strategy are intended to further reduce the need for INMSS because of strengthening the range of provision with the borough. This will enable more of the high needs block to remain within the borough, and it will reduce the social costs for children, young people and families.

To address sufficiency in the best way to meet the needs of children and young people in Oldham, we are proposing to establish sufficiency of specialist places by working in partnership with schools/settings and trusts to develop specialist provision within mainstream schools.

Our commitment is that children and young people have their needs identified promptly, with appropriate support and provision put in place within Oldham at the earliest opportunity and at the level they need it.

10. SEND & Inclusion Strategy 2023 – 2027

What we will do

- Develop a range of ‘mainstream plus’ options to support children and young people who require provision than is expected to remain in mainstream schools.
- Develop an evidence-informed and collaborative approach to planning places in all types of specialist SEND provision so that there is a transparent plan for how local provision can meet local needs.
- Work with partners to develop more structure and consistency for considering bespoke placements for children and young people with the most complex needs.
- Develop a joined-up network of SEND and inclusion practice across the borough, which is supported by Oldham's early years specialist support services, special schools, mainstream plus practitioners and centrally based specialist services.
- Work with education settings to ensure the best use of the high needs capital funding to improve and enhance the environment to support children and young people with SEND.
- Ensure that there are enough specialist placements to meet the needs of the local population within Oldham and map this out for the period of this strategy and into the future, in consideration of forecast needs.
- Explore what can be done to offer parent/carer support in education settings in partnership with SENCos and services.
- Ensure that there are sufficient options available for young people when they leave school, including apprenticeships, sixth form, work-based opportunities and further education.

- Promote and expand the inclusive offer in Oldham, so that more young people have access to employment pathways that meet their needs including, through; work placements, work experience, traineeships, supported Internships and apprenticeships.
- Review health provision to ensure the right level of health provision is commissioned to meet the needs of the local area.
- Review and develop our commissioning agreements between the local authority and the integrated care system so that key health services have good transition plans between children's and adults' services.

Because of what we do

- More children and young people will have their needs met in mainstream provision and will access the opportunities this provides so that they are able to make a positive contribution and play an active role in their community.
- Children and young people will benefit from the right support, when they need it, so they can continue to learn new skills and knowledge along with their peers.
- Capacity will be built in education settings across all age phases.
- Children and young people with SEND will have, and make use of, the same opportunities as everyone else because there is an expectation that they will get the right support and encouragement.
- Young people will have more options for post 16 pathways available in their community so that they enjoy a sense of achievement as they continue to build skills, leading to future employment.

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Report to CABINET

DWP Restart contract extension for Get Oldham Working service

Portfolio Holder: Councillor Fida Hussain, Cabinet Member for Business, Employment and Enterprise.

Officer Contact: Matt Bulmer, Director of Education, Early Years and Skills

Report Author: Jonathan Phillips, Head of Service Employment and Skills

15th July 2024

Reason for Decision

To approve the acceptance of the Restart contract extension for a further three years, from July 2024 to 30th June 2027, which will maintain Get Oldham Working's delivery to a further thousand Oldham residents, supporting them back into work and sustainable employment.

Recommendations

Authorise the Council via GOW to accept and act in the role of sub-contractor to Ingeus to deliver the Restart contract extension from July 2024 to 30th June 2027.

DWP Restart contract extension for Get Oldham Working service.**1 Background**

- 1.1 The purpose of the report is to request approval for Oldham Council to act in the role of sub-contractor (via the Get Oldham Working service) to continue delivering the DWP Restart contract as part of the extension from 1st July 2024 to 30th June 2027.
- 1.2 Oldham Council (via the Get Oldham Working Service) have been delivering a Restart contract as sub-contractor to Ingeus since 1st June 2021. The council have authorised acceptance of this contract back in 2021, including relevant due diligence, governance, data security and legal review.
- 1.3 The current contract is to support 1,350 customers for a monetary value up to £2.6m. Delivery period 1st June 2021 to 30th June 2025.
- 1.4 Oldham Council's (via the Get Oldham Working Service) delivery of the contract has currently (29th Feb 2024) generated £1.61m of the £2.6m contract, supporting 1,220 (104% against expected profile) Oldham residents with intensive employment support, equating so far to 555 (90% against expected profile) job starts and 278 (89% against profile) job outcomes.
- 1.5 The quality and compliance aspects are reported via internal and external observations and checks. External checks (by Prime contractor, Ingeus), the service has an excellent rating for CSS (customer Service Standards), has passed all site and file audits to date (including DWP audit), and currently on zero financial penalties in last 12 months from file audit checks.
- 1.6 Recommended areas of improve include, increasing the overall outcome profile, from 89% to 100% and ensuring all monthly cohorts of customers reach a minimum of 37% into outcome within a 12–18-month period. The service has developed a working action plan to strive for these improvement areas over the next six to twelve months and are required to report on this plan monthly direct to the Prime contract team at Ingeus.

2 Current Position

- 2.1 DWP announced back in November 2023 that they were planning on extending the National Restart scheme for a further two years to support another 500's people.
- 2.2 Negotiations have taken place with each DWP and the Primes and most recently with Primes and sub-contractor for a new allocation of volumes and monetary value for each contract area.
- 2.3 Oldham Council have been offered a further £2.6m for a new contract to continue with Restart from 1st July 2024 to 30th June 2027, to work with approx. 1,000+ Oldham residents with an expectation that at least 455 Oldham residents will secure sustainable employment.
- 2.4 The contract commitments are mostly the same as the existing contract, apart from a 1% uplift in job outcome expectations.

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- 2.5 Due diligence is already in place re governance, data security and information management.
 - 2.6 Staff have remained consulted throughout this process, however if Option 2 isn't approved and staff maybe at risk of redundancy formal consultation will take place in accordance with council policies and procedures. The extension to the contract of the DWP Restart contract as a subcontract to Ingeus will provide opportunities to the residents of Oldham in line with the Councils priorities and objectives.

3 **Options/Alternatives**

- 3.1 Option 1: not accept the new contract. This isn't seen as a preferred option, as it could jeopardise the high performance we have in place so far, plus the Get Oldham Working service would be hit with an extensive funding gap for staffing and require making redundancies. It would also put the funding coming into Oldham at risk, as this would have to be re tendered / commissioned to another provider.
- 3.2 Option 2: Agree to accept the new contract through GOW to deliver the services. This will support our residents first approach, enable GOW and the council to not make redundancies for exiting staff working on other contracts coming to an end and ensure we can work towards exceeding on contractual volumes and get more for Oldham residents across the National programme.

4 **Preferred Option**

- 4.1 Option 2.

5 **Consultation**

- 5.1 Senior council staff have been consulted about the approach and agree to the preferred option. We have also consulted staff who are currently working on the contract and at Get Oldham Working.

6. **Financial Implications**

- 6.1 This report is seeking approval for the Get Oldham Working Service to accept and act in the role of sub-contractor to Ingeus to continue to deliver the DWP Restart contract extended from 1st July 2024 to 30th June 2027.
- 6.2 The service has been offered up to a further £2.6m for a new contract to continue with Restart, to work with approx. 1,000+ Oldham residents with an expectation that at least 455 Oldham residents will secure sustainable employment.
- 6.3 The contract will cover contributions towards existing staff salaries, travel and expenses, corporate overheads and insurance, IT, DBS, accommodation, stationery, marketing and other participant spend.
- 6.4 The income is received via a self-bill which is signed off by the Get Oldham Working Head of Service each month and then an audit of transactions is done every quarter.
- 6.5 The previous award was up to £2.6m, however over a longer period, the contract if accepted is awarded on is the same as the existing one; a 25% monthly service fee monthly and 75% performance based. The staffing and expenditure is expected to be in line with current arrangements. The only element of clawback are penalties for non-compliance, to date none have been incurred.

(Catherine Dunkerley - Accountant)

7 Legal Implications

7.1 The Council's Contract Procedure Rules do not apply where the Council is acting in a contractor or sub-contractor role (rather than commissioner). Therefore, whether or not it is appropriate for the Council to continue to act as a sub-contractor and enter into a new sub-contract with Ingeus in relation to the delivery of part of the Restart Contracted Employment Programme in the Greater Manchester region is a corporate and commercial decision.

7.2 The power for the Council to charge for its delivery of discretionary services stems from section 93 of the Local Government Act 2003. Under this section, the Council can recover any costs it will incur in delivering the services. If the Council wishes to trade commercially for profit in respect of function related activities, section 95 of the LGA 2003 requires that it do so through a company.

7.3 Prior to entering into a new sub-contract with Ingeus, conformation is needed that the Head Contract is in place and that the DWP has complied with all relevant internal and statutory procurement rules. In addition, the form of sub-contract should be shared with Legal Services for general review and comment so that any relevant implications and risks can be identified. It is anticipated that the terms of the proposed sub-contract will largely be in line with the terms of the Head Contract. Any approval of the terms and conditions of a new sub-contract would, ideally, be subject to such a legal review and due consideration of any risks and implications together with confirmation that the terms can be complied with. This will form part of the Council's due diligence.

8 Equality Impact - including implications for Children and Young People

8.1 None.

9 Key Decision

9.1 Yes

10 Key Decision Reference

10.1 ERS-03-24

11 Background Papers

11.1 None.

12 Appendices

12.1 None.



Report to CABINET

Approval of Enforcement Policy

Portfolio Holder:

Councillor Chris Goodwin, Cabinet Member for Don't Trash Oldham

Officer Contact: Nasir Dad, Director of Environment

Report Author: John Garforth, Service Manager

15 July 2024

Reason for Decision

To review and approve a revised Corporate Enforcement Policy in order to take account of updated guidance, codes of practice and new regulatory sanctions which have been introduced since the Council's Enforcement Policy was last reviewed in 2022. In addition, the report seeks approval to adopt the national issued Local Authority Building Control Enforcement Policy.

Recommendations

That Cabinet:

1. Notes the report; and
2. Approves the enforcement policies in Appendix 1 and 2.

Approval of Enforcement Policy

1 Background

- 1.1 The Council is required to have an overarching statement of Enforcement Policy which governs the way statutory enforcement functions are implemented.
- 1.2 The Council adopted the Enforcement Concordat in 2002 and established an enforcement policy to set out what businesses and others being regulated can expect from enforcement officers employed by the Authority. Since then, additional guidance, codes of practice and new regulatory sanctions have been introduced, and it is therefore, appropriate to update the Enforcement Policy to reflect these changes and ensure compliance.

2 Current Position

- 2.1 The current Enforcement Policy was approved in 2022 and has been reviewed to ensure that the Council states its generic principles for good enforcement.
- 2.2 It commits the Council to good enforcement policies and procedures, including carrying out our activities in a robust but fair way that supports those who are regulated to comply and grow, avoiding imposing unnecessary regulatory burdens and assessing whether lesser outcomes could be achieved by lesser means. It provides guidance on a range of options that are available to help the public achieve compliance with the legislation that the council enforces and how powers may be used to regulate and raise standards in various sectors.
- 2.3 In relation to Building Control, a request is made to adopt the national Local Authority Building Control (LABC) Enforcement Policy, which aims to ensure consistent implementation of Building Control standards at a local level.
- 2.4 The Enforcement policy is a key document setting the updated guidance, codes of practice and new regulatory sanctions which have been introduced since the Council's Enforcement Policy was last reviewed in 2022. This will provide an opportunity for the users of the policy to see the updates. The risks of not publishing the updated policy is that there may be reputational risks to the Council around transparency.
- 2.5 The policy sets out how the Council will be transparent in considering infringements by publishing options for consideration by Officers. The policy can be accessed by the public and regulated businesses and individuals. It supports the role of the Council in relation to its public protection responsibilities.
- 2.6 The proposed enforcement policy can be found at Appendix 1, and the LABC enforcement policy at Appendix 2.

3 Options/Alternatives

- 3.1 Option 1: Approve the implementation of the enforcement policy.
- 3.2 Option 2: Do not approve the enforcement policy.

4 Preferred Option

- 4.1 To approve the revised Enforcement Policy.

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- 5 **Consultation**
- 5.1 Consultation has taken place with all internal departments who have enforcement responsibilities.
- 6 **Financial Implications**
- 6.1 None
- 7 **Legal Implications**
- 7.1 The Council should have a policy in place which provides guidance on how it carries out its enforcement responsibilities. In relation to prosecutions, the Council is required to follow the provisions of the Code for Crown Prosecutors, which have been incorporated into the Corporate Enforcement Policy. (A. Evans)
- 8 **Oldham Equality Impact Assessment, including implications for Children and Young People**
- 8.1 No
- 9 **Key Decision**
- 9.1 Yes
- 10 **Key Decision Reference**
- 10.1 HL-03-24
- 11 **Background Papers**
- 11.1 None
- 12 **Appendices**
- 12.1 Appendix 1 – Proposed Enforcement Policy
Appendix 2 – LABC Building Control Enforcement Policy

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Enforcement Policy



Oldham
Council

1. Introduction

1.1 Policy Statement

This document lays out the generic principles for good enforcement. This document sets out what business and others can expect from Oldham Council's regulatory services and its officers. It commits the Council to good enforcement policies and procedures. This includes carrying out our activities in a robust but fair way that supports those we regulate to comply and grow, avoiding imposing unnecessary regulatory burdens, and assessing whether similar social, environmental and economic outcomes could be achieved by less burdensome means. It is supplemented where necessary by other documents, which set out in greater detail the specific policies, procedures and standards of service, which apply to particular regulatory services. The Enforcement Policy is not exhaustive in its application. It is recognised that some regulatory services will have specific policies (which may be statutory in nature), that will either coexist alongside this policy, or in certain circumstances supersede it. This policy takes effect from the **16th of July 2024**.

1.2 Purpose

The primary function of local government regulatory activity is to protect the public, the environment and the local economy. There is a wide range of tools available to us as an enforcement authority and by delivering on these commitments we shall help to maintain a fair and safe living and trading environment to promote the local economy, social cohesion and protection of public and environmental health.

This document seeks to communicate and explain the approach of the Council's regulatory services towards enforcement and dealing with non-compliance. It sets out the enforcement options ranging from no action to prosecution. It provides guidance on the range of options that are available to help the public achieve compliance with the legislation that we enforce and how discretionary powers may be used to regulate and raise standards in various sectors.

Section 6 of the Better Regulation Delivery Office's (Department for Business, Innovation and Skills) Regulators' Code sets out the Government's expectation that local authorities will ensure their approach to their regulatory activities is transparent. The provisions of section 6 include an expectation that local authorities will publish a clear set of service standards, setting out what those they regulate should expect from them. This enforcement policy explains how the Council will implement the Regulators' Code and what individuals, households, businesses and other agencies can expect from our enforcement activities.

This Enforcement Policy commits us to:

- Protecting residents, visitors, workers, consumers, businesses, the Council's financial position and the environment of the area
- Protecting against the spread of infectious diseases in the area
- Equitable and consistent enforcement actions
- Fostering an environment which encourages economic progress in our districts
- Helping businesses and others to understand and meet their legal obligations
- Reducing unnecessary burdens on businesses and individuals
- Responding proportionately to the seriousness of regulatory breaches
- Taking firm action, including legal action where appropriate, against those who fail to change their behaviour, flout the law or act negligently or deliberately seek to distort the market place.

1.3 Scope

Oldham Council has enforcement teams relating to the following areas of compliance:

- Trading standards
- Licensing
- Food safety
- Health and safety
- Nuisance, contaminated land and environmental matters
- Pest control
- Crime reduction/Anti-social behaviour
- Animal Health & Welfare
- Littering and Fly tipping
- Private Housing
- Internal Audit & Counter Fraud: Council Tax Reduction/Discount, Business Rates, Blue Badge including any other fraud perpetrated against the Council
- Education
- Planning
- Building Control
- Highways Authority
- Parking Services

Some areas of discreet regulatory activity may also have further policy statements setting out in greater detail the methodologies of enforcement activity that will be adopted.

1.4 Policy Consistent with Best Practice and Statutory Requirement

This Enforcement Policy helps to promote efficient and effective approaches to regulatory inspection and enforcement, which improve regulatory outcomes without imposing unnecessary burdens on business and others subject to regulation. This Policy has been developed with due regard to the **Principles of Good Enforcement** set out in the following guidance documents:

- **The Regulators' Code**, a code issued under the Legislative and Regulatory Reform Act 2006 in respect of certain specified Council regulatory functions.
- **The Code for Crown Prosecutors** issued by the Director of Public Prosecutions under the Prosecution of Offenders Act 1985.
- **The Enforcement Policy Statement of the Health and Safety Executive and the National Local Authority Enforcement Code Health and Safety at Work England, Scotland and Wales, April 2013**, which the Council's Health and Safety Enforcement Officers should follow.
- **The Food Standard Agency's Regulators' Code**, which came into force in April 2014.

In certain circumstances we may conclude that a provision contained in one or more of these codes is either not relevant or is outweighed by another provision or relevant factor. We will ensure that any decision to depart from relevant policy guidelines will be properly reasoned and based on material evidence.

The Secretary of State's Statutory Guidance to Local Authorities on the Civil Enforcement of Parking Contraventions, November 2015 details the policy framework on how to approach, carry out and review civil parking enforcement.

1.5 What we mean by 'Regulatory' and 'Enforcement'

Although these terms are not specifically defined in legislation:

- **'Regulatory'** encompasses the Council's numerous powers and duties enabling the behaviour of individuals and/or organisations to be controlled in the public interest.
- **'Enforcement'** includes any action carried out in the exercise of, or against the background of, statutory powers and duties of regulation. This is not limited to formal enforcement action such as prosecution in the criminal Courts or the giving of Notices. It also includes, among other things, the inspection of premises for the purpose of checking compliance with regulations or conditions, the imposition of conditions on any licence, consent or similar formal permission, the issue of fixed penalty notices, the giving of Home Office cautions and the making of applications to the Courts for Orders to control the conduct of individuals and/or organisations.

1.6 Legal Obligations

All enforcement activities, including investigations and formal actions, will always be conducted in compliance with the Council's statutory obligations. Council enforcement officers should act within the scope of their delegated authority and with due regard to all relevant legislation, such as:

- Health and Safety at Work etc. Act 1974
- Police and Criminal Evidence Act 1984,
- Criminal Procedure and Investigations Act 1996,
- Human Rights Act 1998,
- Crime and Disorder Act 1998 (s17)
- Regulation of Investigatory Powers Act 2000,
- Criminal Justice and Police Act 2001,
- Legislative and Regulatory Reform Act 2006,
- Regulatory Enforcement and Sanctions Act 2008
- Equality Act 2010
- Home Office Code of Practice on Powers of Entry
- Protection of Freedoms Act 2012
- Data Protection Act 2018

This is not an exhaustive list. Officers will have due regard to any relevant formal procedures and codes of practice made under such legislation and will be guided in their work by the principles laid down in legislation and underpinning this policy.

2. Our Enforcement Principles

We aim to apply the principles set down in the Legislative and Regulatory Reform Act 2006 to all of our regulatory activities, including, but not limited to, those that are specified in regulations made under the Act. The principles are that:

- Regulatory activities should be carried out in a way which is transparent, accountable, proportionate and consistent;
- Regulatory activities should be targeted only at cases in which action is needed.

The following paragraphs set out how we aim to make this happen in practice.

2.1 Helping Businesses and Others to Compliance – Supporting Economic Progress

The effectiveness of legislation in protecting consumers, other businesses and the community depends crucially on the compliance of those regulated. We recognise that most people and most businesses want to comply with the law. We will, therefore, take care to help businesses and others meet their legal obligations without unnecessary expense.

We will strive to ensure that when information is needed from businesses that it is assessed to avoid duplication of requests and amended where necessary.

Whenever practicable we will promote positive incentives for businesses that comply, such as the National Food Hygiene Rating Scheme, and Rent with Confidence Scheme. We will, where practicable and appropriate, feedback to business when there are changes in business risk ratings as a result of their performance.

2.2 Openness through Clear, Accessible Guidance

Any information and advice about the legislation that we enforce shall be provided in plain language where practicable including on the Council website at www.oldham.gov.uk

Within any limits imposed by law, we will be open about how we carry out our work, including any charges that we make for services.

2.3 Helpfulness through Clear, Accessible Guidance

We believe that it is in the interests both of regulated businesses and the wider public to get things 'right first time'. Our enforcement role should involve actively working with all those subject to regulation, especially small and medium sized businesses, to guide and assist with compliance. We will provide a courteous and efficient service and our staff will identify themselves by name and carry proof of their identity. We will provide a contact point and telephone number for further dealings with us and we will encourage businesses and others to seek guidance or information from us. All requests for service, including applications for approval of establishments, licences, registrations, etc, will be dealt with efficiently and promptly within the resources available. We will ensure that, wherever practicable, our enforcement services are effectively co-ordinated to minimise unnecessary overlaps and time delays.

2.4 Meeting the Needs of All Our Service Users

As far as it is reasonable to do, we will make provision for the particular interests of our service users, including businesses, their employees and the public e.g. access requirements and plain English. We are committed to providing equality of access to all the services that we provide. Full regard will be paid to different abilities and officers will be committed to ensuring that no one is discriminated against on the basis of their age, disability, employment status, ethnic or national origins, race or colour, marital status, religious or political beliefs, responsibilities for children or dependents, gender or gender reassignment, sexuality, social class, or unrelated criminal convictions. In line with the Council's published equalities policy, we will ensure that we provide services that are fair and accessible and make reasonable provision for particular needs for services.

2.5 Accountability – How to Make a Complaint about our Service

We want to sort your complaint out as soon as possible. If you have a problem with a Council service, please talk to a member of staff or contact the Manager of the service concerned. They may be able to resolve the issue straight away. If you are unsatisfied with the service from the Council, you can make a complaint under our Complaints and Feedback procedure:

customer.feedback@oldham.gov.uk

2.6 Targeted, Proportionate and Risk-based Enforcement

We will minimise the costs of compliance for businesses and the public by ensuring that any action we require is proportionate to the risks. We will adopt a risk-based approach to target resources where most needed. In line with the codes referred to above, we will take account of the circumstances of the case and the response of those subject to regulation when considering action. At the same time we will use intelligence and direct resources to identify those who flout the law or act irresponsibly and take firm action against them, including prosecution where appropriate.

2.7 Consistent Enforcement

We will carry out our duties in a fair, equitable and consistent manner. While officers are expected to exercise judgement in individual cases and to treat each case on its own merits, we will have arrangements in place to promote consistency. Any actions taken should therefore:

- aim to change the behaviour of the offender;
- aim to eliminate any financial gain or benefit from non-compliance;
- be responsive and consider what is appropriate for the particular offender and regulatory issue, which can include punishment and the public stigma that should be associated with a criminal conviction;
- be proportionate to the nature of the offence and the harm caused;
- aim to restore the harm caused by non-compliance, where appropriate; and,
- aim to deter future non-compliance.

We support and will promote arrangements for effective liaison with other authorities and enforcement bodies through schemes such as the Home Authority principle, the Lead Authority principle and the Primary Authority principle.

www.gov.uk/government/publications/primary-authority-overview

2.8 Working with Other Enforcement Agencies

Some regulatory activity involves consultation with other agencies before deciding on the most appropriate course of action. Sometimes there is more than one agency that can act in response to a problem. If there is a shared enforcement role with other agencies, whenever possible our enforcement activities will be co-ordinated with these agencies in order to minimise unnecessary duplication or delays and to increase our overall effectiveness:

- Wherever we have a statutory duty to report regulatory matters to another body or agency, we will have procedures in place to ensure that this happens;
- If we become aware of an enforcement issue that would be of legitimate interest to, or more properly be dealt with by, another enforcement agency, we will ensure that the information is passed to that agency in good time. Equally we will take referrals from other agencies when appropriate to do so.

2.9 Adopting Good Enforcement Procedures

Guidance from an officer will be put clearly and simply, explaining why any remedial work or action is considered to be necessary and over what time-scale. Such guidance will make sure that legal requirements are clearly distinguished from best practice advice and will be usually confirmed in writing.

3. How We Take Enforcement Action

3.1 Unless immediate action is necessary and proportionate (such as the need to immediately prohibit an activity in order to avoid imminent harm to health and safety, or the need to resolve reported nuisance where we cannot find the person responsible, or to reduce capacity at a sports ground to protect spectators), the Council will afford an opportunity to discuss the circumstances of the case and, if possible, resolve points of difference. Wherever possible, officers will seek to find solutions that are arrived at by agreement and co-operation and will keep in mind the maxim that prevention is better than cure.

3.2 Where there are statutory rights of appeal against formal action, information about those appeal rights will be given, either with the Notice governing the action taken or, where this is not appropriate or practicable, in a letter following the action to be sent as soon as reasonably practicable.

3.3 Enforcement Actions

Whenever enforcement officers deal with matters that could constitute a criminal offence, and for which legal proceedings may be taken against an individual and / or a company, such allegations will be properly investigated unless a Fixed Penalty Notice (FPN) is going to be issued (see 3.5 below). Depending on the offence and function, officers have varying powers delegated to them.

3.4 At the conclusion of an officer's enquiries, a decision will be made as to whether or not it is believed that an offence has in fact been committed, and, if this is the case, whether to deal with the matter informally, or whether to pursue a more formal course of action. The enforcement action that the local authority chooses to take will depend upon the particular circumstances and the approach of the business or regulated person to dealing with the breach. Although the general rule will be to levy the minimum level of enforcement required to reach a satisfactory solution the Council will deal firmly with those that deliberately or persistently fail to comply or who target vulnerable persons, deprive the public purse or compromise public safety where there is an overwhelming public interest to take formal action.

3.5 Guidance for issuing Fixed Penalty Notices:

Officers and their representatives will follow this guidance to determine if it is appropriate to issue a FPN:

<https://www.gov.uk/guidance/enforcement-officers-issuing-fixed-penalty-notices>

3.6 Informal Action – Advice or Warning

Minor infringements are generally dealt with by means of informal action and would involve the officer drawing the matter to the attention of the individual or to the owner of the business or to an appropriate employee and giving appropriate guidance. Where appropriate a report will be left at the time of the visit or contained within a written letter of advice or warning. Rarely will a minor or technical infringement result in more formal action being taken, particularly if it is capable of immediate rectification. A follow-up visit will usually be made, where circumstances demand, to ensure minor matters have been rectified. However, if previous advice has been ignored, or if there is another factor that warrants a formal response, the Council may choose to treat the incident in a formal way.

3.7 Formal Action – Statutory Notice

Depending on the powers of the officer under the applicable legislation, and the remedy that best protects the public from harm, the officer may issue a statutory notice requiring that certain actions should be carried out within a given timescale. It is the responsibility of the recipient to comply with the notice. Failure to do so may result in criminal action being taken.

3.8 Formal Action – Investigation

In other cases, we will conduct an investigation in order to decide the appropriate course of action. You will be told who the investigating officer is.

3.9 We give suspected offenders the opportunity to give an explanation of the circumstances surrounding the commission of any alleged offence including, where provided for by the legislation, of any statutory defences. Officers may decide to do this by inviting the suspect to attend a formal interview.

3.10 Any formal interview about offences will be conducted having regard to the Codes issued under the Police and Criminal Evidence Act 1984 (PACE) and an appropriate record will be made. Suspected offenders will be given the opportunity to seek legal advice prior to such an interview taking place and may be accompanied by a legal representative at the interview itself.

Some matters may not proceed to a full criminal investigation but may instead be dealt with by way of a committee hearing e.g., taxi drivers and premises licence holders in order to assess their suitability to continue to hold such licence.

3.11 Formal Action - Criteria for Assessing Action on Suspected Offences

The Council takes care to ensure an independent and consistent approach is taken to prosecution decisions. In most cases where the investigating officer recommends prosecution the Council's delegated officer within Legal Services makes the decision whether or not to begin such proceedings. In those minority of cases where other Council officers are responsible for making the decision, any advice provided by the Head of Legal Services will be taken into account.

In all cases the appropriate course of action to take is decided having regard to relevant policies and the current **Code for Crown Prosecutors**, which involves a two-stage decision making process:

- Firstly, an **evidential test** to ensure that there is enough evidence to provide a 'realistic prospect of conviction'. If this is lacking, then no prosecution or alternative means of disposal of criminal offences will be taken.
- Secondly, a **public interest test**, which will determine whether it is in the public interest for a prosecution to be taken.

We will also take into account any other relevant codes of practice for example the Feed Code of Practice when enforcing animal feed law and the Food Code of Practice when enforcing Food law.

3.12 Public interest criteria

The Council will consider all relevant circumstances carefully and will have regard to the following public interest criteria:

- the gravity of an alleged offence, taken together with the seriousness of any actual or potential harm, or the general record and approach of the offender;
- whether there has been a reckless disregard of regulatory requirements;
- whether there have been repeated breaches giving rise to significant risk, or persistent and significant poor compliance;
- whether there has been a failure to honour voluntary undertakings or comply with statutory notices; or there has been a repetition of a breach that was subject to a simple caution;
- whether false information has been supplied wilfully, or there has been an intent to deceive, in relation to a matter which gives rise to significant risk;
- whether authorised officers have been intentionally obstructed in the lawful course of their duties.

This is not an exhaustive list. Where we consider that formal enforcement action is necessary each case will be considered on its own merits.

3.13 The Code for Crown Prosecutors test insofar as it relates to the Council requires the consideration of the following questions:

a) How serious is the offence committed?

- The more serious the offence, the more likely it is that a prosecution is required.
- When assessing the seriousness of an offence, prosecutors should include in their consideration the suspect's culpability and the harm caused, by asking themselves the questions at b) and c).

b) What is the level of culpability of the suspect?

- The greater the suspect's level of culpability, the more likely it is that a prosecution is required.
- Culpability is likely to be determined by:
 - i. the suspect's level of involvement;
 - ii. the extent to which the offending was premeditated and/or planned;
 - iii. the extent to which the suspect has benefitted from criminal conduct;
 - iv. Whether the suspect has previous criminal convictions and/or out-of-court disposals and any offending whilst on bail or whilst subject to a court order;
 - v. whether the offending was or is likely to be continued, repeated or escalated;
 - vi. The suspect's age and maturity (see paragraph d below).
- A suspect is likely to have a much lower level of culpability if the suspect has been compelled, coerced or exploited, particularly if they are the victim of a crime that is linked to their offending.
- Prosecutors should also have regard to whether the suspect is, or was at the time of the offence, affected by any significant mental or physical ill health or disability, as in some circumstances this may mean that it is less likely that a prosecution is required. However, prosecutors will also need to consider how serious the offence was, whether the suspect is likely to re-offend and the need to safeguard the public or those providing care to such persons.

c) What are the circumstances of and the harm caused to the victim?

- The circumstances of the victim are highly relevant. The more vulnerable the victim's situation, or the greater the perceived vulnerability of the victim, the more likely it is that a prosecution is required.
- This includes where a position of trust or authority exists between the suspect and victim.
- A prosecution is also more likely if the offence has been committed against a victim who was at the time a person serving the public.
- It is more likely that prosecution is required if the offence was motivated by any form of prejudice against the victim's actual or presumed ethnic or national origin, gender, disability, age, religion or belief, sexual orientation or gender identity; or if the suspect targeted or exploited the victim, or demonstrated hostility towards the victim, based on any of those characteristics.

- Prosecutors also need to consider if a prosecution is likely to have an adverse effect on the victim's physical or mental health, always bearing in mind the seriousness of the offence, the availability of special measures and the possibility of a prosecution without the participation of the victim.
 - Prosecutors should take into account the views expressed by the victim about the impact that the offence has had. In appropriate cases, this may also include the views of the victim's family.
 - However, the Council does not act for victims or their families in the same way as solicitors act for their clients, and prosecutors must form an overall view of the public interest.
- d) What was the suspect's age and maturity at the time of the offence?

Persons under the age of 18

Prevention and diversion activity is a key aim of the Council's response, working with partners, to young people identified as involved in, or at risk of anti-social behaviour and criminality. Where appropriate, prevention and diversionary action will be undertaken; however, prosecution remains an option for persons under the age of 18 where significant harm is being caused to individuals or communities.

Prosecutors should consider the suspect's maturity, as well as their chronological age, as young adults will continue to mature into their mid-twenties.

- As a starting point, the younger the suspect, the less likely it is that a prosecution is required.

e) What is the impact on the community?

- The greater the impact of the offending on the community, the more likely it is that a prosecution is required.
- The prevalence of an offence in a community may cause particular harm to that community, increasing the seriousness of the offending.
- Community is not restricted to communities defined by location and may relate to a group of people who share certain characteristics, experiences or backgrounds, including an occupational group.
- Evidence of impact on a community may be obtained by way of a Community Impact Statement.

f) Is prosecution a proportionate response?

- In considering whether prosecution is proportionate to the likely outcome, the following may be relevant:

i. The cost to the Council and the wider criminal justice system, especially where it could be regarded as excessive when weighed against any likely penalty. Prosecutors should not decide the public interest on the basis of this factor alone. It is essential that regard is also given to the public interest factors identified when considering the other questions, but cost can be a relevant factor when making an overall assessment of the public interest.

ii. Cases should be prosecuted in accordance with principles of effective case management. For example, in a case involving multiple suspects, prosecution might be reserved for the main participants in order to avoid excessively long and complex proceedings.

3.14 Prosecutions related to Health and Safety

The Council will normally prosecute where one or more of the following circumstances are found to apply:

- Death was a result of a breach of the legislation.
- The gravity of the alleged offence, taken together with the seriousness of any actual or potential harm, or the general record and approach of the offender warrants it.
- There has been reckless disregard of health and safety requirements.
- There have been repeated breaches giving rise to significant risk, or persistent and significant poor compliance.
- Work has been carried out without or in serious non-compliance with an appropriate licence.
- The standard of management of health and safety is found to be far below legal requirements and to give rise to significant risk.
- Failure to comply with an improvement or prohibition notice.
- False information has been supplied wilfully in relation to a matter which gives rise to significant risk.
- Inspectors have been obstructed in the course of their duties.

Where there has been a work-related death, enforcement officers will follow the National Work-related Death Protocol in liaising with the police to consider whether the circumstances of the case might justify a charge of manslaughter.

3.15 Formal Actions following conclusion of the criminal investigation

The eventual course of action taken may be one of the following: -

- a) No action
- b) Verbal or Written Advice or Warning
- c) Undertakings & Injunctive action
- d) Formal Notice
- e) Work in Default
- f) Simple Caution in accordance with current Home Office guidance
- g) Fixed Penalty Notice
- h) Civil or Financial Penalty Notice
- i) Prosecution
- j) Refusal/Suspension/Revocation of a licence, permit or certificate.
- k) Forfeiture
- l) Tobacco Restriction Orders
- m) Taking animals into possession
- n) Post-conviction court orders
- o) Reduction in capacity at a sports ground
- p) Confiscation of Proceeds of Crime
- q) Restitution
- r) Unlawful profit orders.
- s) Banning Orders
- t) Closure Notices/Orders
- u) Prohibition Notices
- v) Suspension Notices
- w) Seizures
- x) Possession Action
- y) Unlawful Profit Order

This is not an exhaustive list. There are other options for formal action that are available to certain regulatory officers under the legislation that they enforce on behalf of the Council or other sanctions that may be provided for in subsequent legislation.

3.16 An explanation of the formal action options

a. No action

In certain circumstances, contraventions of the law may not warrant any action. This can be where the cost of compliance to the offender outweighs the detrimental impact of the contravention, or the cost of the required enforcement action to the Council outweighs the detrimental impact of the contravention on the community. A decision of no action may also be taken where formal enforcement is inappropriate in the circumstances, such as where the offender is elderly and frail or is suffering from mental health issues or serious ill health and formal action would seriously damage their wellbeing. In such cases we will advise the offender of the reasons for taking no action.

b. Verbal or written advice or warning

For minor breaches of the law we may give verbal or written advice. We will clearly identify any contraventions of the law and give advice on how to put them right, including a deadline by which this must be done. The time allowed will be reasonable, and take into account the seriousness of the contravention and the implications of the non-compliance. Sometimes we will advise offenders about 'good practice' but we will clearly distinguish between what they must do to comply with the law and what is advice only. Failure to comply could result in an escalation of enforcement action.

c. Undertakings & Injunctive action

The range of actions under various legislation (for example the Enterprise Act 2002 and the Anti-Social Behaviour, Crime and Policing Act 2014) include: informal assurances, formal undertakings, interim orders, court orders and contempt proceedings.

d. Formal Notice

Certain legislation allows notices to be served requiring offenders to take specific actions or cease certain activities. Notices may require activities to cease immediately where the circumstances relating to health, safety, environmental damage or nuisance demand. In other circumstances, the time allowed will be reasonable, take into account the seriousness of the contravention, the implications of the non-compliance and the appeal period for that notice. All notices issued will include details of any applicable Appeals Procedures.

e. Work in Default

The Council is given powers under the Housing Act 2004 and other legislation to carry out works in default where a person has been required to do works but has failed to do so. In most

circumstances a person will be given notice of the Council's intention to carry out works in their default. Once the Council has started works it is an offence for that person to obstruct the Council or any of the contractors that have been employed to carry out the works. The cost of the works will be recovered in accordance with the relevant statutory provisions. The Council is not obliged to carry out works and reserves the right not to do so where the cost of the works is likely to be very high or there are likely to be difficulties in recovering the costs.

f. Simple Caution

In appropriate circumstances, where a prosecution would otherwise be justified, a Simple Caution may be issued with the agreement of the defendant. This will be done in accordance with Home Office guidelines. The purpose of these cautions is to avoid unnecessary court action, but can only be used where the defendant fully admits the offence and agrees to it being dealt with by way of caution. Simple cautions are recorded by the Council and may be cited in court should a future infringement occur. This may include an infringement prosecuted by the Police or another body; as indicated above the Council will usually share relevant information (such as the fact that a simple caution has been given) with other investigators where satisfied that this will help in the prevention and detection of crime. No court proceedings are involved in the giving of a simple caution.

A Simple Caution will be issued in accordance with the current **Home Office Circular**. There is no legal obligation for any person to accept such a caution and no pressure will be applied to that person to do so. If a caution is declined, a prosecution should normally follow.

g. Fixed Penalty Notice

The Council has powers to issue fixed penalty notices in respect of some breaches. A fixed penalty notice is not a criminal fine and does not appear on an individual's criminal record. If a fixed penalty is not paid, the Council may commence criminal proceedings or take other enforcement action in respect of the breach.

If a fixed penalty is paid in respect of a breach the Council will not take any further enforcement action in respect of that breach. Payment of a fixed penalty does not provide immunity from prosecution in respect of similar or recurrent breaches.

The Council is only able to issue fixed penalty notices where it has specific powers to do so. If fixed penalty notices are available, their issue is at the discretion of the Council. In some circumstances, in particular where breaches are serious or recurrent, it may be that prosecution is more appropriate than the issue of a fixed penalty notice.

h. Civil or Financial Penalty notices

The Council has in certain circumstances the power to issue Civil or Financial Penalties in relation to particular offences. The powers are set out in law and the Council will follow the relevant policy and procedures when deciding on whether to make a financial penalty or civil penalty and the level or amount that the penalty should be. The details of the method of appealing these penalties will be set out in any notices served. In some cases, this will include the right to make representations before a final penalty notice is made.

i. Prosecution

In circumstances where none of the other forms of enforcement action are considered appropriate a prosecution will be considered and may ensue.

j. Refusal/ Suspension/ Revocation of a licence, permit or certificate.

Oldham Council issues licences to carry out certain activities. It also has a role to play in ensuring that appropriate standards are met in relation to licences issued. Most licences include conditions which require the licence holder to take steps to ensure that, for example, a business is properly run. Breach of these conditions may lead to a review of the licence which may result in its suspension, revocation or amendment. When considering future licence applications or similar applications the Council may take previous breaches and enforcement action into account.

k. Forfeiture

Some legislation allows us to apply to the court to seek forfeiture of goods, either in conjunction with a prosecution, or separately.

l. Tobacco Restriction Orders

Where an offender continually breaks the law by selling tobacco products to young people, we may make a complaint to the court and apply for a restricted premises order or a restricted sale order. The effect of such an order is to prohibit a premises or a person from selling tobacco for a period of time up to one year.

m. Taking Animals into Possession

Under the Animal Welfare Act 2006, if a veterinary surgeon certifies that 'protected animals' are suffering or are likely to suffer if their circumstances do not change, we may consider taking them into possession and applying for Orders for re-imbursement of expenses incurred and subsequent disposal.

n. Post-Conviction Court Orders

A person who is convicted of a relevant offence in the Criminal Courts, can under the Anti-Social Behaviour Crime and Policing Act 2014, be given an order that is equivalent to an Anti-Social Behaviour Order, known as a Criminal Behaviour Order, which prohibits and/or requires the offender doing anything described in the order. A Remedial Order can be made for breach of a Community Protection Notice under section 49 of the Anti-social Behaviour, Crime and Policing Act 2014. Dog Destruction and Control Orders can be made under The Dangerous Dogs Act 1991 and the Dogs Act 1871.

o. Reduction in capacity at a sports ground

Formal action may also be taken in relation to all or part of sports grounds such as imposing a reduction in capacity or issuing a Prohibition or Closure Notice.

p. Confiscation of Proceeds of Crime

Where a prosecution concerns offending conduct falling within the relevant tests under the Proceeds of Crime Act 2002, we will consider seeking a confiscation order to remove the benefit obtained from such criminal conduct. The making of such orders sends a clear message that 'crime does not pay'. The purpose is to recover the financial benefit the offender has obtained from their criminal conduct.

q. Restitution

Where goods have been stolen and an offender is convicted of any offence with reference to theft of those goods, the court may make a restitution order. Sometimes also called a compensation order, an award can also be made to a victim of other crimes.

r Unlawful profit orders

If you are found guilty of an unlawful subletting offence, the court can also make an 'unlawful profit order'. This means you have to pay the landlord any profit you made from subletting. The court can make this order instead of, or on top of any fines or imprisonment.

s Banning Orders

A banning order prohibits a person from: renting out residential accommodation; and. performing letting agency work; and. performing property management work; and. holding a HMO or selective licence. Banning orders can also be imposed to those convicted of animal welfare offences to stop them owning animals. They can also be imposed for disqualifying somebody from being a company director.

t Closure Notices/Orders

Closure powers allow the local authority or police to quickly close premises which are being used, or likely to be used, to commit nuisance or disorder. This power can be used for up to 48 hours out of court and is single power that is intended to cover a wide range of behaviours in a quick and flexible way. Closure notices can also be imposed for the persistently selling of alcohol to children and also for un-licensed scrap metal sites.

u Prohibition Notice

If you receive a Prohibition Notice, it means that you must stop the activity to which it refers at once. Prohibition Notices usually refer to a breach of health and safety legislation. An inspector will issue a Prohibition Notice if the activities involve a risk of serious personal injury.

v Suspension Notice

A suspension notice could be issued to a private hire or hackney carriage owner where there is a suspected defect to a vehicle or where there is non-compliance with conditions of licence. It could also be used to suspend the licence of a private hire or hackney carriage driver for various reasons.

w Seizures

Where officers suspect a criminal offence has been committed, they can enter premises and seize goods.

x Possession Action

This is where the Council could apply to a court for possession of certain goods, animals or other items.

y Unlawful Profit Order

The Prevention of Social Housing Fraud Act 2013 ("the Act") introduced an ability to obtain an Unlawful Profit Order ("UPO"), which is an order requiring a tenant to pay their landlord any profit they have made from subletting their home.

4. How We Implement this Enforcement Policy

4.1 Implementation and Training

All officers when engaged in enforcement in services covered by this policy are required to use this policy in their work. To update existing practices, it is essential that the expectations of this policy are disseminated to all officers within those regulatory services covered by this policy. Appropriate training will be provided to ensure that each officer understands and applies this policy to all enforcement activity.

4.2 Publication and Publicity

Following adoption, this policy will be published on the Council's website and in printed form on request.

In order to deter others, the Council will aim to publish the outcome of any prosecution or other enforcement action within 24 hours of the conviction or sentence unless there is good reason not to do so.

4.3 Service Specific Standards and Charters

As set out in Section 1.1 of this policy, it will be a priority for each of the regulatory services covered by this policy to review and, where necessary, update their current enforcement policies and procedures and service standards in order to ensure that they are consistent with this policy.

4.4 Responsibilities

Each manager of a regulatory service that is covered by this policy will be responsible for its effective implementation throughout the enforcement activities of their team. Every officer within these teams will be responsible for applying it in relation to any enforcement activity covered by this policy.

4.5 Liaison with Other Regulatory Bodies and Enforcement Agencies

Where there is a wider regulatory interest, enforcement activities will be co-ordinated with other regulatory bodies and enforcement agencies to maximise the effectiveness of any enforcement.

Where an enforcement matter affects a wider geographical area beyond the local authority's boundaries or involves enforcement by one or more other local authorities or organisations, where appropriate all relevant authorities and organisations will be informed of the matter as soon as possible and all enforcement activity coordinated with them.

The officers will share intelligence relating to wider regulatory matters with other regulatory bodies and enforcement agencies including:

- Government Agencies Inc. HMRC, Border Force and DWP
- Police Forces
- Fire Authorities
- Statutory Undertakers
- Other Local Authorities

The sharing of any specific information with other regulatory bodies and enforcement agencies will take place having due regard for the requirements of the Data Protection Act 2018, and Part 9 of the Enterprise Act 2002. Under s241A of the Enterprise Act 2002, a public authority which holds prescribed information to which section 237 applies, may disclose that information to any person for the purposes of, or in connection with, prescribed civil proceedings only (including prospective proceedings) in the United Kingdom or elsewhere. However, information gathered under other legislation may be subject to the provisions of the Freedom of Information Act 2000, Data Protection Act 2018 or otherwise subject to disclosure provisions that may be contained within the relevant legislation.

4.6 Monitoring and Review of the Policy

The operation of this policy in practice will be reviewed from time to time. The content of the policy will be reviewed in the light of any relevant changes in legislation or updated codes of practice. Any significant changes will be subject to prior approval by relevant elected Members of the authority following consultation with the Council's senior officers.



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LABC Enforcement Policy

(including amendments by way of the Building Safety Act 2022 and the Building Regulations 2010 as amended October 2023)

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Introduction

Building control has adopted this policy to ensure that individuals, businesses, and others can understand what to expect from our Building control Inspectors whilst seeking to improve compliance in terms of the Building Regulations where necessary. There are many good designers and contractors and so where work is carried out in accordance with the regulations there will be no need to refer to this enforcement policy.

The Building Safety Act 2022 (BSA22) provides powers for the Building Safety Regulator (BSR) to:

- oversee the safety and standards of all buildings.
- help and encourage the built environment industry and building control professionals to improve their competence, which must be validated.
- lead implementation of the new regulatory framework for high-rise buildings.

The Role of the Building Safety Regulator

The Building Safety Regulator (BSR) have a series of escalating sanctions and enforcement measures to maintain standards and deal with poor performance in terms of the regulation of the building control profession. This sets out how the BSR will conduct investigations into the building control profession. The BSR also publish findings on the performance of building control bodies as they are a regulated profession.³

This approach to building control oversight will help Building Control Bodies (BCBs) across the profession, efficiently plan and deliver their functions to consistently high standards:

- The BSR clarifies roles and responsibilities, including those of duty holders, to ensure that buildings are safe and compliant.
- The BSR set out a risk-based approach to building control functions that BCBs and their professionals will be expected to adopt. This also reflects the risk-based approach the BSR will take as the building control authority for higher-risk buildings.
- You can also expect that those who regulate have a code of conduct for Registered Building Inspectors (RBIs)³ and professional conduct rules for Registered Building Control Approvers (RBCAs)³

These standards set out how the BSR regulates BCBs:

- Operational Standards Rules¹ (the performance standards) for BCBs.
- Key performance indicators (KPIs).
- Data reporting requirements and frequency.

The enforcement approach from the BSR will:

- exercise its powers in line with regulatory best practice.
- take a consistent and proportionate approach.
- target enforcement activity in cases where action is needed.
- work closely with existing regulators such as local authorities and fire and rescue authorities.

¹ The OSRs are applicable from 1st April 2024, until then the existing Building Control performance Standards may be referred to.

² At the time of writing the Welsh Government are developing the regulations and this policy will be updated accordingly once those regulations are laid.

³ RBIs and RBCAs are new titles, from 6th April 2024, RBIs are surveyors employed by either a LA in the public sector or by an AI in the private sector, AIs will be known as RBCAs.

The BSR is, by virtue of the Building Act 1984 (BA84) S 91ZA/B, the building control authority for higher-risk buildings in England, whereas, in Wales², S 91ZD refers to the relevant Local Authority. HRBs are buildings with 7 or more storeys or that are 18 metres or higher, and either:

- Have at least 2 residential units (in Wales this is one dwelling).
- Are hospitals or care homes (during design and construction).

They assess whether duty holders are considering both building safety and regulatory compliance.

The BSR has a range of enforcement powers throughout the design and construction of an HRB development, and the enforcement powers under the BSA22 and the BA84 will be a matter for the BSR. Any building work to an HRB (new build or existing) will mean an application to the BSR before commencing any work, and they are the building control authority in England. (as outlined above).

The LA will then have the formal enforcement powers for all other types of buildings covered under the Building Regulations 2010 (as amended) and the Building Act 1984.

What is local authority enforcement?

The work of building control includes:

- Processing Building Regulations applications and checking plans for compliance.
- Inspecting work under construction.
- Controlling building demolition, dealing with dangerous structures, and securing empty properties.
- The preparation and enforcement of general and special safety certificates and the enforcement of fire safety standards for sports stadia and certificated stands in sporting venues.
- Street naming and numbering.

Building Control is responsible for using a wide range of Acts of Parliament and Statute Laws.

“Enforcement” means action carried out in the exercise of, or against the background of, these Acts and Laws. This includes studying documents and reviewing drawings, and making inspections of premises to check compliance with legislation. Local Authority Building Control teams can also take formal enforcement action that may escalate through a staged process that involves more formal correspondence and /or the issue of legal notices and ultimately prosecution.

How do we decide when to take enforcement action?

Building Control inspectors work in line with the requirements of the Regulators code and will consider several factors before deciding when to act:

- The seriousness of the breach. This may involve a blatant breach of the law.
- Where the offence involves failure to comply with a statutory notice or order either immediately (if necessary) or within a reasonable period.
- Where there is obstruction of an Inspector or where an Inspector is given false or misleading information.
- The history of non-compliance or a history of similar offences.
- The continued risk to health, safety, or the environment.
- The effects of non-compliance.
- The effectiveness of enforcement choices.
- Legislation and guidance issued nationally or locally.
- The need to consult with other authorities and enforcement bodies.
- The consideration of the Crown prosecution code meeting the evidential and public interest test.

We recognise that most people want to comply with the law. We will, therefore, take care to help them meet their legal duties but will take firm but fair action against those who act illegally or behave irresponsibly.

The stages of enforcement action

Stage 1 (Intervention) - Informal Action

Best efforts should be taken to resolve any issues where the law may have been broken without issuing formal notices or referring the matter to the courts. This is the first option when the circumstances indicate that a minor offence may have been committed and there is confidence that appropriate corrective action will be taken. The situation should be in writing in a clear manner with an explanation as to why any remedial work is necessary and over what timescale it should be completed. When writing to residents and businesses it is important that legal requirements are clearly distinguished from recommendations.

Where the breach is not considered to meet the public interest test and the history of compliance and competency of the person carrying out the work is good, and where non-compliance will not pose a significant risk to public health, safety, or welfare then we may consider informal action. This will result in verbal and/or written advice or warnings by letter or e-mail.

Stage 2 - Written Notice of the impending service of a Notice

Where there are breaches of legislation, a history of non-compliance, poor demonstration of competency, or a lack of confidence in management, with potentially serious effects or where legislation requires it, then we will inform all relevant parties of the breach and a time scale for resolution. We will, where necessary, serve a statutory notice. We will give an opportunity to discuss the issues unless immediate action is needed. (See pages 9 & 10 for details of these notices).

The time limit on notices will be realistic and we will tell recipients of their rights. In the unlikely event of a summons then the legal process will be explained under the terms of the Magistrates Court Act 1986.

If the contravention is not minor Building Control will communicate this to the applicant / designer and / or contractor and client advising on the breach by directing them to relevant guidance where possible solutions can be found. Building Control as a regulator cannot design the solution therefore the person carrying out the work will need to refer to their own competent designer/contractor in terms of the design element. Building Control will indicate what action will be taken if contraventions are not removed within a given period of time.

Stage 3 - The service of a legal notice

The legislation that Building Control enforces provides for the service of formal notices on individuals, businesses or other organisations requiring them to meet specific legal requirements.

Where a formal notice is served, the method of appealing against the notice and the timescale for doing so will be provided in writing at the same time.

The notice will explain what is wrong, and what the likely consequences are if the notice is not complied with.

In most situations, before formal action is taken, Building Control will provide an opportunity to discuss matters and hopefully resolve points of difference. However, this may not always be possible where immediate action is considered necessary, e.g., in the interests of health and safety, or to prevent an imminent risk to health, or to protect the environment.

Stages 4 & 5 – Caution or Prosecution

Where the circumstances warrant it, because of the seriousness of the matter or due to repeat offending, and the alternative actions mentioned previously in this policy are considered inappropriate, then prosecution may result. This formal prosecution action will be, in the first instance, to seek summary conviction in the Magistrates' Court, or Crown Court, following which formal prosecution action may be

commenced to seek an injunction in a higher Court if necessary. As an alternative a caution alone may be administered by the courts.

How can I appeal against enforcement action?

Those affected by enforcement decisions have a right of appeal to the Regulator, Tribunal or Court. Appeals must be made within a certain time – usually 21 days. We will set out these rights in writing at the same time that we act or serve notice.

You can also ask to discuss the matter with the Building Control Inspector or their Team Leader and /or, the Building Control Manager, or you can make a formal complaint against the service.

Competency and duty holders

The Building Regulations etc. (Amendment) (England Regulations 2023. (Applies to England and Wales in Law for jurisdiction purposes, but only to England for practical purposes at the time of writing) consider in Part 2A: chapters 1 to 5 and Regulation 11A to 11O provides details on the subject of duty holders and competence.

A lack of demonstrable competence is therefore a breach of the Building Regulations. However, the circular letter issued by the Department of Levelling up, Housing & Communities (DLUHC) on the 31st October 2023, clarifies the connection between competency and compliance as follows:

“Anyone undertaking design work or building work will need to plan, manage, and monitor the work to ensure that it complies with all relevant requirements. When carrying out design work the designer or the principal designer, will be required to take all reasonable steps to ensure that the design is such that if the building work to which the design relates were built in accordance with that design the building work would comply with all relevant requirements, and when carrying out building work, the contractor or principal contractor, will need to ensure the building work they carry out is in compliance with all relevant requirements.”

As such there is not an expectation that proactive inspections of the duty holder and competence regime will be necessary when the work is compliant. However, when there is a failure to comply with the building regulations the duty holder and competence regulations will enable the building control authority (BCA) to track back through the design and building process for the project for each of the relevant duty holders and take appropriate action for non-compliance as appropriate.

Building Control will consider the following factors when deciding whether to prosecute:

- The role of the client, (domestic or otherwise) Principal designer and /or Principal contractor both before work starts and as work progresses.
- The seriousness and effect of the offence.
- The foreseeability of the offence, or the circumstances leading to it.
- The intent of the offender.
- The skills, knowledge, and experience of the person(s) carrying out the work where there is a suspicion of failing or evidence of non-compliance with the building regulations.
- The history of offending.
- The deterrent effect of a prosecution, on the offender and others.
- Whether there is enough evidence to prove the offence.

Table 1. Enforcement powers for Building Control Authorities (BSR and LAs)

Offence	Scope of Power	Penalty	Reference	Applicable to Wales at this time ¹
Providing false or misleading information to BSR.	Criminal Offence. Triable as an either way offence.	Unlimited fine, 1 year imprisonment (Magistrates) or 2 years imprisonment. (Crown)	Section 24 BSA22	N
Contravention of building regulations.	Criminal offence, triable as an either way offence, no time limit to prosecute in England.	Unlimited fine and a fine for each day the contravention continues. (Currently £200)	Section 35 BA84	N
	(N.B. In Wales the current time period is two years, S35A(1)(a)(b) BA84, subject to maximum of 6 months from date of obtaining sufficient evidence to bring prosecution.)	1 year imprisonment (Magistrates) 2 years imprisonment. (Crown)	Section 35 (4) BA84	N
Contravention of the building regulations.	Compliance notice, must be served within 12 months of the offence.	Unlimited fine, 1 year imprisonment (Magistrates) 2 years imprisonment. (Crown)	Section 35B BA84	N
Contravention of the building regulations.	Stop notice.	If a stop notice is ignored than an unlimited fine, 1 year imprisonment (Magistrates) 2 years imprisonment. (Crown)	Section 35C BA84	N
Failure to comply with compliance and stop notice.	Criminal offence.	Unlimited fine, 1 year imprisonment (Magistrates) 2 years imprisonment. (Crown)	Section 35B&C BA84	N
Removal of offending work.	Time limit S36 (4), 10 years in England.	Notice to remove contravening work.	Section 36 BA84.	N
	(N.B currently 12 months in Wales)			

Table 1, for England taken from BSR strategic overview (August 23)

¹At the time of writing the Welsh Government is developing the regulations and this policy will be updated accordingly once those regulations are laid.

Timescales

The amendments by virtue of the BSA 22 and the BA84 have changed the original time limits, and the table below provides all the provisions on this topic from 2008 onwards. S 35A was initially introduced by the Climate Change and Sustainable Energy Act 2006 - for Part L and came in on the 21st August 2006.

The extension of the prosecutions time limits to all provisions of the Building Regulations, was provided for in the Housing and Regeneration Bill which became law on 22nd July 2008, with the publication of the Housing and Regeneration Act 2008 (c17) (H&RA08). Within the H&RA08 S 317 amended S 35A of the Building Act to allow any contravention of Building Regulations to enjoy the same time limit freedoms as those introduced for energy conservation offences.

However, S 317 of the H&RA08 did not come into force automatically and was, by virtue of S 325, to be introduced on such a day appointed by the Secretary of State.

On 9th September 2008, in a circular letter (CI/43/19/1) to all Building Control Bodies throughout England and Wales, the Secretary of State confirmed – thereby appointing – the date when S 317 of the H&RA08 was to come into force – this being 22 September 2008.

Table 2 timescales of offences

Date of offence under section 35	Provisions to which section 35 applies breached	Time limit for bringing prosecution
Before 6 April 2008	All provisions	Six months
6 April 2008 to 21 September 2008.	Provisions designated by regulation 22A.	Two years, subject to maximum of 6 months from date of obtaining sufficient evidence to bring prosecution.
6 April 2008 to 21 September 2008.	Provisions not designated by regulation 22A.	Six months.
From 22 September 2008 to 30 th September 2023.	All provisions (as introduced by S317 of the H&RA08 above).	Two years, subject to maximum of 6 months from date of obtaining sufficient evidence to bring prosecution.
From 1st October 2023. England only. *(see transitional provisions 2023 No.993 (C.59) Regulation 7.	All provisions (see sections below for relevant provisions for S35 breaches and procedural items that are not a matter for S35).	Unlimited by amendment to the BA84 by S39 BSA2022 (in England).

Section 35 Breach of Building Regulations and related Compliance and Stop notices. (Applicable to England)

*Any breach that has had information laid before a magistrate’s court prior to the 1st of October 2023 (S35) or a notice served (S36) will have to abide by the powers and time limits applicable at that time. All the new powers became available on 1 October 2023 for all projects (The date of the offence is considered to be applicable from the 1st of October 2023 and would include building work that started under the pre-1 October 2023 system). LABC teams should consult with their own legal teams on a case-by-case basis.

Retroactive use of S35 and S36

All the new powers became available on 1 October 2023 for all projects (The date of the offence is applicable from the 1st of October 2023 and would include building work that started under the pre-1 October 2023 system).

Not only does the BA84 consider S 35- 35C in terms of breaches, the Building Regulations 2010 (as amended to include the 2023 amendments from the 1st of October 2023), also contain regulation 47 to 47H as follows:

- Regulations 47 and 47A, provisions that do not apply to S35 and are excluded from Compliance Notices.
- Regulation 47 B- Compliance Notices: contents.
- Regulation 47C- Stop Notices: contents.
- Regulation 47D - Compliance and stop notices: giving of notices and notification to others.
- Regulation 47E Compliance and Stop Notices: withdrawal by BCA.
- Regulation 47F- Appeal to the First tier Tribunal¹ in relation to a compliance notice or stop notice.
- Regulation 47G- Application to the First-tier Tribunal in relation to extension of the specified period in a compliance notice.
- Regulation 47H- Application to the First-tier Tribunal for a direction in relation to a stop notice.



¹Note: in Wales, the application/appeal will be to the magistrates' court and not the first-tier tribunal once those regulations are laid.

Compliance Notices and Stop Notices

The BSA 22 enables local authorities and the Regulator to issue compliance and stop notices where building regulations have been breached. Compliance notices will require specified remedial action by a set date.

Stop notices can only be issued in certain situations. These are:

- that carrying out work would contravene certain prescribed building regulations.
- an existing compliance notice has not been complied with, or
- works carried out that contravene regulations and could potentially cause a risk of serious harm.

The stop notice will require work to be stopped altogether until remedial action has been taken.

A compliance notice or stop notice must relate to no more than one contravention or likely contravention of building regulations, or a requirement imposed under building regulations. This is so that it is clear to the duty holder the exact nature of the contravention and what law has been breached.

Separate notices will apply to specific contraventions relating to the relevant building regulation, and, as such, will require bespoke remedies and compliance periods. This approach provides clarity about what is required from the developer and allows flexibility in managing the construction of complex sites.

The BCA will also take all reasonable steps to notify:

- The client, Principal Contractor (or sole contractor), Principal Designer (or sole lead designer).
- The enforcing authority, where the contravention relates to Part B and the building is one to which the Regulatory Reform Fire Safety Order 2005 applies.
- If the client is a private registered provider of social housing or, in relation to refurbishment work, is either a private or public registered provider of social housing, the regulator for Social Housing.
- Where the client is a landlord in relation to any dwelling contained in the building, the local housing authority for the area in which the building is located.

There are separate types of notice under each section as follows:

- S35B2A - Compliance Notice; a notice requiring the recipient to take specified steps within a specified period or;
- S35B2B – Compliance Notice; a notice requiring the recipient to remedy the contravention or the matters giving rise to it within a specified period without describing what must be done to remedy the work or to avoid the contravention occurring.
- S35C1A- Stop Notice; the carrying out of the work would contravene a provision of building regulations prescribed (currently applies to HRBs by way of The Building (Higher-Risk Buildings Procedures) (England) Regulations 2023, S61.
- S35C1B- Stop Notice; a compliance notice relating to the work has been contravened (N.B, cannot be met prior to 1st October 2023 as it references compliance notices which can only be used from 1st October 2023.) or

- S35C1C- Stop Notice; the work contravenes a provision of building regulations, or a requirement imposed by virtue of such a provision, and the risk of serious harm condition is met, in that the use of the building in question, without the contravention having been remedied, would be likely to present a risk of serious harm to people in or about the building. (N.B can be used if the criteria is met on/after 1st October 2023 for any building work (regardless of when it started).

There are also powers relating to S35B and 35C where an injunction can be considered by the authority on application to the court in S36 (6) of the BA84.

Application of Section 36 BA84

Where the solution is to alter or remove a contravention then the specified time limit will run from when the contravention occurred. As such, to remove a Building Regulation contravention, by way of the service of an enforcement notice by the application of S36 of the BA84, this is 10 years by reference to S39 of the BSA 2022.

The use of S36 notices should only be used where a serious contravention occurs and there is an intention that the Council intends for it to be removed.

Case law suggests that having served a S36 notice within the required time period, (i.e. 12 months at that time) the Council has an infinite period of time in which to enforce the notice (Bello v London Borough of Lewisham [2003] EWCA Civ 353).

As such it was held that there was no time limit by which a Local Authority must use its powers under S36 of the BA84. In the case in question the Council enforced the removal of a contravention some 12 years after the service of the original notice.

As such the Council will, in all cases where it considers the contravention of Building Regulations to be justifiably serious enough to warrant the application of S36, serve a notice on the owner of the building and have the details of the notice included on the Land Charges register for the property. The LA will also consider their obligations in the following sections of the BA84:

- Section 94, Service of documents.
- Section 106, Compensation for damage.
- Section 114, Action by the court for continuing offences.

The Council will then make all reasonable attempts to require the owner to remove the contravention themselves.

Should powers of persuasion fail then the Council may remove or alter the work and recover those reasonable expenses in doing so, by reference to S36(3) of the BA84. Albeit the person to whom a S36 notice has been served can obtain a report challenging the notice by way of S37 of the BA84.

An appeal against the service of a S36 notice can also be made as reference to S40 of the BA84.

An appeal to the court¹ or tribunal is considered by S102 of the BA84.

There are also powers, where an injunction can be considered by the authority on application to the court, in S 36 (6) of the BA84.

Section 95 Inspection of premises and powers of entry

As a part of its normal routine, evidence will normally be gathered through the process of notified inspections for Building Regulations matters.

Where a matter is by way of complaint, inspectors will make all reasonable attempts to gain entry to a property to carry out an inspection by way of invitation by the owner/occupier. However, where the matter is considered to be serious or access is being unreasonably withheld, inspectors have the authority to enter premises (other than a premises used wholly or mainly as a private dwelling, where a warrant is

required. (N.B. Applies to England not Wales at this time) at reasonable hours – unless the matter relates to a dangerous building and/or emergency measures are necessary outside normal working hours.

¹Note: in Wales, the application/appeal will be to the Magistrates' court and not the first-tier tribunal once those regulations are laid.

S95 BA84, Failure to allow entry to an authorised Inspector will result in a warrant being obtained from a Magistrate and the warrant will be used and entry gained – by force if necessary and accompanied by the Police.

Building Control Inspectors should carry photographic identification badges, which will be displayed on request.

Building Control will, in the application of gathering evidence and inspecting any allegation of an offence or dangerous and dilapidated building, have regard to and apply the principles set out in the Home Office publication: Code of Practice – Powers of Entry (December 2014).

Evidence gathering Witness Statements and PACE

Where serious breaches of the building regulations are found then LAs will seek advice from legal teams. They will help advise on matters such as the Criminal Procedure Rules 2020 and witness statements, gathering technical and procedural evidence, the use of PACE (S67 {9}) to interview and evidence the case, the disclosure of evidence and the use of the Code for Crown prosecutors.

AI/RBCA Compliance

The private sector also has an important role in terms of compliance. Whilst they do not have formal enforcement powers, they identify non-compliance and will seek to resolve these as far as practicably possible. The RBCA may serve a notice of contravention on the client under Regulation 18 of the Building (Approved Inspectors etc.) Regulations 2010 (as amended), which may specify the areas of non-compliance.

There are cases where applications will be formally reverted to a LA for enforcement action. Reversions and Regularisations are separate types of applications, and it may be that enforcement action is necessary.

If a project has had a final certificate issued to the LA and the LA becomes aware of non-compliance post completion, then there are powers available under S57 of the BA84.

The timescales for a Local Authority to take formal enforcement action starts from the date that the IN ceased to be in force.

If a plans certificate has been issued to the LA then that considers the limitations of powers where work has been carried out in accordance with that plan certificate as outlined in S15 of the AI regs 2010.

Action by a Local Authority post completion

Clearly once the completion/ final certificate is given by a BCB then it is evidence but not conclusive evidence. So, the LA can and should investigate any report of a non-compliance in terms of S35 and S36, and if not, under s36(6), default powers, if the matter is so serious as to warrant injunction.

Service of Building Control enforcement notices

All Building Control enforcement notices will, except notices in relation to actions carried out to deal with emergency measures for a dangerous building – by virtue of S78 of the BA84, include information regarding

rights of appeal and appropriate time limits to make any such appeal. Reference is also made to S78 (5) & (6) in terms of the correct use of the emergency powers and the consideration of related expenses.

In most cases notices will be served on the owner as identified by reference to the most up-to-date records held by the Land Registry, or where an owner cannot be identified notices will be served by addressing them to – “The Owner(s) and/or Occupier(s)” and posted or affixed to the property in question.

Where the owner is a business, the notice will be addressed to the Company Secretary.

The council will, as far as it is practical to do so, make reasonable enquiries about the name and address of the owner and address any notice accordingly.

Notices will, in most cases, be delivered by Inspectors to the owner’s address – where this is within the authority boundary. In some cases, recorded or registered mail will be used.

Where notices etc. are delivered by hand these will be confirmed by reference to a certificate of service, signed by the Inspector concerned and, where possible, accompanied by a dated photograph of the place where the notice etc. was addressed, e.g.: house number and post/letter box.

Dangerous or dilapidated buildings – S77, S78 and S79, BA84

In some instances, there might not be the time available to make enquiries about ownership where the nature of an incident, such as a severely dangerous building occurs. In these cases, simple enquiries about ownership will still be made but, if these come to no avail, Inspectors are authorised to take appropriate action under S 78 of the Building Act 1984 to remove any immediate danger.

Following any action under S78 full enquiries will be undertaken as soon as it is practical to do so and a notice then served on the owner as indicated on the Land Registry records.

Where a danger constitutes, for example a loose balustrade, a non-complaint cladding system, an extended travel distance in an existing/new or extended building the use of S77 BA84, by application to the court, can also be considered.

A LA also has powers in regard to S79 BA84. Where buildings are dilapidated and causing a serious detriment to the amenities of the neighbourhood, the LA may by notice require the owner to make good the amenity.

A notice requiring work to be carried out under the above sections can be appealed by reference to S102 of the BA84.

Recovery of reasonable costs incurred to enforce a notice.

Where the council incurs any costs or charges to enforce a notice in default, (related to sections 35B,35C,36,76,78,79 or 82) then this will be recovered from the owner or placed as a specific financial charge on the Land Charges register.

Charges not paid in good time will accrue compound interest and it is in the interest of property owners to resolve any outstanding debt(s) made against the property, as quickly as possible.

Anyone purchasing a property after a notice has been served, and after costs have been incurred for the enforcement of a notice, may become responsible for the debt and noncompliance.

Debts left unpaid for any length of time may result in the council seeking a County Court Judgment or even seizing the property and selling it at auction, as an enforced sale, under the Law of Property Act 1985, to recover all or part of the debt.

Examples of costs might include (the list is not exhaustive):

- Council staff time in dealing with the matter.
- Contractor charges – labour, materials, plant & equipment.
- Professional advisor(s) charges.
- Legal charges.
- Court costs.

You can find more information or receive a copy of the Policy from the Local Authority Building Control Team.

Accountability

When delivering this enforcement policy, we will remain independent in our decision making and accountable for our actions. We will strive to provide effective consultation and remain cooperative in our relationships with people when undertaking enforcement.

Alternative formats

If you would like a copy of this Policy to be provided in another format (for example large type, Braille, or audio recording) please contact your LABC team.

Where can I complain about this Policy?

If your concern is with the way in which the Council has handled your case, you can complain using the Council's complaints system.

If your complaint is that you have suffered injustice as a result of maladministration, you can ask for your case to be investigated by the Local Government Ombudsman. The Ombudsman is independent from the Council. Whilst they cannot set aside a decision of the Council, they can make recommendations and can, where they find that it is appropriate, recommend that the Council pays compensation where they determine that the complaint is justified. The Ombudsman will expect you to have used the Council's own complaints system before they will investigate a complaint.



LABC
12 Tinworth Street
London
SE11 5AL

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Report to CABINET

Housing Delivery Test Action Plan 2024

Portfolio Holder:

Councillor Taylor, Deputy Leader and Portfolio holder for Decent Homes

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

Report Author: Lauren Hargreaves (Strategic Planning & Information)

Ext. 3843

15th July 2024

Reason for Decision

To seek approval for the publication of Oldham Council's Housing Delivery Test Action Plan 2024.

Executive Summary

This report provides an update on the Housing Delivery Test (HDT) position in respect of Oldham. It also sets out an updated position to the previously published Housing Delivery Test Action Plan 2022¹.

The HDT was introduced by the Government as a monitoring tool to demonstrate whether local areas are building enough homes to meet their housing need. The HDT measures net additional dwellings provided over the past three years against the homes required over the same period. To account for the impact of the Covid-19 pandemic on local planning authority services and the construction sector, adjustments have been made to the housing requirement used for the years 2019/20 and 2020/21 as part of the HDT result. The thresholds for consequences for under-delivery remain as per the National Planning Policy Framework (NPPF).

¹ <https://www.oldham.gov.uk/info/200709/documents-in-the-local-plan/2135/housing-land>

The latest HDT results for 2022 (and which will be reported in the HDT Action Plan 2024)² were published 19 December 2023³.

As per the latest measurement, Oldham has delivered 91% of its housing need over the past three years (2019/20 to 2021/22). This is the same as the 2021 result (91%) and an improvement from the 2020 result of 80%.

The pass rate for the HDT is now 95%. There are consequences of not achieving 95% in the HDT that require some form of action, as set out in the NPPF.

As Oldham has delivered 91% of the housing required, we are required to prepare an Action Plan to address housing delivery. Oldham's previous Action Plan was published in September 2022, as such it is proposed to update the Action Plan as required. Action Plans should be published within six months from the measurement publication date.

This is Oldham Council's fourth Action Plan, drawn up in response to the Housing Delivery Test: 2022 Measurement, published December 2023. It provides an update on previously published Action Plans and includes information on:

- the root causes for housing under-delivery within Oldham (contained in Part 1); and
- how the council intends to improve delivery (contained in Part 2).

Recommendations

Option 1 – To approve the Housing Delivery Action Plan 2024 for publication in line with the requirements of the Housing Delivery Test: 2022 Measurement results (published December 2023).

Option 2 – To not approve the Housing Delivery Test Action Plan 2024 for publication. This would not comply with the requirements of the Housing Delivery Test Rule Book and the Housing Delivery Test: 2022 Measurement results (published December 2023).

The HDT Rule Book requires authorities whose housing delivery is below 95% of their identified housing need to publish an Action Plan. This is also set out in NPPF.

As such, option 1 is the Preferred Option - To approve the Housing Delivery Action Plan 2024 (Part One and Part Two) for publication in line with the requirements of the Housing Delivery Test: 2022 Measurement results (published December 2023) - to comply with national planning policy requirements.

² Note - the HDT results are usually published in January of each year and look back over the previous three full financial years. Due to the preparation of the amended NPPF (September 2023), the publication of the HDT measurement for 2022 was delayed until December 2023. The 2022 measurement assesses housing delivery over the period of 2019/20-2021/22.

³ <https://www.gov.uk/government/publications/housing-delivery-test-2022-measurement>

Housing Delivery Test Action Plan (2024)

1 Background

1.1 The HDT was introduced by the Government following the publication of the Housing White Paper in 2017 and with further details set out in the National Planning Policy Framework (NPPF). The HDT is an annual measurement of housing delivery (net additional dwellings) compared to the number of homes needed for an area (local housing need). The methodology for applying the HDT is shown below.

$$\text{Housing Delivery Test (\%)} = \frac{\text{Total net homes delivered over three year period}}{\text{Total number of homes required over three year period}}$$

1.2 The test measurement is a 'delivery rate' percentage of the number of homes built against the number of homes needed for an area (see above). The pass rate for the HDT is now 95%⁴.

1.3 The consequences of failing the Test are set out in the revised National Planning Policy Framework (NPPF):

- less than 95% - an Action Plan must be prepared;
- less than 85% - the LPA must identify a 20% buffer of additional deliverable sites for housing on top of their existing 5-year housing land supply. This is in addition to an Action Plan but can form part of the 6-10 and 10 years plus supply, moved forward.
- less than 75% - the presumption in favour of sustainable development must be applied. This is in addition to the 20% buffer and Action Plan.

1.4 The latest HDT results were published on 19 December 2023⁵, by the Department for Levelling Up, Housing and Communities (DLUHC) using the previous three complete financial years of 2019/20, 2020/21 and 2021/2022. The results for Oldham are shown in the table below.

Table 1: Housing Delivery Test: 2022 Measurement (published December 2023)

	Total number of homes required (2019-2022)	Total number of homes delivered (2019-2022)	Housing Delivery Test: 2022 Result	Housing Delivery Test 2022 Consequence
Oldham	1,772	1,615	91%	Action Plan

⁴ In previous years, transitional arrangements have applied which allowed a lower 'pass rate' to allow for the test to bed in. These no longer apply.

⁵ HDT Results 2022: <https://www.gov.uk/government/publications/housing-delivery-test-2022-measurement>

- 1.5 The number of homes required in 2019/20 was 633. The number of homes required in 2020/21 was 461. The number of homes required in 2021/22 was 677. Therefore, the total number of homes required for 2019-2022 was 1,772 homes.
- 1.6 It is important to note that the impact of Covid-19 on housing delivery has been considered and is reflected in the 2022 results. As such, the 'number of homes required' was reduced within the 2019 to 2020 year by a month and within the 2020 and 2021 year by 4 months. The thresholds for consequences for under-delivery have been maintained, as set out in NPPF (see paragraph 1.3).
- 1.7 Oldham Council has delivered 91% of the homes required over the measurement period. As a result, considering the HDT consequences, the council is therefore required to prepare an Action Plan to assess the cause of under-delivery and identify actions to increase delivery in future years. National planning guidance requires action plans to be in place within 6 months of publication of the HDT measurement.
- 1.8 An Action Plan is intended to be a practical document, focused on effective measures aimed at improving delivery within an area underpinned by local evidence and research of key issues. This Action Plan (2024) updates the previous Action Plan published in January 2022 and is Oldham's fourth plan.

Previous HDT Results

- 1.9 Since the introduction of the Housing Delivery Test in 2018, Oldham's housing delivery has improved. The results for this year compared to previous years are set out in table 2 below.

Table 2: Oldham's Housing Delivery Test Results (2018-2022)

HDT Measurement Year ⁶	Delivery Rate % (HDT Result)
2018	64%
2019	65%
2020	80%
2021	91%
2022	91%

- 1.10 As shown in table 2, on average housing delivery has increased by 27% since the 2018 measurement.

Housing Delivery Test Action Plan 2024

- 1.11 The Action Plan is produced in two parts. Part One provides an analysis of housing needs, delivery and supply, and sets out a summary of findings and key issues related to housing delivery.
- 1.12 Informed by Part One, Part Two identifies key actions and responses for improving housing delivery. The actions, aimed at increasing delivery across the borough, are structured around the following themes:
- Improving capacity and processes.
 - Increasing the delivery of sites within our housing land supply, in particular on brownfield land.

⁶ Measuring housing delivery compared to housing required over the previous three years. I.e. the 2022 measurement looks at housing delivery over the years 2019-2022.

-
- Delivery of the council's ambitions to improve and increase the housing offer within Oldham.

1.13 It also includes a progress update to actions set out within previous Action Plans, and new actions are added as appropriate.

Housing Crisis

1.14 In February 2024, at a Housing Roundtable event, Oldham Council declared a housing crisis⁷. The national housing crisis is having a local impact within Oldham. There are several components of the national housing crisis, including a significant under-supply of housing, worsening affordability (and a lack of affordable housing options), an ageing population and the increased cost of living. To a differing extent, these issues are having an impact within Oldham.

1.15 Currently there is a shortage of affordable housing to meet the demand on Oldham's Housing Needs Register (currently 8,164 homes are needed but only 1,211 homes are available). There are also increasing numbers of people in temporary accommodation – between June 2020 and March 2024 the number of people in temporary accommodation increased by over 170% (219 households in June 2020 to 592 households in March 2024). In addition, it is important that we have suitable housing options for older people and those with specialist needs, to meet growing demand. Further analysis of Oldham's housing issues and needs is provided in part 1 of the Action Plan.

1.16 At the Roundtable event senior representatives from all of Oldham's major social housing providers, private landlords, letting agents, developers and housebuilders and charities, met to discuss Oldham's housing crisis and how partners can work together to tackle it. Several important actions and commitments came out of the event which have informed this Action Plan, including a commitment by the council and its partners, to delivering 500 social homes over the next five years.

1.17 In addition to the commitment to deliver social homes, our response to the housing crisis includes a series of other priorities which are aimed at meeting local housing needs, including tackling empty homes - bringing them back into use, and identifying a residential pipeline of future housing sites across the borough and supporting their delivery for a range of housing types.

1.18 This Action Plan is framed in the context of Oldham's housing crisis declaration and specific actions within the Action Plan (contained in part 2) are directly related to meeting Oldham's local housing needs.

Engagement

1.19 Stakeholder engagement is important to understand issues with delivery as stakeholders, such as developers and registered providers, directly impact the rate of delivery. This Action Plan has been informed by several forms of engagement, including the council's recent Housing Roundtable event.

⁷ Oldham Council Housing Roundtable Event, February 2024:
https://www.oldham.gov.uk/news/article/2618/tackling_the_housing_crisis_500_new_social_homes_coming_to_oldham_announced_at_oldham_housing_roundtable_event

-
- 1.20 In addition, regular engagement with key housing delivery stakeholders, such as housing providers and developers, is carried out through the Strategic Housing Group, who meet to discuss issues and actions related to housing delivery.
- 1.21 Furthermore, as part of the engagement carried out for previous HDT Action Plans (including a developer questionnaire), several reasons for the under-delivery of housing were found and potential solutions identified. Many of these are still applicable and the evidence continues to inform actions identified for improving housing delivery within this Action Plan (as identified in part 2).
- 1.22 The publication of an updated Housing Delivery Action Plan will promote and encourage further housebuilding in the borough, which is required to ease the current high demand on the housing market. As such the proposals set out in this report will support our residents by providing more housing.
- 1.23 Providing an update to the Housing Delivery Test and publishing the updated Action Plan 2022 will aid transparency and ensure residents are aware of the Council's plan and actions in this important area. Publication is also a requirement under the National Planning Policy Framework. As the Council is marginally under the pass rate delivery target there could be reputational risks with publishing this information, but this is mitigated by the information contained within Part 2 about how the Council will address these issues and has to be balanced with the requirement to publish the document under statute.
- 1.24 The Action Plan outlines the proposed delivery of the council's ambitions to improve the housing offer within Oldham and increase residential development within Oldham's Town Centre's as part of its future regeneration. This fully aligns with the Council's previously approved and published Housing Strategy, which similarly outlined how the council intends to improve delivery, in order to ensure that we 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

Conclusions

- 1.25 The HDT Rule Book requires authorities whose housing delivery is below 95% of their identified housing need to publish an Action Plan. This is also set out in NPPF.
- 1.26 This is Oldham Council's fourth Action Plan, drawn up in response to the Housing Delivery Test: 2022 Measurement, published December 2023. The Action Plan is contained in two parts:
- Part One contains an analysis of housing needs, delivery and supply;
 - Part Two sets out actions to address housing delivery issues and improve housing delivery.

2 Current Position

- 2.1 The HDT Rule Book requires authorities whose housing delivery is below 95% of their identified housing need to publish an Action Plan. This is also set out in NPPF. Authorities are required to publish an Action Plan within 6 months of the publication of the measurement.
- 2.2 This is Oldham Council's fourth Action Plan, drawn up in response to the Housing Delivery Test: 2022 Measurement, published December 2023.

3 Options/Alternatives

3.1 Option 1 – To approve the Housing Delivery Action Plan 2024 for publication in line with the requirements of the Housing Delivery Test: 2022 Measurement results (published December 2023).

3.2 Option 2 – To not approve the Housing Delivery Test Action Plan 2024 for publication. This would not comply with the requirements of the Housing Delivery Test Rule Book and the Housing Delivery Test: 2022 Measurement results (published December 2023).

4 Preferred Option

4.1 The HDT Rule Book requires authorities whose housing delivery is below 95% of their identified housing need to publish an Action Plan. This is also set out in NPPF.

4.2 As such, option one is the Preferred Option - To approve the Housing Delivery Action Plan 2024 (Part One and Part Two) for publication in line with the requirements of the Housing Delivery Test: 2022 Measurement results (published December 2023) – to comply with national planning policy requirements.

5 Consultation

5.1 Internal consultation with relevant officers has been carried out as appropriate. Public consultation is not required as this is a technical document which is required to be produced in response to national planning policy requirements.

6 Financial Implications

6.1 There are no direct financial implications from approving the Housing Delivery Action Plan for publication. The number of new homes delivered within Oldham will impact on the overall Council Tax base. Any implications will be reflected in the calculation of the Council Tax Base for future financial years. The Tax Base is prepared and presented to Cabinet for approval on an annual basis prior to consideration of the Council's Revenue Budget and Medium-Term Financial Strategy. (John Edisbury)

7 Legal Implications

7.1 Paragraph 79 of the National Planning Policy Framework requires local planning authorities to monitor progress in building out sites that have planning permission and where the Housing Delivery Test indicates that delivery has fallen below 95% of the local planning authority's housing requirement over the previous three years, the authority should prepare an action plan in line with national planning guidance, to assess the causes of under delivery and identify actions to increase delivery in future years. The Council is therefore required to produce an action plan. (Alan Evans)

8 Equality Impact - including implications for Children and Young People

8.1 The Impact Assessment for the Housing Delivery Test Action Plan can be found at Appendix 1.

8.2 The online tool identified that the Housing Delivery Test Action Plan had neutral effects on the equality characteristics. There were some moderate positive effects on the council's corporate priorities of residents first and digitisation, as well as the future Oldham aims of healthy and safe, clean and green and community and leisure. The HDT was found to have strong positive effects on the future Oldham aims of homes and pride and cohesion.

9 Key Decision

9.1 Yes

10 Key Decision Reference

10.1 HL-02-24.

11 Background Papers

11.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:

- Housing Delivery Test Measurement 2022:
<https://www.gov.uk/government/publications/housing-delivery-test-2022-measurement>
- Oldham Housing Delivery Test Action Plan 2022 (previous version):
https://www.oldham.gov.uk/info/201230/monitoring/2135/housing_delivery_action_plan

12 Appendices

12.1 Appendices for this report are as follows:

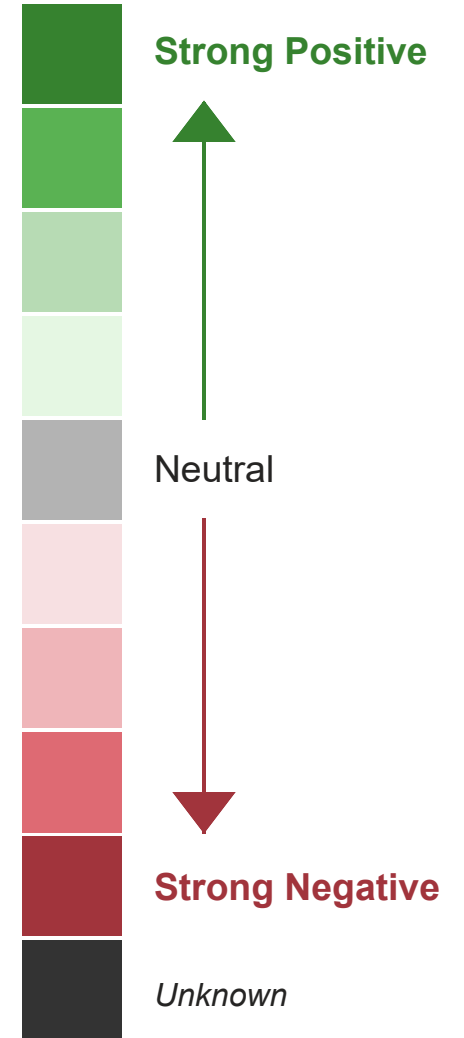
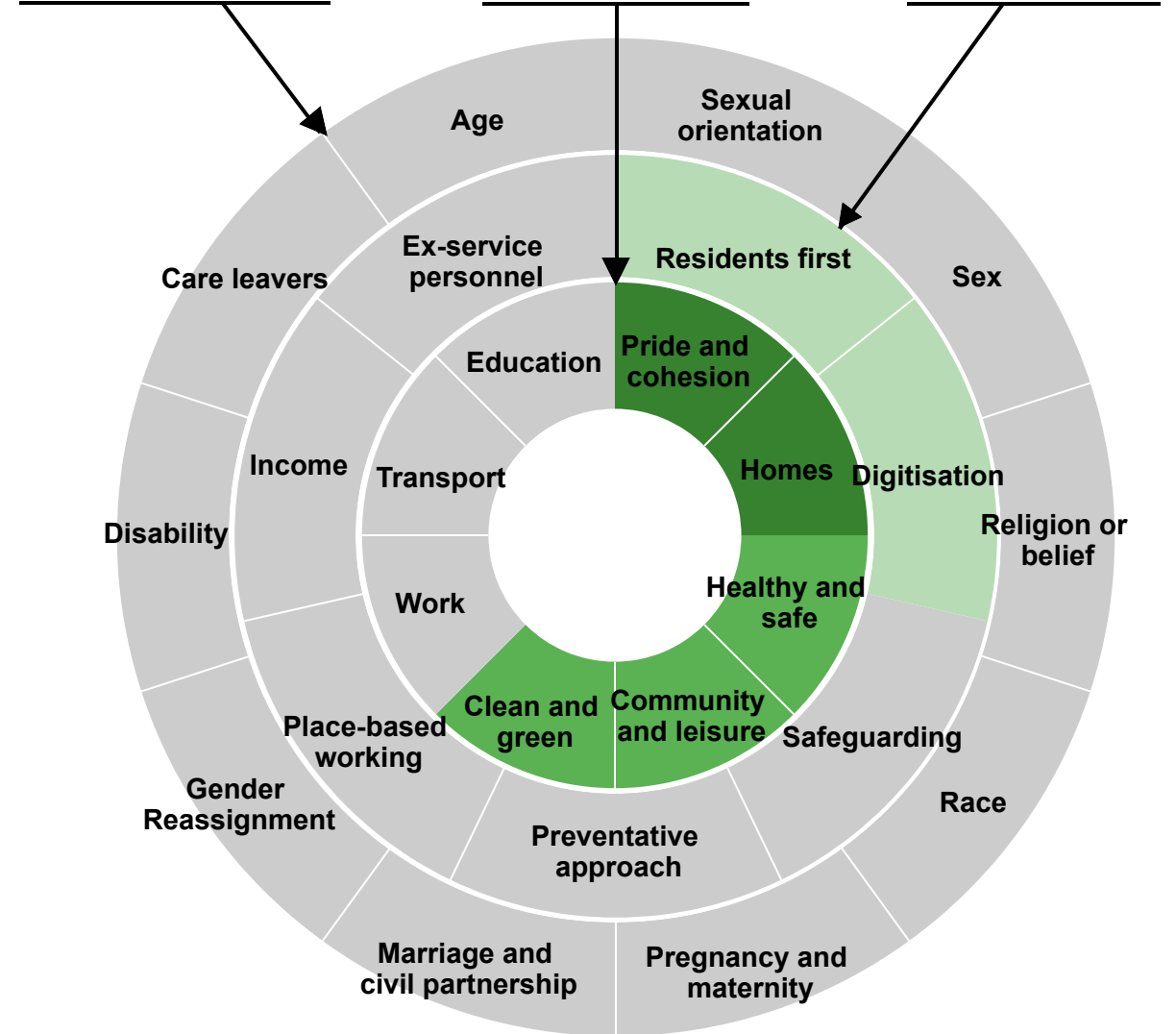
- Equality Impact Assessment
- Housing Delivery Test Action Plan 2024 - Part One – Oldham’s Housing Delivery
- Housing Delivery Test Action Plan 2024 - Part Two – Action Plan
- Housing Delivery Test Action Plan 2024 – Part Two – Appendix 2 Key Housing Sites

Housing Delivery Test Action Plan 2024

completed/last updated by Lauren Hargreaves on 05/06/2024

Portfolio	
Regeneration and Housing	
Directorate	
PEG (Place and Economic Growth)	
Service/Team	
PEG - Economy	
Is this IA related to a Budget Reduction proposal?	<input type="text" value="No"/>

Equality Characteristics Future Oldham Aims Corporate Priorities



Equality Characteristics

Category	Impact	Likely	Duration	Impact Score	Comment
Age	Neutral	Very Likely	Long Term	0	
Care leavers	Neutral	Very Likely	Long Term	0	
Disability	Neutral	Very Likely	Long Term	0	
Gender Reassignment	Neutral	Very Likely	Long Term	0	
Marriage and civil partnership	Neutral	Very Likely	Long Term	0	
Pregnancy and maternity	Neutral	Very Likely	Long Term	0	
Race	Neutral	Very Likely	Long Term	0	
Religion or belief	Neutral	Very Likely	Long Term	0	
Sex	Neutral	Very Likely	Long Term	0	
Sexual orientation	Neutral	Very Likely	Long Term	0	

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Corporate Priorities

Category	Impact	Likely	Duration	Impact Score	Comment
Ex-service personnel	Neutral	Very Likely	Long Term	0	
Income	Neutral	Very Likely	Long Term	0	
Place-based working	Neutral	Very Likely	Long Term	0	
Preventative approach	Neutral	Very Likely	Long Term	0	
Safeguarding	Neutral	Very Likely	Long Term	0	
Digitisation	Moderate Positive	Possible	Long Term	2	The HDT Action Plan includes actions around improving capacity and processes of the Planning Service which may include online services and will enhance users experience, including those of local residents.
Residents first	Moderate Positive	Possible	Long Term	2	The HDT Action Plan includes actions around improving capacity and processes of the Planning Service which will enhance users experience, including those of local residents using the service.

Future Oldham Aims

Category	Impact	Likely	Duration	Impact Score	Comment
Education	Neutral	Very Likely	Long Term	0	
Transport	Neutral	Very Likely	Long Term	0	
Work	Neutral	Very Likely	Long Term	0	
Clean and green	Moderate Positive	Very Likely	Long Term	4	The HDT supports the delivery of new housing, which in line with planning policy requirements will be required to consider impact on the environment, access to green infrastructure and sustainability.
Community and leisure	Moderate Positive	Very Likely	Long Term	4	The HDT supports the delivery of new housing, which in line with planning policy requirements will be required to consider access to green infrastructure and open space, sport and recreation provision.
Healthy and safe	Moderate Positive	Very Likely	Long Term	4	Access to quality housing, including affordable homes, is a key determinant of health and well-being.
Homes	Strong Positive	Very Likely	Long Term	8	The HDT Action Plan considers the route causes of housing under-delivery within Oldham and identifies how the council, and it's partners, intend to improve housing delivery including affordable homes.
Pride and cohesion	Strong Positive	Very Likely	Long Term	8	The HDT supports the delivery of quality housing which can have a positive impact on sense of place, the quality of neighbourhoods and foster community cohesion.

Negative Impacts

Category	Impact	Likely	Duration	Impact Score	What action can be taken to mitigate the potential negative impacts?	Action(s)	Owner(s)	Timescale(s)	If the negative impacts can't be mitigated, why should the project/decision proceed?
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Strong Positive Impacts that are Possible

Category	Impact	Likely	Duration	Impact Score	What action can be taken to increase the likelihood that positive impacts are realised?	Action(s)	Owner(s)	Timescale(s)
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Oldham's Housing Delivery Action Plan: Part One

July 2024

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1 Introduction

Purpose of the Report

- 1.1. This Action Plan provides an analysis of housing delivery across Oldham and identifies potential housing delivery issues within Oldham (set out in Part 1). Part 2 (which is contained in a separate document) sets out how the council intends to improve delivery to ensure that we provide a diverse Oldham Housing Offer which is attractive and meets the needs of different sections of the population at different stages of their lives.
- 1.2. The Housing Delivery Test (HDT) was introduced by the Government as a monitoring tool to demonstrate whether local areas are building enough homes to meet their housing need. The HDT measures net additional dwellings provided over the past three years against the number of homes required over the same period. Results on performance for each local planning authority in England are published annually.
- 1.3. The consequences of failing the Test are set out in the revised National Planning Policy Framework (NPPF) and are:
 - less than 95% - an Action Plan must be prepared;
 - less than 85% - the Local Planning Authority (LPA) must identify a 20% buffer of additional deliverable sites for housing on top of their existing 5-year housing land supply. This is in addition to an Action Plan but can form part of the 6-10 and 10 years plus supply, moved forward.
 - less than 75% - the presumption in favour of sustainable development must be applied. This is in addition to the 20% buffer and Action Plan.
- 1.4. The latest HDT results were published on 19 December 2023¹, by the Department for Levelling Up, Housing and Communities (DLUHC) using the previous three complete financial years of 2019/20, 2020/21 and 2021/2022. The results for Oldham are shown in Table 1 below.

Table 1: Housing Delivery Test: 2022 Measurement (published December 2023)

	Total number of homes required (2019-2022)	Total number of homes delivered (2019-2022)	Housing Delivery Test: 2022 Result	Housing Delivery Test 2022 Consequence
Oldham	1,772	1,615	91%	Action Plan

¹ HDT Results 2022: <https://www.gov.uk/government/publications/housing-delivery-test-2022-measurement>

- 1.5. The number of homes required in 2019/20 was 633. The number of homes required in 2020/21 was 461. The number of homes required in 2021/22 was 677. Therefore, the total number of homes required for 2019-2022 was 1,772 homes.
- 1.6. It is important to note that the impact of Covid-19 on housing delivery has been considered and is reflected in the 2022 results, as the 'number of homes required' was reduced within the 2019 to 2020 year by a month and within the 2020 and 2021 year by 4 months. The thresholds for consequences for under-delivery have been maintained, as set out in NPPF (see paragraph 1.3 above).
- 1.7. Oldham Council has delivered 91% of the homes required over the measurement period. As a result, considering the HDT consequences, the council is required to prepare an Action Plan to assess the cause of under-delivery and identify actions to increase delivery in future years.
- 1.8. An Action Plan is intended to be a practical document, focused on effective measures aimed at improving delivery within an area underpinned by local evidence and research of key issues. This Action Plan updates the previous Action Plan published in January 2022 and is Oldham's fourth plan.

Relationship to other Strategies and Plans

- 1.9. This Action Plan complements several existing council aims, plans, policies and strategies which together provide a framework for the delivery of the council's housing priorities. These are summarised below.

Oldham's Housing Crisis

- 1.10. In February 2024 Oldham Council declared a housing crisis. The national housing crisis is having a local impact within Oldham. As is set out within section 2 of this document, there are several components of the national housing crisis, including a significant under-supply of housing, worsening affordability (and a lack of affordable housing options), an ageing population and the increased cost of living.
- 1.11. These issues are being experienced within Oldham. Currently there is a need for 8,164 homes on the Council's Housing Needs Register, but only 1,211 homes available. There are increasing numbers of people in temporary accommodation – between June 2020 and March 2024 the number of people in temporary accommodation increased by over 170%. Further analysis of Oldham's housing needs is contained within section 2 of this document.
- 1.12. There is a particular need for social homes within Oldham. Social homes are considered to be a truly affordable housing option.
- 1.13. The number of social homes being built across England has dramatically reduced over the past decade. Shelter have reported that the severe lack of social housing is the main cause of England's housing crisis. Social homes being sold off and not replaced, insufficient funding for social homes compared to other types of affordable products (including shared ownership and affordable rent – as defined by NPPF), and

not building enough social homes, are identified as the main reasons for the distinct shortage of social homes² across England.

- 1.14. As part of their 'let's build social housing' campaign, Shelter have stated that if the government supported the delivery of 90,000 social homes per year across the country, this would lead to significant improvements in the housing crisis and ensure people have a solid foundation to lead happy and healthy lives.
- 1.15. At a Housing Roundtable event³, Oldham Council committed to doing our bit to resolve the housing issues being experienced within Oldham, by delivering 500 social homes, with the support of council partners, over the next five years. Further information about the event is set out within section 5 of this document.
- 1.16. In addition to the commitment to deliver social homes, our response to the housing crisis includes a series of other priorities which are aimed at meeting local housing needs, including tackling empty homes - bringing them back into use, and identifying a residential pipeline of future housing sites across the borough and supporting their delivery for a range of housing types.
- 1.17. This Action Plan is framed in the context of Oldham's housing crisis declaration and actions within this Action Plan (contained in part 2) are directly related to meeting Oldham's local housing needs. Further information and progress on the actions are included within part 2 of this Action Plan.

Oldham's Housing Strategy

- 1.18. The Council's Housing Strategy 2019⁴ aims 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.
- 1.19. The Housing Strategy sets out the opportunities that the council, and its partners, have to improve our housing offer and our place offer. These include:
 - Building new homes at a level which increases the housing choices available so that more people can find a suitable home in a place they like and at a price they can afford.
 - The delivery of a broader range of housing tenure and type, particularly in the most disadvantaged areas, to reduce social and economic segregation and achieve a better mix of incomes.

² Shelter 'Let's build social housing' campaign:

https://england.shelter.org.uk/support_us/campaigns/lets_build_social_housing#:~:text=A%20severe%20lack%20of%20social,to%20lead%20happy%2C%20healthy%20lives.

³ Oldham Council Housing Roundtable Event, February 2024:

https://www.oldham.gov.uk/news/article/2618/tackling_the_housing_crisis_500_new_social_homes_coming_to_oldham_announced_at_oldham_housing_roundtable_event

⁴ Oldham's Housing Strategy, Oldham Council 2019, available at:

https://www.oldham.gov.uk/info/200584/housing_strategies_and_research

Housing Delivery Action Plan – Part 1

- Explore new housing development models, such as a Local Housing Company and alternative financial incentive schemes.
- 1.20. To meet these challenges, and more, the Housing Strategy sets out a series of actions, which include those around:
- Building more homes to provide greater choice in type, size, tenure and affordability.
 - Partnerships with committed developers and registered housing providers to build homes and better places.
 - Improving the viability of difficult sites with developers.
 - Support for self-build and co-operative community-led models of housing. The council's direct role in the delivery of new homes.
 - Improve coordination between housing and planning.
- 1.21. These actions are supported by a delivery plan which facilitate their implementation. The Housing Delivery Test Action Plan is not intended to repeat the Housing Strategy Delivery Plan but supports its implementation as appropriate.
- 1.22. As part of the Housing Strategy, a Local Housing Needs Assessment (LHNA) was prepared⁵. This provided an in-depth analysis of Oldham's housing market and housing needs. An update of the LHNA for 2023/2024 has been prepared and will be available online in due course. Findings from the updated LHNA are noted throughout this Action Plan where appropriate.
- 1.23. The council intends to refresh the Housing Strategy in the near future to respond to the housing crisis and to embed the findings of the LHNA update. This will inform future Housing Delivery Action Plans as appropriate.

Creating a Better Place (Oldham Council)

- 1.24. 'Creating a Better Place'⁶ is an ambitious plan for Oldham. Creating a Better Place focuses on building more homes for our residents, creating new jobs through town centre regeneration, and ensuring Oldham is a great place to visit with lots of family-friendly and accessible places to go.
- 1.25. Creating a Better Place aims to deliver around 2,000 new homes in the town centre designed for a range of different budgets and needs, new job and entrepreneur opportunities, new leisure, retail and cultural facilities and a new park.

Oldham Town Centre Development Plan Framework (Oldham Council & Muse)

- 1.26. Building on the vision of Creating a Better Place, Oldham Council has partnered with Muse, the placemaker, to deliver transformational change for the town centre⁷.
- 1.27. Informed by Oldham Council's wider regeneration initiatives and planning policy context (both adopted and emerging), the Framework sets out a series of town centre

⁵ Oldham Local Housing Needs Assessment (LHNA) (2019):

https://www.oldham.gov.uk/downloads/file/5590/housing_strategy_needs_assessment_report_2019

⁶ 'Creating a Better Place', Oldham Council: https://www.oldham.gov.uk/info/201248/creating_a_better_place

⁷ https://www.oldham.gov.uk/info/201248/creating_a_better_place/3014/2000_new_homes

wide development principles together with site specific design principles and illustrative proposals for defined council owned assets across the town centre.

- 1.28. The Development Framework will act as a guide to future development across the town centre and considers infrastructure interventions and technical studies to assist in the delivery of the key sites. As the Framework develops, it will inform the assessment of sites, including indicative capacities and delivery timescales, within the SHLAA. The Framework will also inform relevant policies and site allocations within the Local Plan Review.

Oldham's Local Plan

- 1.29. The current Local Plan⁸ was adopted in November 2011. The council is in the process of reviewing the Local Plan. A new [Draft Local Plan](#)⁹ has recently been consulted upon and the feedback will be used to prepare the Publication Plan. Updates on the Local Plan timetable will be made available on the council's website¹⁰ and as part of the Local Development Scheme¹¹.

'Places for Everyone' Joint Development Plan Document

- 1.30. Places for Everyone (PfE) is a joint development plan for nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan).
- 1.31. It sets out how the nine districts should develop up until 2039 and:
- Identifies the amount of new development that will come forward across the nine districts, in terms of housing, offices, industry and warehousing, and the main areas in which this will be focused;
 - Supports the delivery of key infrastructure, such as transport and utilities;
 - Protects the important environmental assets across the nine districts;
 - Allocates sites for employment and housing outside of the existing urban area; and
 - Defines a new green belt boundary for the nine districts.
- 1.32. Places for Everyone was adopted by all nine districts on 21 March 2024, becoming part of Oldham's statutory development plan from this date¹².
- 1.33. PfE sets out the housing requirement for each of the nine districts and also identifies the housing land supply, the distribution of housing land, the phasing of new housing

⁸ Joint Core Strategy and DPD (adopted 2011), available at: https://www.oldham.gov.uk/homepage/913/adopted_plans_and_guidance

⁹ Oldham Draft Local Plan, available at: https://www.oldham.gov.uk/info/201233/local_plan_review/3095/draft_local_plan

¹⁰ https://www.oldham.gov.uk/info/201233/local_plan_review

¹¹ Local Development Scheme (2023): https://www.oldham.gov.uk/info/201231/emerging_planning_policy/230/local_development_scheme_timetable

¹² Places for Everyone: <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/>

development, and includes policies on affordability, type, size and design of new housing and housing density.

Approach

1.34. The remainder of the Action Plan includes the following:

- Housing need, delivery and supply analysis (contained in Part 1);
- A summary of findings and key issues related to housing delivery (contained in Part 1);
- Key actions and responses for improving housing delivery (contained in Part 2); and
- Project management and monitoring arrangements (contained in Part 2)

2 Housing Needs

- 2.1. This section provides an analysis of housing need issues, including affordable housing and housing for older people, in the borough.

A National Picture

- 2.2. There is a need to deliver housing to meet specific housing needs, such as homes for older people, affordable homes and homes for families.
- 2.3. There are several significant issues affecting housing demand and provision at a national level which offer perspective to some of the acute housing issues being experienced in Oldham.
- 2.4. England has an ageing population. The proportion of people aged 65 years and over rose from 16.4% in 2011 to 18.6% in 2021¹³. Whilst people are living longer, the number of years people can expect to live in good health (without a disabling illness) is declining¹⁴. There are also inequalities in healthy life expectancy based on deprivation. With those living in more deprived areas also living shorter lives, this means that they spend a smaller proportion of their lives in good health, compared to people living in less deprived areas.
- 2.5. There is a national under-supply of housing. According to research there is a need for around 340,000 new homes per year in England, of which 145,000 should be affordable (up to 2031). The government has committed to reaching a supply of 300,000 homes per year by the mid-2020s¹⁵. However, during 2022/23 around 234,400 new homes were supplied (similar to 2021/22). Housebuilding is not occurring at the rate required to meet housing needs.
- 2.6. Housing affordability is worsening. House prices have become less affordable over time with long term house price growth contributing to reduced affordability.
- 2.7. The latest published ONS figures (March 2023) show that in 2022, full-time employees in England could expect to spend around 8.3 times their annual earnings buying a home¹⁶. Another recent report¹⁷ found this to be even higher, in that the average house in the UK currently costs 9.1 times average annual earnings. In terms of the north-west, house prices are around 7.5 times the average annual earnings.

¹³ ONS Census 2021:

<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/ageing/articles/profileoftheoldpopulationlivinginenglandandwalesin2021andchangessince2011/2023-04-03#:~:text=2.-,Population%20ageing,from%2016.4%25%20to%2018.6%25>

¹⁴ The State of Ageing (2022), available at: <https://ageing-better.org.uk/sites/default/files/2022-04/The-State-of-Ageing-2022-online.pdf>

¹⁵ Tackling the under-supply of housing in England: <https://commonslibrary.parliament.uk/research-briefings/cbp-7671/>

¹⁶ ONS Housing Affordability (2023 release):

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/housingaffordabilityinenglandandwales/2022>

¹⁷ 'What 175 years of data tell us about house price affordability in the UK', Schrodgers 2023:

<https://www.schrodgers.com/en/global/individual/insights/what-174-years-of-data-tell-us-about-house-price-affordability-in-the-uk/>

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- 2.8. Interest rates have also been increasing since the start of 2022, meaning the cost of mortgage repayments is increasing, further impacting affordability.
- 2.9. The cost of renting is also increasing - between October 2022 and October 2023 private rental prices paid by tenants increased by 6.1% across the UK. Around 40% of adults reported finding it very or somewhat difficult to afford their rent or mortgage payments in the latest pooled period¹⁸.
- 2.10. ONS research has found that when asked what the most important issues facing the UK are, adults cited 'cost of living' most often and 'housing' fifth. 16% of adults reported that increased rent or mortgage costs has contributed to their overall increased cost of living (amongst the price of food shopping, gas and electricity and the price of fuel)¹⁹.
- 2.11. In terms of financial resilience (measured as being able to withstand a 25% fall in household employment income over a three-month period), over one quarter (27%) of households could not cover this. Households which were most likely to report this, and therefore considered the least financially resilient, were lone parents with dependent children (55%), renters (48%), households with a Black, African, Caribbean, or Black British head (53%), households where the head had a routine or semi-routine occupation (46%) and households where the head had a limiting disability or longstanding illness (34%)²⁰.

Oldham Context

Demographic

- 2.12. In terms of demographics, Oldham's population was estimated to be 241,176²¹ in 2022.
- 2.13. According to the ONS, Oldham's population is projected to reach 261,018 by 2041 – a 10% increase from the 2020 population. High birth rates within the Pakistani and Bangladeshi communities, along with internal and international migration, will be major influences in Oldham's population growth.

¹⁸ ONS Opinions and Lifestyle Survey – Impact of increased cost of living on adults across Great Britain: July to October 2023:

<https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/expenditure/articles/impactofincreasedcostoflivingonadultsacrossgreatbritain/latest#characteristics-associated-with-financial-vulnerability>

¹⁹ ONS Opinions and Lifestyle Survey – Impact of increased cost of living on adults across Great Britain: July to October 2023:

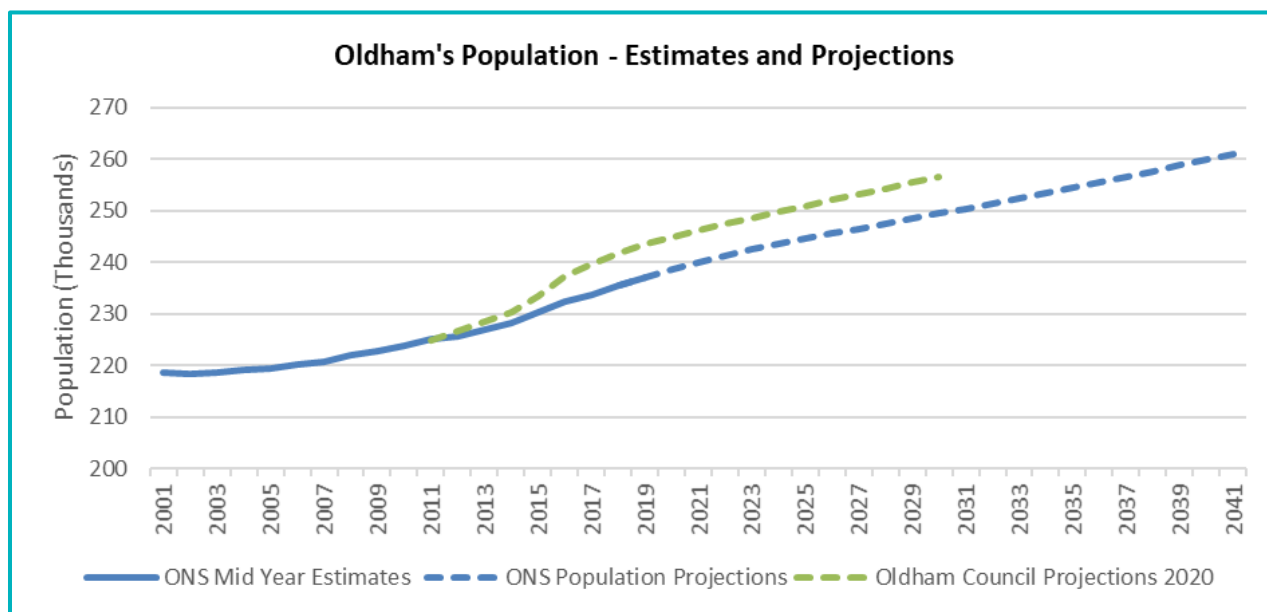
<https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/expenditure/articles/impactofincreasedcostoflivingonadultsacrossgreatbritain/latest#characteristics-associated-with-financial-vulnerability>

²⁰ ONS Opinions and Lifestyle Survey – Impact of increased cost of living on adults across Great Britain: July to October 2023:

<https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/expenditure/articles/impactofincreasedcostoflivingonadultsacrossgreatbritain/latest#characteristics-associated-with-financial-vulnerability>

²¹ Local Housing Need Assessment Update 2023/24 - ONS 2018-based population projections.

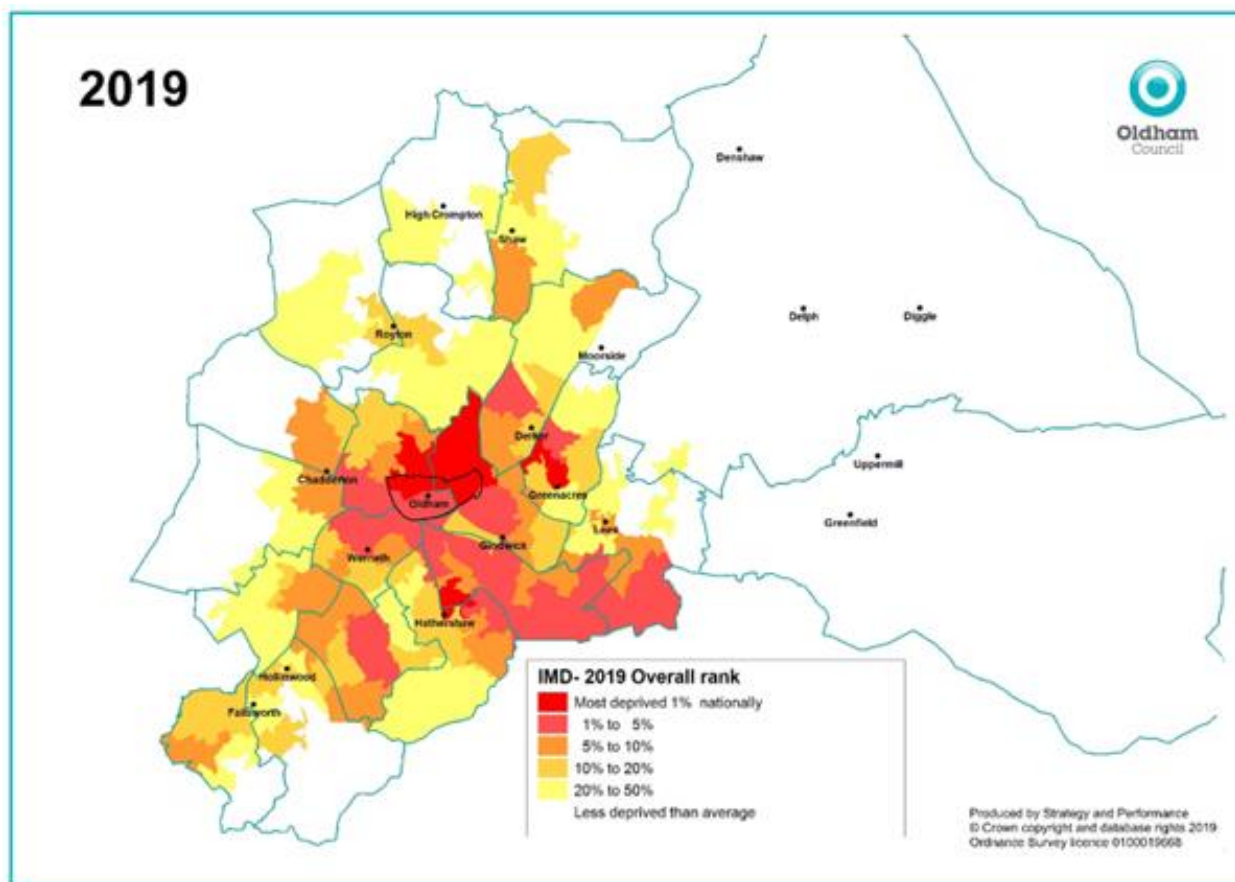
Figure 1: Oldham’s Population Projections 2001 to 2041²²



- 2.14. It is expected that the number of older people in Oldham will grow by 30% in the next 20 years. This will bring major challenges for adult social care, specialist housing and health provision.
- 2.15. Also, changes in Oldham’s ethnic composition are likely to affect patterns of residence within Oldham. There may be an increased need to support community relations, particularly within neighbourhoods where ethnic compositions are shifting rapidly.
- 2.16. Levels of deprivation across the borough are generally ranked amongst the highest in the country. Oldham currently has four areas within the borough which are among the top 1% of the nation’s most deprived areas. The majority of these areas are centred in and around the town centre, particularly within the wards of St Mary’s, Coldhurst and Alexandra. Only the wards of Crompton, Saddleworth North and Saddleworth South do not contain any areas that fall within the nation’s top 20% most deprived.

²² Source: Oldham in Profile 2024, Oldham Council - ONS Mid-Year Estimates, ONS SNPP 2020, Oldham Council Projections 2020

Figure 2: Oldham Areas of High Deprivation, 2019²³



2.17. In terms of income, Oldham has traditionally had low wage levels. This is likely due to the industry mix within the borough and the relative skill levels of the local workforce. Average incomes within Oldham are amongst some of the lowest in Greater Manchester²⁴.

2.18. Life expectancy in Oldham is two years shorter than life expectancy across England and Oldham’s residents have worse health than England’s average. High levels of deprivation in the borough have a significant impact on health outcomes. There are also significant social inequalities within Oldham - 40% of people living in Coldhurst belong to an income-deprived household, whilst this is only around 5% in Saddleworth South. These social inequalities inevitably lead to health inequalities - the difference in life expectancy between the most and the least deprived wards in Oldham is over 12 years²⁵.

²³ Source: Oldham in Profile 2024, Oldham Council - Department for Levelling up, Housing and Communities (2021-Present), Ministry of Housing, Communities and Local Government (2018-2021), Department for Communities and Local Government (2006-2018), English indices of deprivation

²⁴ Oldham in Profile 2024, Oldham Council – ONS Annual Survey of Hours and Earnings 2022.

²⁵ Oldham in Profile 2024, Oldham Council

- 2.19. In addition, the number of years and proportion of life residents of Oldham are spending in poor health is increasing. This will impact on demands for services provided by the council, such as healthcare and Adult Social Care.
- 2.20. Oldham is estimated to have 93,152 households (as of 2021)²⁶. The borough has an unbalanced housing market with low proportions of detached properties and a very high proportion of terraced homes – the highest in Greater Manchester.
- 2.21. Oldham has a need for larger family accommodation highlighted by the issues around over-crowding, particularly in South Asian communities, and this demand is expected to intensify over time. The 2021 Census identified that 7.5% of households in Oldham are overcrowded compared to 4.4% nationally. Large concentrations of overcrowded homes are located around the outskirts of the town centre, particularly in the wards of Coldhurst, St Mary's and Werneth²⁷.
- 2.22. Approximately 71% of occupied homes are owner-occupied; 21% are rented from a social housing provider; 7.3% are private rented and 0.6% are intermediate tenure dwellings (i.e. shared ownership)²⁸.
- 2.23. Housing tenure distribution varies considerably across the borough, with high concentrations of social housing in the more deprived communities and lower levels of affordable housing in more rural areas.
- 2.24. The private rented sector has expanded very quickly across Oldham as well as nationally due to rising house prices in relation to earnings and a dramatic fall in the number of homes being rented out by local authorities.
- 2.25. The median house price in Oldham as of March 2023 was £180,000 – less than the Greater Manchester average (£219,000) and significantly lower than the England average (£290,000). House prices in Oldham are some of the lowest in Greater Manchester, likely impacted by the large proportion of terraced properties which make up Oldham's housing stock.
- 2.26. House prices, available housing stock and affordability (the ratio of earnings to house prices) vary significantly across Oldham. The median price paid in Saddleworth North, Oldham's most prosperous ward, was £298,750, in contrast to St Mary's – one of Oldham most deprived wards at £115,000. Over the last decade, the median house price paid in Oldham has increased by 66.7% from £108,000 in March 2013 to £180,000 in March 2023, compared with 75.2% in Greater Manchester and 56.8% nationally²⁹.
- 2.27. While house prices remain low compared to Greater Manchester, regional and national levels, they are still unaffordable for many Oldham residents due to low wages and high deposit requirements. In 2023, Oldham's affordability ratio was 6.03, compared to 6.26 in 2022, 6.26 in 2021 and 5.1 in 2020³⁰. Meaning on average the price of a home in Oldham is now 6.03 times the average annual

²⁶ ONS 2021 Census

²⁷ Oldham in Profile 2024, Oldham Council.

²⁸ Oldham Local Housing Needs Assessment Update 2023/24

²⁹ Oldham in Profile 2024, Oldham Council – Land Registry data.

³⁰ ONS 'House price to workplace-based earnings ratio', March 2024: [House price to workplace-based earnings ratio - Office for National Statistics \(ons.gov.uk\)](https://ons.gov.uk/house-price-to-workplace-based-earnings-ratio)

earnings. Oldham's affordability has been (on average) continually worsening since 2000, although it has improved slightly compared to 2022 and 2021.

- 2.28. In terms of renting, Oldham is amongst some of the 'most affordable' borough's in Greater Manchester to rent a home, with the rental affordability ratio estimated at 31.08% (i.e. average rent costs are 31.08% of average monthly pay). However, the boroughs of Bury, Bolton, Rochdale and Wigan are all more affordable to rent in compared to Oldham³¹.
- 2.29. Also, rising energy prices and energy-inefficient housing means a high portion of households in Oldham are in fuel poverty. Living in a cold home can have serious health implications, particularly for the old, very young and for people with disabilities and can even play a role in premature deaths. Fuel poverty is closely associated with low income and is most common among those who live in privately rented accommodation.
- 2.30. The following section sets out housing needs for particular groups.

Affordable Housing Need

- 2.31. The LHNA Update (2023/24) has found that there is a considerable shortfall of affordable housing. There is an annual need for 537 affordable homes a year (over the next 10 years). This is almost as high as our average housing requirement over the PfE plan period – 680 homes a year. Whilst it will be difficult to meet this target, it highlights the importance of the council having a robust affordable housing policy in place to help deliver against this affordable housing need and ensure that we deliver as much as we are able to.
- 2.32. There is a need for a range of affordable housing types – 37% should be 1 or 2 bedrooms, 43% should be 3-bedrooms and 21% should be 4-bedrooms.
- 2.33. We also need an appropriate tenure mix – development of affordable housing needs to focus on social or affordable rented properties with some affordable home ownership properties. A tenure split of 50% social or affordable rented and 50% affordable home ownership may be appropriate in terms of planning policy requirements.
- 2.34. At present, Oldham is experiencing increasing demand for social housing which is outstripping supply.
- 2.35. Currently there is a need for 8,164 homes on the Council's Housing Needs Register, but only 1,211 homes available. The largest demand (and available supply) is for 1-bed, 2-bed and 3-bed housing.
- 2.36. There is also a demand for 4-bed to 7-bed homes, but there is very limited supply of larger homes. In fact, there is currently no available supply of 5+ bed housing to meet the needs of 126 applicants.
- 2.37. There are increasing numbers of people in temporary accommodation – between June 2020 and March 2024 the number of people in temporary accommodation

³¹ Property Insider (ONS data 2023): <https://propertyinsider.info/the-best-and-worst-areas-to-rent-a-home-in-greater-manchester/#:~:text=The%20rent%20affordability%20ratio%20of,their%20monthly%20salaries%20on%20rent>.

increased by over 170% (219 households in June 2020 to 592 households in March 2024).

Specialist Housing Need

- 2.38. The LHNA update has also looked at the need for specialist housing, including housing for older people and disabled people.
- 2.39. It has found that there is a need for 4,523 additional units of accommodation for older people by 2039, including 702 residential care bedspaces, 905 Extra Care units and 2,916 other types of accommodation, including leasehold sheltered. The LHNA update recommends strengthening policies to enable people to live in their own homes for longer with appropriate support and adaptation.
- 2.40. It sets out that all new homes should be accessible and adaptable (M4(2) Standard)³², which would include bungalows/ level access accommodation, in line with policy JP-H3 of Places for Everyone. Also, that 5 % of all new homes should be wheelchair accessible (M4(3) Standard)³³.
- 2.41. Further analysis of housing needs will be available within the LHNA update, when published, which will inform future Housing Delivery Action Plans as appropriate.

³² M4(2) Accessible and adaptable dwellings (pages 10-23):
https://assets.publishing.service.gov.uk/media/5a7f8a82ed915d74e622b17b/BR_PDF_AD_M1_2015_with_2016_amendments_V3.pdf

³³ M4(3) Wheelchair user dwellings (pages 23-50):
https://assets.publishing.service.gov.uk/media/5a7f8a82ed915d74e622b17b/BR_PDF_AD_M1_2015_with_2016_amendments_V3.pdf

3 Housing Delivery

3.1. This section provides an analysis of housing delivery against our housing needs and identifies unmet need and deficiencies.

Housing Requirement

3.2. The HDT looks at the number of homes delivered compared to the number of homes required over the previous three complete years, from the date of publication. The most recent measurement therefore looks at the period of 2019/20, 2020/21 and 2021/22.

3.3. Oldham’s housing delivery is tested against our local housing need figures for each year over that time, as shown in table 2 below. This is calculated using the government’s ‘standard methodology’ for calculating local housing need³⁴.

3.4. Oldham’s Housing Delivery Test results for the 2022 measurement are set out in table 2.

Table 2: Oldham’s Housing Delivery Test Results (2022 measurement)

Year	Number of Homes Required	Number of Homes Delivered	Average Delivery Rate (%)
2019/20	633	729	115%
2020/21	461	380	82%
2021/22	677	506	75%
Total (2019-2022)/ Average Delivery Rate %	1,772	1,615	91%

3.5. As shown in table 2, housing delivery has been variable over the previous three years, however overall Oldham has delivered 91% of the housing required. This is the same as the 2021 HDT measurement result.

3.6. Since the introduction of the Housing Delivery Test in 2018, Oldham’s housing delivery has improved. The results for this year compared to previous years are set out in table 3 below.

³⁴ NPPF and the HDT rulebook requires that where a local authorities Local Plan is more than five years old, local housing need should be calculated using the governments ‘standard methodology’. Oldham’s current Local Plan – The Joint Core Strategy and Development Management Policies DPD – was adopted in 2011. During the years of 2019/20 to 2021/22, which are considered by the 2022 HDT measurement, Oldham’s Local Plan was more than five years old. As such, the ‘standard methodology’ applied for calculating local housing need for this period. However, as Places for Everyone was adopted on 21 March 2024, and sets out Oldham’s housing requirement, in future HDT measurements the Places for Everyone housing requirement for Oldham will apply, as relevant to the year(s) being measured.

Table 3: Oldham’s Housing Delivery Test Results (2018-2022)

HDT Measurement Year³⁵	Delivery Rate % (HDT Result)
2018	64%
2019	65%
2020	80%
2021	91%
2022	91%

- 3.7. As shown in table 3, on average the housing delivery rate has increased by 27% since the 2018 measurement.
- 3.8. Where a new housing requirement is adopted through a Local Plan, the HDT calculation will be calculated using these new targets and any consequences for under-delivery will be applied.
- 3.9. As of 21 March 2024, Places for Everyone (PfE) now sets out Oldham’s housing requirement for the plan period. PfE identifies a stepped housing requirement for Oldham of 404 homes per year for 2022-2025, 680 homes per year for 2025-2030, and 772 homes per year for 2030-2039. This equates to an annual average of 680 new homes per year.
- 3.10. Looking forward, based on the current methodology the 2024 HDT measurement would look back at years 2020/21, 2021/22 and 2022/23 to identify the number of new homes required and delivered. The housing requirement of 404 homes per year would apply for 2022/23, given that the plan period is 2022-2039. This would increase to two years of 404 homes per year for the 2025 HDT measurement (2022/23 and 2023/24) and so on. On this basis, and if delivery rates continue as they are or increase, performance would improve against the HDT 95% pass rate. However, the stepped housing requirement set out in Places for Everyone does mean that from 2025 this would increase to 680 homes a year.
- 3.11. Based on the identified housing land supply, as set out in the recently published Strategic Housing Land Availability Assessment (SHLAA) (2023), against the PfE stepped requirement, the housing land supply would be sufficient to meet the requirement for the first five years and the remainder of the plan period. However, whilst the SHLAA identifies land that may be suitable for housing, it does not in itself ensure that this housing is delivered. As such, supporting the delivery of housing to meet Oldham’s housing needs will be critical going forward, and we will need to consider how through the Action Plan this is addressed.

³⁵ Measuring housing delivery compared to housing required over the previous three years. I.e. the 2018 measurement looks at housing delivery over the years 2015-2018.

Housing Completions

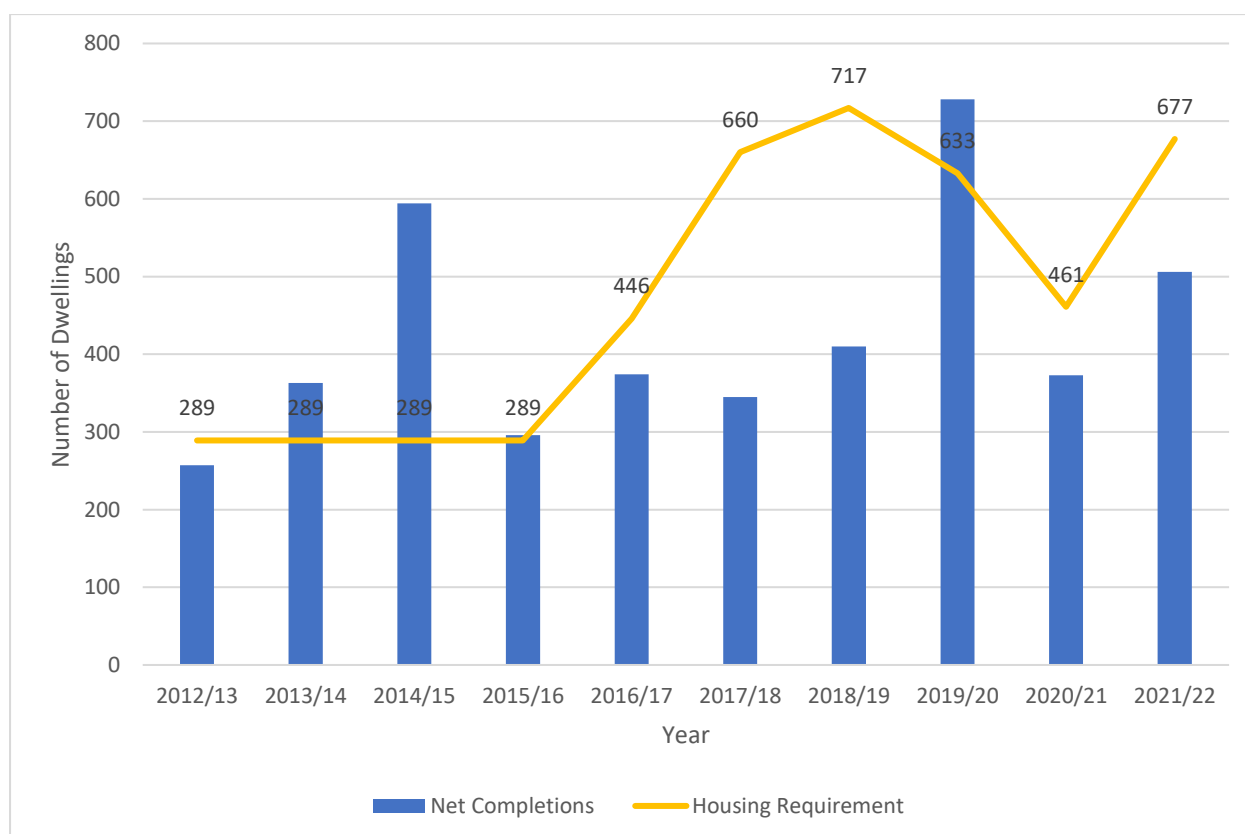
3.12. Over the last ten years (2012/13 – 2021/22), prior to and including the most recent HDT measurement year (2021/22), 4,246 (net) new homes have been completed³⁶. This represents an average of 425 homes per year.

3.13. The number of net completions has fluctuated over the last ten years. After falling in 2015/16, completions increased again from 2016/17 as several larger sites began construction. Prior to this there were high levels of clearance due to regeneration activity during 2003/4 to 2012/13 together with changing economic conditions witnessed since 2008/09 that may have had an effect.

3.14. Completions for 2020/21 (373 homes) were significantly lower than the previous year 2019/20 (728 homes). It is likely that the impact of the Covid-19 pandemic and wider socio-economic issues may have contributed to the lower level of completions.

3.15. Whilst it is not included within the most recently published HDT measurement (2022), 403 homes were completed in 2022/23.

Figure 3: Housing Completions 2012/13 to 2021/22



³⁶ Oldham's Monitoring Report 2022/23, Table 1 "Housing Completions Compared to Housing Requirement", available at: https://www.oldham.gov.uk/info/200709/documents_in_the_local_development_framework/263/annual_monitoring_report

- 3.16. Over the period, 518 homes less than the required number of homes (4,750) have been delivered. As shown in figure 3, the number of completions has only exceeded the housing requirement five times in the 10-year period.
- 3.17. In terms of affordable housing specifically, table 4 shows that over the ten-year period (2012/13 to 2021/22) there have been 1,370 affordable homes delivered. On average over this period affordable homes represent a third (33%) of all homes delivered. It should be noted that this is defined as per the definition of 'affordable housing' in NPPF³⁷ and can include several tenures.

Table 4: Affordable Housing Completions 2012/13 to 2021/22

Year	Total number of homes delivered	Number of affordable homes delivered	% of total homes delivered that were affordable tenure
2012/13	257	198	77%
2013/14	363	202	56%
2014/15	594	280	47%
2015/16	296	20	7%
2016/17	374	60	16%
2017/18	345	42	12%
2018/19	410	90	22%
2019/20	728	176	24%
2020/21	373	129	35%
2021/22	506	173	34%
Total	4,246	1,370	33%

- 3.18. In addition, 156 affordable homes have been delivered in 2022/23 which represented 39% of all homes completed that year.
- 3.19. Affordable housing completions were lower for 2015/16 to 2018/19, following higher levels of affordable home development in years prior to 2015/16 because of Housing Market Renewal programmes, which have now completed.
- 3.20. Section 4 addresses the future supply of housing, including affordable housing.

³⁷ NPPF Annex 2: Glossary – '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. Including affordable rent, social rent, starter homes, discounted market sales, and other affordable routes to home ownership.

Implementation of Planning Permissions

3.21. Figure 4 shows the rate of delivery compared to the number of homes granted planning permission each year over a ten-year period (2012/13 to 2021/22) against the requirement set out in the Local Plan and, more recently, the HDT requirement.

3.22. This has fluctuated over time and shows that:

- except for 2012/13, the number of new homes granted permission has far exceeded the adopted Local Plan housing requirement of 289 dwellings per year;
- during 2017/18 and 2018/19 the number of new homes granted permission was far less than the requirement for those years; and
- during 2019/20 and most recently, 2021/22, the number of new homes granted permission far exceeded the requirement for that year, whilst during 2020/21 it was only 16 homes less.

3.23. Over the period, approximately 760 sites have been granted planning permission, generating a potential yield of 6,292 homes. Just over half (3,826 homes or 61%) have been completed, although it must be borne in mind that 255 sites (or 2,108 homes) were only granted permission in the last three years. As such, there is still time for these to come forward.

3.24. Further analysis of the sites that have been granted permission for housing in the last ten years and the progress of these sites, shows that over this period an average of 12% have lapsed, meaning an equivalent of 626 homes cannot come forward unless a fresh application is submitted and granted. On average, every year since 2012/13 78 homes granted planning permission are not commenced.

Figure 4: Residential permissions compared to completions 2012/13 to 2021/22



Size of sites coming forward

- 3.25. Analysis of ‘minor’ and ‘major’ residential development sites³⁸, shows that minor sites (of between 1 and 9 dwellings) make up 84% of the sites granted planning permission in the last 10 years. Major sites (of more than 10 dwellings) make up 15%. Figure 5 illustrates this.
- 3.26. Despite the above, figure 6 shows that 75% of the total number of homes granted planning permission over the last 10 years are on major sites. Therefore, whilst the number of major sites is relatively low, they form a significant proportion of our supply in terms of the number of new homes.
- 3.27. More detailed analysis shows that only 8% of dwellings granted permission on major sites have not been built and the planning permission has since expired, which is a lower lapse rate than the overall supply (12%). This includes two sites of over 50 dwellings, with a capacity for 251 new homes, where planning permission has expired without implementation.

³⁸ For housing, major development is defined as that of 10 or more homes or a site area of 0.5 hectares or more. Minor residential development is that which falls below these thresholds (NPPF, Annex 2 – Glossary).

Figure 5: Number of sites with planning permission for residential uses by site size 2012/13 to 2021/22

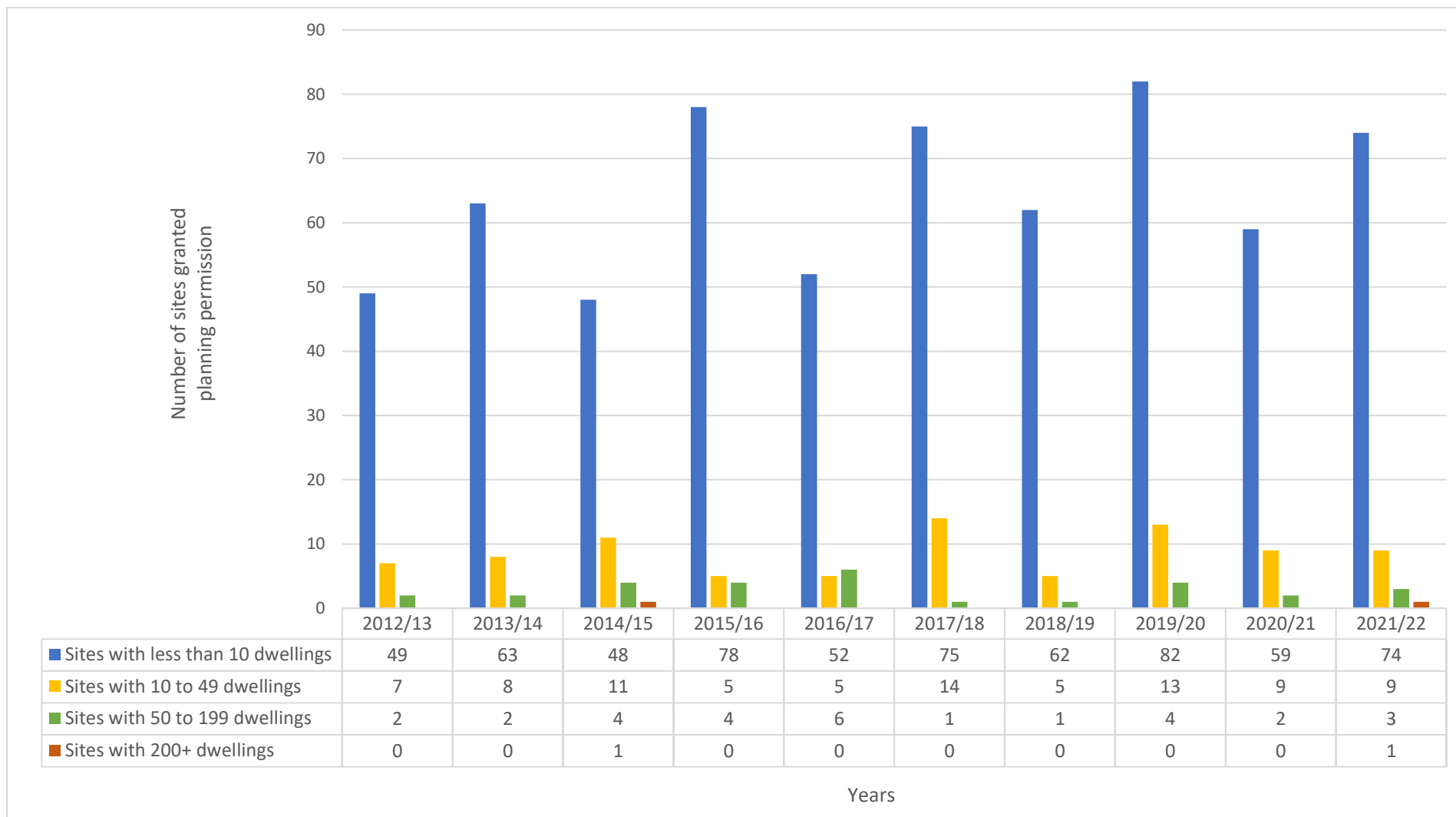
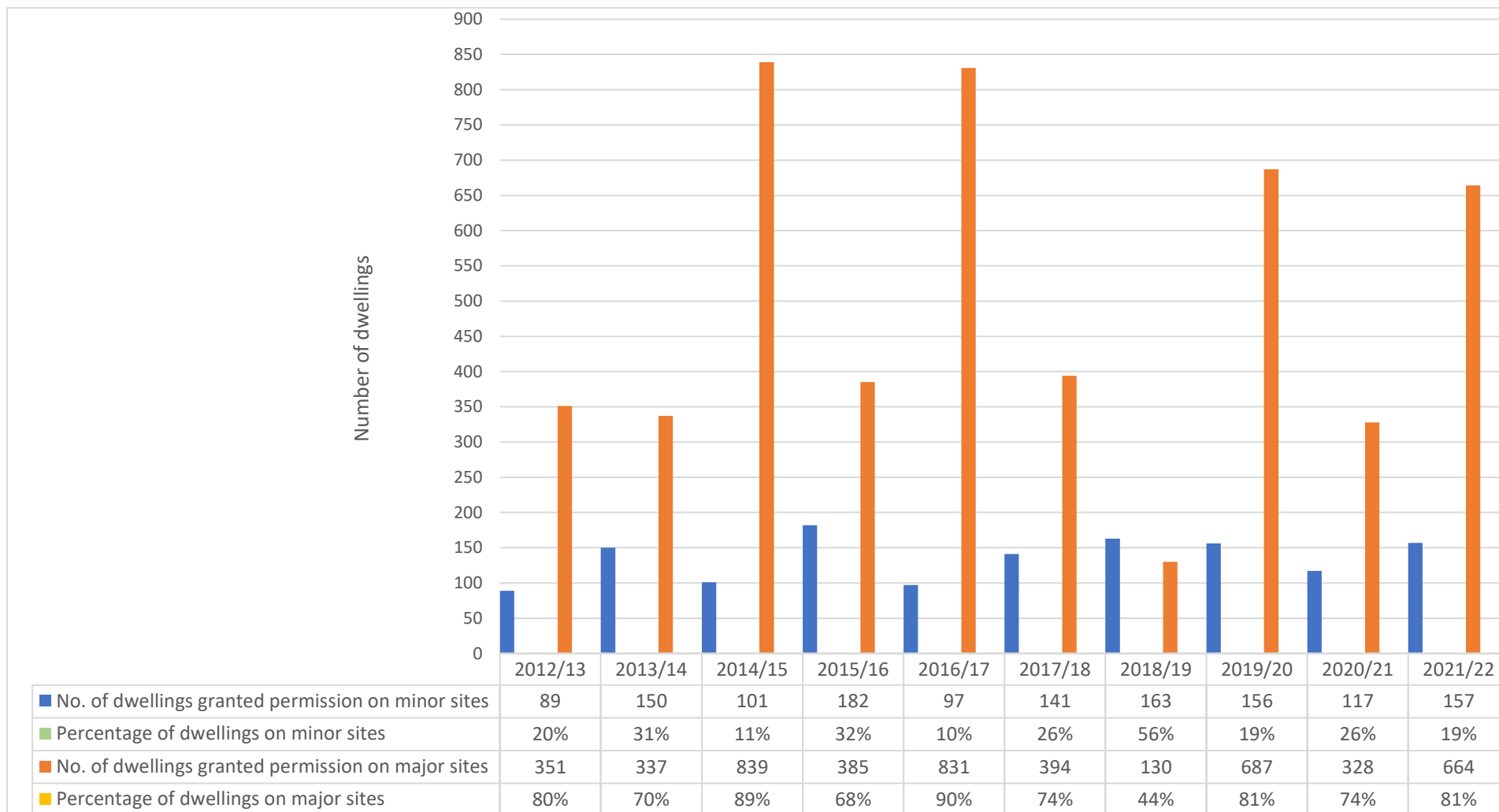


Figure 6: Number of dwellings with planning permission by site size 2012/13 to 2021/22



Build-out Rates

- 3.28. Analysis shows that on average larger schemes tend to be commenced faster than the smaller schemes as shown in table 5 below. This is possibly related to the fact that for larger schemes to come forward as an application in the first place there must be a certain level of investment and confidence in the deliverability of the site. There are also relatively few larger schemes so, again, any that do are more likely to be those where there is an active developer.
- 3.29. The build-out rates also show that larger sites tend to spend more time under construction, compared to smaller sites, however they deliver the greatest number of dwellings per year. This is likely due to phasing, build-out capacity and the need for supporting infrastructure to be constructed (such as roads).
- 3.30. Table 5 shows that all schemes which commence are built out within 5 years, and medium sites of 20-49 dwellings tend to be built out the quickest (within 2.08 years).
- 3.31. The relatively quick completion times and what appear to be healthy build-out rates are somewhat at odds with the level of development that is taking place in the borough. For example, as table 5 shows, it appears that if a scheme does commence, it tends to get built quickly. However, the analysis shows that there is an issue with planning permission being implemented (a 12% overall lapse rate) and also in terms of the scale of development coming forward, with only two large-scale major schemes (200+ homes) at Foxdenton (2014/15) and Cowlshaw (2021/22) receiving planning permission in recent years.
- 3.32. This may be due to the lack of large-scale allocations and land availability. However, it is expected that the development of large-scale sites will improve in the next 5-10 years, with key development sites within Oldham Town Centre and several of the PfE Strategic Allocations expected to begin to come forward. Moreover, the Local Plan will consider the need for large scale sites, through site allocations.
- 3.33. With regards to minor sites, the build-out rates indicate that where they are for individual houses there may not be the impetus or the ability to deliver the dwelling quickly, owing to constraints such as cost or availability of construction materials and labour.

Table 5: Lead-in times and build-out rates

Size of Site (dwellings)	Time from PP to first commencement (range)	Time from PP to first commencement (average)	Average time from PP to site completion	Average time from commencement to completion	Average no. of dwellings completed p.a
100+	3-22	25	52	34	66
50-99	1-35	12	40	24	46
20-49	1-39	10	25	14	35
10-19	1-35	12	30	20	11
6-9	1-44	15	35	19	8
0-5	1-56	14	28	18	2

4 Housing Land Supply Analysis

Housing Land Supply

- 4.1 Analysis within this section is based on the housing land supply as of 1 April 2023 as identified in the council's SHLAA³⁹ and Monitoring Report⁴⁰.
- 4.2 The SHLAA (as of 1 April 2023) identifies a baseline housing land supply of 13,163 homes. This increases to 13,870 homes when including small sites and clearance allowances. A breakdown of the housing land supply as of 1 April 2023 is shown in table 6.
- 4.3 Table 6 shows that 24% of the supply is on sites within the planning system. This includes those that are under construction and those which have extant planning permission (outline and full). A further 10% is on sites which have been considered within the planning system, including existing Saved UDP Housing Allocations and sites which have previously had planning permission but where the permission has since lapsed, or the site has stalled. Approximately 47% of the housing land supply is on potential sites and those which are pending a decision on a planning application for residential development.
- 4.4 The housing land supply for 2023 includes the PfE Strategic Allocations for residential (or mixed-use) development.
- 4.5 Two sites within the PfE Strategic Allocations, are included within the housing land supply relative to their respective planning status i.e. Under Construction, as they have received planning permission in previous supply years and are under construction:
 - HLA3862 Cowlshaw Abbatoir, Shaw which is part of PfE Allocation JPA14 Cowlshaw and received planning permission (RES/346720/21) in January 2022 for 201 dwellings. The site is now under construction; and
 - HLA3966 Land to the south of Denbigh Drive, Shaw which is part of PfE Allocation JPA14 Cowlshaw and received planning permission (FUL/346529/21) in May 2022 for 42 dwellings. The site is now under construction.
- 4.6 The remaining allocations (and a remaining undeveloped parcel at the Cowlshaw allocation) are included within their own category 'PfE Strategic Allocations' within the housing land supply⁴¹. This category includes 2,481 homes, which equates to 19% of the total housing land supply.

³⁹ Strategic Housing Land Availability Assessment (SHLAA) (as at 1 April 2023), available at:

https://www.oldham.gov.uk/info/201230/monitoring/2134/strategic_housing_land_availability_assessment_shlaa

⁴⁰ Oldham's Monitoring Report and Infrastructure Funding Statements 2022 to 2023, available at:

https://www.oldham.gov.uk/info/201230/monitoring/263/oldhams_monitoring_report

⁴¹ A planning application (FUL/347760/21) is also pending decision (subject to legal agreement) for 30 dwellings at JPA11 Bottomfield Farm (Woodhouses).

Table 6: Breakdown of the housing land supply as at 1 April 2023

SHLAA category	Total dwellings 2023-2028	Total dwellings 2028-2033	Total dwellings Years 11+	Total dwellings - all periods	% of supply (dwellings)	Total of number of sites	% of supply (sites)
Sites under construction	1,241	0	0	1,241	9%	123	28%
Sites with extant planning permission	1,476	460	0	1,936	15%	172	39%
Saved UDP Phase 1 housing allocations	7	358	0	365	3%	8	2%
Saved UDP Phase 2 housing allocations	0	181	0	181	1%	5	1%
Lapsed and Stalled sites	61	508	147	716	5%	36	8%
Potential & pending sites	417	2,410	3,416	6,243	47%	95	21%
PfE Strategic Allocations	0	1,299	1,182	2,481	19%	7	2%
SUBTOTAL	3,202	5,216	2,045	13,163	100%	446	100%
Current small sites allowance minus any small sites already identified in supply	0	365	438	803			
Current clearance allowance	30	30	36	96			
TOTAL	3,172	5,551	5,147	13,870			

Current Position of Housing Allocations

- 4.7 UDP Phase 1 and Phase 2 Housing Allocations have been saved as part of the Local Plan through Policy 3 ‘An Address of Choice’ with the intention being at the time that these would be assessed as part of the preceding Site Allocations Development Plan Document (DPD). However, progress regarding the Site Allocations DPD was put on hold in light of the Greater Manchester Spatial Framework (now Places for Everyone). Going forward allocations will be considered as part of the emerging Local Plan review. Upon adoption these will sit alongside the strategic allocations identified as part of Places for Everyone).
- 4.8 The UDP organised the housing allocations into two phases – phase 1 sites which were intended to meet short- and medium-term needs, and phase 2 sites which form a pool of sites for the longer term or in circumstances where the monitoring process indicates that there is likely to be a sustained shortfall in the envisaged phase 1 supply. These phasing arrangements are no longer considered applicable.
- 4.9 Analysis of the phase 1 housing allocations indicates that 57%, or 12, of the 21 allocations have been completed. There are nine phase 1 housing allocations remaining:
- Two form part of a wider mixed-use allocation which include active employment uses (land at Oldham Road / Hardman Street (M3)⁴² and Huddersfield Road / Dunkerley Street (M4). Part of the allocation at Oldham Road/ Hardman Street has extant planning permission for residential development (FUL/346821/21 – 14 homes);
 - One site is the subject of a pending planning application for residential development (FUL/350293/22 - 60 homes) (Bailey Mill H1.1.5);
 - Three are active employment sites (Pretoria Road (H1.1.23), Jowett Street (H1.1.25) and the remaining land of H1.1.24 fronting Rochdale Road, Royton; and
 - Two have received planning permission in the past, and either the S106 has not been signed (Springhey Mill (H1.1.21)) or the permission has lapsed (Blackshaw Lane (H1.1.29)) therefore their status has reverted to allocated.
- 4.10 Hartford Mill (H1.1.27) received planning permission for demolition and redevelopment in 2019 - demolition has since been carried out. A detailed application for major residential development on the site is currently being prepared.
- 4.11 For the remaining phase 1 allocations there may be issues preventing these sites from coming forward, whether it be site constraints, multiple ownerships or viability issues. Whilst it is considered through the annual SHLAA assessment that the sites are deliverable, and there is no known reason for these sited not coming forward, the

⁴² Oldham Road/ Hardman Street (M3) received planning permission for residential development of 14 dwellings in January 2022. As permission was granted after the base period of the SHLAA as at 1 April 2021, the site’s status remains as undeveloped in the SHLAA as at 1 April 2021, however it will be updated in the next SHLAA update (as at 1 April 2022) as appropriate.

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existing UDP housing allocations will be reviewed as part of the Local Plan Review to determine their future uses.

4.12 In terms of the phase 2 housing allocations, six out of the eight allocations remain within the housing land supply. Planning permission has been granted for 234 dwellings in total on Land at Knowls Lane (H1.2.10) (approximately 121 dwellings on the housing allocation). Three dwellings recently granted planning permission are under construction on a small part of Ashton Road, Woodhouses (H1.2.3), whilst the remaining part of the allocation currently remains undeveloped. There is also an application pending decision for residential development at Lilac View Close (H1.2.6).

Lapsed and Stalled Sites

4.13 This category includes sites that have previously had planning permission for housing but where this has expired before being implemented. It also includes “stalled” sites which are classed as those that have been granted permission and construction has begun (or a material start has been made) but where there has been no development activity for at least five years.

4.14 In the lapsed and stalled category there are 25 sites of 10 dwellings or more, with the capacity to provide 929 dwellings. Six of these sites have a capacity of between 50 to 199 dwellings. These are listed in table 7 below. There are no sites of 200+ dwellings.

Table 7: Lapsed and stalled sites with a capacity of 50 dwellings and above, as at 1 April 2023

Site name	Land Type	Area (ha)	Dwellings
53 - 55 King Street (formerly Riley Snooker Club and Megson and Ponsonby Solicitors), Oldham, OL8 1EU	BF	0.15	126
Phoenix Mill, Cheetham Street, Failsworth, Manchester, M35 9DS	BF	1.46	89
Land at North Werneth Zone 5, Land bounded by Hartford Mill to the west, Edward Street to the north, and Milne Street to the east.	BF	1.39	72
Land at Derker (Abbotsford Road Site), Abbotsford Road/ Vulcan Street, Derker, Oldham	BF	1.18	51

4.15 Since the previous HDT Action Plan, published in 2022, Thornham Mill, a previously large-scale lapsed site, has received planning permission for 60 dwellings.

4.16 One site with lapsed planning permission (Land at Springhead Quarry) has been discounted from the housing land supply as part of the updated SHLAA, as it is no longer considered suitable for residential development.

4.17 Several other lapsed and stalled sites have been assessed and amended as part of the SHLAA 2023 update, including amending site capacity based on updated

constraints/ density assumptions and amending site boundaries to remove completed parts of sites, for example.

- 4.18 The reasons for these lapsed sites are varied. They are all brownfield sites, and some are in active employment use and therefore may have issues regarding the viability and other constraints that need to be overcome. The former Hartford Mill was derelict and having a detrimental impact on the surrounding area and preventing some sites at North Werneth from coming forward. However, as set out above, demolition has since been carried out and as such it is anticipated that the remaining surrounding sites at North Werneth will start to come forward soon. One formerly vacant site in this area – Land at North Werneth Zone 4 – has recently completed the development for 68 homes.
- 4.19 For these reasons, the majority of the sites are identified in the post five-year housing land supply as developable in years 6 to 10 and 11+ recognising the constraints that need to be overcome in order to secure their delivery. However, Land at Derker (Abbotsford Road Site), was identified within the five-year supply (2023-2028) as it is council owned and at the time was the subject of a pending planning application (as part of wider development of three sites within the area - FUL/350118/22). This application has since received planning permission (April 2024).

Housing Land Supply by Land Use

- 4.20 A significant proportion of the housing land supply as at 1 April 2023 includes sites that are currently in other uses, such as employment, but there are reasons to assume that housing could be achievable on the site in future. A portion of the housing land supply is also on sites in key locations such as Oldham Town Centre, and on sites which are in council ownership. Table 8 overleaf sets out the supply by land use.

Table 8: Breakdown of Housing Land Supply by Land Use

	Total no. of sites	Total no. of dwellings	% of sites in active employment use (whole or in part)	% of dwellings on sites in active employment use (whole or in part)	% of sites on mill sites	% of dwellings on mill sites	% of sites within Oldham Town Centre	% of dwellings on sites within Oldham Town Centre	% of Council owned sites	% of dwellings on Council owned sites
% of supply			9%	22%	6%	16%	13%	26%	13%	43%
Number of sites/ dwellings	446	13,163	39	2,872	25	2,170	60	3,448	60	5,624

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- 4.21 Table 8 shows that 9% (39 sites) of the total number of sites in the housing land supply (446 sites) are in active employment use, which represents 22% (2,872 dwellings) of the total number of dwellings in the housing land supply (13,163 dwellings).
- 4.22 6% (25 sites) of the total number of sites in the housing land supply are on mill sites, which represents 16% (2,170 dwellings) of the total number of dwellings in the housing land supply. In addition, to the 39 sites in active employment use, some of these mills are also in active employment use.
- 4.23 13% (60 sites) of the total number of sites within the housing land supply are within Oldham Town Centre, representing 26% (3,448 dwellings) of the total number of dwellings in the housing land supply.
- 4.24 Finally, 13% (60 sites) of the total number of sites within the housing land supply are council-owned. This represents 43% (5,624 dwellings) of the total number of dwellings in the housing land supply.
- 4.25 For currently occupied sites, reasons which may make such a site suitable for inclusion within the housing land supply include:
- the site has been suggested as potential housing land in the future through the Call for Sites process by the owner;
 - it is within an existing predominantly residential area;
 - land adjacent to or close to the site has been granted planning permission for housing and this may have changed the character of the area;
 - it is not fully occupied or is no longer fit for purpose to meet modern business needs or practices; or
 - circumstances have changed which means that a current or former use is no longer viable or appropriate.

Housing Land Supply by Type

4.26 Table 9 below shows that 61% of all homes identified as part of the housing land supply is on brownfield land. This does not include the brownfield element of 'mixed' sites, which are a mix of brownfield and greenfield land. A further 15% of the housing land supply is on mixed sites. As such, 76% of the housing land supply is on brownfield or mixed sites.

Table 9: Breakdown of Housing Land Supply as at 1 April 2023 by Land Type

Category	Brownfield	Greenfield	Mixed	Total
Under construction	754	122	365	1,241
Extant planning permission	1,004	553	379	1,936

Category	Brownfield	Greenfield	Mixed	Total
Saved UDP Phase 1 housing allocations	350	0	15	365
Saved UDP Phase 2 housing allocations	0	181	0	181
Lapsed and stalled sites	657	29	30	716
Potential & pending sites	5,237	240	766	6,243
PfE Strategic Allocations	0	2,121	360	2,481
Total	8,002	3,246	1,915	13,163

4.27 84% of the new homes identified on potential and pending sites and 92% on lapsed and stalled sites fall on brownfield land. Therefore, there is a need to continue to ensure that brownfield sites come forward for development. As outlined below a significant proportion of these sites are for between 50 to 199 homes and 200+ homes, offering opportunities to broaden the scale of development opportunities across the borough.

Housing Land Supply by Size

4.28 Table 10 shows that 44% of the supply is made of large-scale major sites (200 dwellings and above) and 35% on sites of between 50 and 199 dwellings. 16% of the supply is on sites with a capacity of 10 to 49 dwellings and 6% of the supply is on minor sites with a capacity to deliver less than 10 dwellings. In total, 95% of the supply is made up of major sites (10 dwellings and above).

4.29 The supply identifies that out of 163 major sites, only 15 of them are identified as large-scale major sites (200+ dwellings). Of the major sites, the average site size is 76 homes. This means that the average size of site is relatively small, however it is in keeping with the hectareage and physical characteristics of sites which make up the housing land supply in Oldham.

4.30 Compared to the housing land supply for previous years, the 2023 housing land supply includes more large-scale major sites (200+ dwellings) and sites of between 50-199 dwellings. These are mainly due to the inclusion of the PfE Strategic Allocations, as shown below, but are also due to capacity amendments to existing sites in line with new evidence:

- JPA10 Beal Valley – 482 dwellings
- JPA12 Broadbent Moss – 1,374 dwellings⁴³
- JPA13 Chew Brook Vale – 138 dwellings

⁴³ The total allocation capacity was for 1,450 dwellings. 77 dwellings were completed within the allocation (Hebron Street) in 2020.

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- JPA14 Cowlshaw – 222 dwellings⁴⁴
- JPA15 Land south of Coal Pit Lane – 175 dwellings
- JPA16 South of Rosary Road – 60 dwellings

4.31 PfE Strategic Allocation JPA11 Bottom Field Farm is also included within the housing land supply but has a capacity of less than 50 dwellings (30 dwellings). The council will support the delivery of several of these allocations, including Beal Valley, Broadbent Moss, Chew Brook Vale, Land south of Coal Pit Lane and South of Rosary Road. Whilst the remaining allocations are likely to be delivered independently in line with landownerships.

4.32 As such, the 2023 housing land supply has identified an additional 6 large-scale sites with a capacity to deliver an additional 3,047 dwellings, compared to the 2022 housing land supply (and an addition of 6 large-scale sites with an additional capacity of 3,027 dwellings compared to the 2021 housing land supply).

4.33 The potential and pending site category include the most sites of between 50-199 dwellings and sites of 200+ dwellings. 83% of the total number of sites within this category are identified as being capable of delivering 50-200+ dwellings. The dwellings identified on sites of this size within the potential and pending category represent 39% of all dwellings identified within the housing land supply.

4.34 The potential sites provide an opportunity to respond to some of the issues identified by the evidence in relation to build-out rates and the lack of larger sites coming forward for development. However, a number of these sites are still identified within the long-term supply period, with some capacity even falling post-plan period (post-2039). As such, there is still a need to identify opportunities to bring large sites forward sooner.

⁴⁴ The total allocation capacity is for 460 dwellings. Two out of three parcels within the allocation are currently under construction (Cowlshaw Abbatoir and Land south of Denbigh Drive) and included within the 'Under Construction' category within the housing land supply. 222 dwellings is the remaining un-permissioned capacity within the allocation.

Table 10: Breakdown of Housing Land Supply as at 1 April 2023 by Size

Category	Total no. of sites	Total no. of dwellings	No of sites <10 dwellings	No of dwellings on sites of <10 dwellings	No. of major sites of 10 to 49 dwellings	No. of dwellings on major sites of 10 to 49 dwellings	No. of major sites of 50 to 199 dwellings	No. of dwellings on major sites of 50 to 199 dwellings	No. large scale major sites (200+ dwellings)	No. of dwellings on large scale major sites (200+ dwellings)
Under construction	123	1,241	99	231	19	419	4	390	1	201
Extant planning permission	172	1,936	151	303	13	252	5	382	3	999
Lapsed and stalled sites	36	716	15	94	17	284	4	338	0	0
Phase 1 Housing Allocations	8	365	0	0	5	107	3	258	0	0
Phase 2 Housing Allocations	5	181	0	0	3	55	2	126	0	0
Potential & pending sites	95	6,243	18	118	43	953	26	2713	8	2459
PfE Strategic Allocations	7	2,481	0	0	1	30	3	373	3	2078
Total	446	13,163	283	746	101	2100	47	4580	15	5737

Oldham Town Centre

- 4.35 The large-scale major sites and sites of between 50-199 dwellings include key sites within Oldham Town Centre, which form part of the council's Town Centre Development Framework. The Development Framework is guided by the vision established in the 'Creating a Better Place' Strategic Framework which is outlined in section 1 of this report. A key part of the Development Framework is to support the delivery of development opportunity sites, which are within council-ownership, for housing and mixed-use development.
- 4.36 Whilst this is an emerging project and identified sites and indicative capacities may change as evidence develops, several of the development opportunity sites are identified within the housing land supply for 2023 (within the Potential and Pending site category), as set out below:
- Civic Centre, West Street with an indicative capacity of 682 homes;
 - Land between Prince Street, Oldham Way and Mumps, and Land at Mumps and Wallshaw Street, with an indicative capacity of 348 homes across both sites;
 - Former Magistrates Court and Manchester Chambers, Barn Street with an indicative capacity of 240 homes;
 - Former Leisure Centre Site, Lord Street with an indicative capacity of 215 homes;
 - Land at Waterloo Street with an indicative capacity of 190 homes;
 - Bradshaw Street with an indicative capacity of 120 homes; and
 - Henshaw House with an indicative capacity of 45 homes.
- 4.37 The Town Centre Development Framework will support the master planning and delivery of these large-scale sites, which coupled with the delivery of the PfE Strategic Allocations, will directly respond to an issue identified within the previous Housing Delivery Test Action Plan of a limited number of large-scale sites coming forward for development.

Housing Land Supply by Owner

- 4.38 As table 11 shows 25% of the housing land supply is on local authority owned sites. These sites offer significant opportunities to boost housing delivery across the borough in line with the council's priorities. In addition to this, a proportion of the mixed ownership category includes sites which are also part-owned by the local authority, which presents the opportunity for new ways of partnership working to bring these sites forward.
- 4.39 There is also a proportion of sites owned by other public bodies providing the opportunity for partnership working, and sites owned by Registered Affordable Housing Providers enabling the delivery of new affordable homes.

Table 11: Breakdown of housing land supply as at 1 April 2023 by landowner

	Local Authority	Registered Provider	Other public body	Private	Mixed	Total
Under construction	247	0	0	994	0	1,241
Extant planning permission	0	88	0	1,834	14	1,936
Saved UDP Phase 1 housing allocations	15	0	0	192	158	365
Saved UDP Phase 2 housing allocations	78	0	0	103	0	181
Lapsed and stalled sites	23	0	0	552	141	716
Potential & pending sites	2,870	0	0	3,074	299	6,243
PfE Strategic Allocations	0	0	0	625	1,856	2,481
Total	3,233	88	0	7,374	2,468	13,163

Five-year Housing Land Supply Position

4.40 The SHLAA as at 1 April 2023 sets out the council’s latest five-year housing land supply position. The housing land supply is constantly evolving with new sites gaining permission, sites being completed and potential land coming forward.

4.41 The Department of Levelling Up, Housing and Communities (DLUHC) (formerly Ministry of Housing and Local Government (MHCLG)) introduced a methodology for calculating local housing need in 2018⁴⁵. Where a Local Plan is more than five years old, as per paragraph 74 of the NPPF, the local housing need calculation (standard methodology) applies when calculating the authorities five-year housing land supply.

4.42 At the time of the publication of the SHLAA in January 2024, Oldham’s current local housing need was determined by the standard methodology, which identified a housing need of 703 new homes per year. The five-year housing land supply identified within the SHLAA 2023 represented a supply 4.5 years or 90% of the total housing required (against the standard methodology requirement) for the period (2023-2028).

4.43 Section 6 of the SHLAA 2023 also set out Oldham’s five-year housing land supply against the PfE housing requirement for Oldham. At the time of publication of the

⁴⁵ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

SHLAA, PfE was an emerging Plan which would become part of Oldham's statutory development plan following its adoption. PfE was adopted by the nine Places for Everyone authorities on 21 March 2024, and as such, PfE now sets out Oldham's housing requirement over the plan period (2022- 2039).

- 4.44 PfE identifies a stepped housing requirement for Oldham of 404 homes per year for 2022-2025, 680 homes per year for 2025-2030, and 772 homes per year for 2030-2039. The stepped requirement equates to an average of 680 homes per year. Across the plan period the total housing need for Oldham is 11,560, including a buffer to provide flexibility.
- 4.45 Oldham's housing requirement for the five-year period of 2023-2028 is therefore the five-year average of the remaining two years of the stepped requirement of 404 homes per year which apply to 2022-2025 and three years of the stepped requirement of 680 homes per year which apply to years 2025-2030. The increase in housing requirement at each 'step' presents a challenge in ensuring the delivery of housing can be maintained in line with the requirement. Whilst the requirement has been devised based on identified housing land supply over the plan period, the actual delivery of the identified supply remains important in ensuring this is met in a timely manner.
- 4.46 Oldham's five-year supply (2023-2028) is 3,202 homes. Against Oldham's current housing requirement identified in PfE, Oldham's identified housing land supply represents 111% or a 5.5-year supply of deliverable housing land. As such, the five-year housing land supply is sufficient to meet the stepped requirement and provides an appropriate flexibility allowance to allow for changes in supply and/or delivery.
- 4.47 The five-year housing land supply position is updated annually and is published as part of the SHLAA and authorities Monitoring Report.
- 4.48 The post five-year housing land supply identifies a further 9,961 dwellings which are expected to be delivered beyond 2028 (including 552 dwellings expected to be delivered beyond 2039). These are on sites that would either require a full or reserved matters application, a new planning application, construction would need to resume or, for potential and pending sites, be granted planning permission for housing.

5 Engagement

- 5.1 As set out in section 1, in February 2024 Oldham Council held a Housing Roundtable event⁴⁶. Senior representatives from all of Oldham's major social housing providers were at the event, along with private landlords, letting agents, developers and housebuilders, charities and more.
- 5.2 Some of the main issues discussed include:
- the national problem of a shortage of housing supply, driven by factors such as the high costs of renting and home ownership;
 - the lack of Government funding to invest in social homes;
 - differences in the definition of truly "affordable" homes, and a reduction in the supply of social and affordable housing.
- 5.3 Nationally, the Government has stopped incentivising developers to build truly affordable homes, with funding provided through the Government's Affordable Homes Programme (AHP) being slashed, which intensifies the need further.
- 5.4 At the same time, demand for those homes is increasing, as people are affected by the cost-of-living crisis and are struggling with rising mortgage interest rates - meaning they may not be able to afford to pay, or get on the housing ladder at all.
- 5.5 Risks of further increasing housing demand pressures were also identified as population growth, people living independently for longer, increasing risk of homelessness and the lack of properties available.
- 5.6 Local issues such as housing standards, housing demand and supply were discussed and the council and the partners considered how they could work together to tackle the issues locally.
- 5.7 As part of this Roundtable event, the council – with the support of its partners - pledged to build 500 new social homes over the next five years for residents to meet local housing needs.
- 5.8 Following on from this event, a workstream of actions was developed. The actions are a shared responsibility across various teams at the council and each action relates to distinct issue areas, such as housing supply, including affordable and social housing.
- 5.9 Actions related to housing supply include, tackling empty homes, bringing them back into use and identifying a residential pipeline – a live database which clearly sets out

⁴⁶ Oldham Council Housing Roundtable Event, February 2024:
https://www.oldham.gov.uk/news/article/2618/tackling_the_housing_crisis_500_new_social_homes_coming_to_oldham_announced_at_oldham_housing_roundtable_event

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a supply of future housing and includes a breakdown of housing tenure and indicative delivery period.

- 5.10 Further information and progress on these actions are included within part 2 of this Action Plan.
- 5.11 In addition to the Roundtable event, regular engagement with key housing delivery stakeholders is carried out through the Strategic Housing Group. This group meets around every 3 months and brings to together Registered Providers, Developers, Council Officers, elected Members and other key stakeholders. It provides strategic direction and advice on key housing issues facing the borough and oversees the delivery of the Housing Strategy Action Plan, which includes ways to increase housing delivery and supply.
- 5.12 Furthermore, as part of the engagement carried out for previous HDT Action Plans, several potential reasons for the under-delivery of housing were found and potential solutions identified. Many of these are still applicable and the evidence continues to inform actions identified for improving housing delivery within this Action Plan (as identified in part 2).
- 5.13 For example, to inform the preparation of the HDT Action Plan in 2021 a housing delivery developer questionnaire was sent to identified developers, housebuilders, registered providers and agents operating in the borough. The questionnaire sought views and comments on housing delivery issues and opportunities in Oldham.
- 5.14 The main findings in terms of how prolific housing delivery issues are in Oldham compared to other Greater Manchester authorities, were that in general housing delivery issues affecting Oldham were not unique to the borough and indeed it is considered that the issues are apparent across Greater Manchester boroughs. However, some respondents noted that the tightly defined Green Belt in Oldham, particularly to the east of the borough, is an issue for Oldham in particular.
- 5.15 It was also noted that generally low house prices, viability and difficult brownfield sites were an issue in Oldham. Although respondents highlighted those issues of low house prices were an issue across the east of Greater Manchester housing market area, in particular.
- 5.16 Appendix 2 of this document contains a full summary of responses to the questionnaire and the actions identified by respondents to tackle the issues.
- 5.17. Ongoing engagement with key housing delivery stakeholders is important to support housing delivery within the borough and will continue to be carried out.

6 Summary of housing delivery and supply issues in Oldham

6.1 Analysis of housing delivery and the make-up of the housing land supply identifies several issues, which may impact housing delivery within the borough. In summary, these are:

- Delivery of Oldham’s housing requirement, as set out in PfE. The housing requirement is stepped over three periods and will increase significantly from 2025 onwards. It is important that housing delivery is maintained in line with the housing requirement.
- There is a need to deliver affordable housing to meet local housing needs, including social homes. The council, and its partners, have committed to delivering 500 social homes over the next five years.
- There is a need to continue to ensure that brownfield sites come forward for development - 76% of the housing land supply is on brownfield or mixed land, with a significant proportion (79% of the supply) on sites of between 50 to 199 dwellings and 200+ dwellings, offering opportunities to broaden the breadth of development opportunities across the borough.
- Scale of development coming forward – minor sites (of less than 10 dwellings) make up 84% of sites granted planning permission in the last ten years. Whilst the number of major sites coming forward is more limited, they continue to form a significant proportion of the supply, accounting for 75% of dwellings granted planning permission over the last ten years.
- 'Major' sites in Oldham are still relatively small with most sites within the housing land supply (101 sites out of a total 163 major sites) having a capacity of under 50 dwellings, and the average site size of major sites is for 76 dwellings. However, the most recent update of the housing land supply (as at 1 April 2023) has identified additional 'large-scale major' sites (over 200 dwellings).
 - Number of major sites of 10 to 49 dwellings – 101
 - Number of major sites of 50 to 199 dwellings – 47
 - Number of large-scale major sites of 200+ dwellings – 15
- We need to continue to increase the number of major sites coming forward and support them in delivery where appropriate, in particular those with a capacity of 100 to 200+ dwellings as the analysis indicates that these are more attractive for housebuilders and appear to be developed faster.
- Build-out rates - larger schemes are being commenced faster than smaller ones. Yet, as outlined above the number of major sites coming forward is relatively limited at present. However, the number of large-scale sites is expected to increase in line with the identified future housing land supply, including large-scale sites within Oldham Town Centre and the PfE Strategic Allocations expected to come forward over the next 5-15 years.
- Delivery of minor sites - evidence indicates that for minor sites where they are for individual houses there may not be the impetus or the ability to deliver the

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dwelling quickly, owing to constraints such as cost or availability of construction materials and labour.

- Over-reliance on sites outside the planning system – with 76% of the housing land supply (as at 1 April 2023) made up of potential housing sites that do not currently have any planning permission (although some may have been considered for housing through the planning system such as those with lapsed permissions and identified allocations).
- Issues around the implementation of planning permissions which may, for example, be due to viability and deliverability.
- Availability of grant support to help bring sites forward, such as GMCA Brownfield Land Fund and One Public Estate Brownfield Funding, are geared towards larger sites.

6.2 Actions to tackle these housing delivery and supply issues will be considered in part 2 of this Action Plan.

7 Appendices

Appendix 1 - Implementation rates from 01/04/2012 to 31/03/2022

Year	No. of sites granted permission	Capacity of sites granted permission	No. dwellings completed on these sites	No. dwellings under construction on these sites	No. dwellings not started but development has been implemented on these sites	No. dwellings not started but site still has extant permission/prior approval	No. dwellings lapsed on these sites	Overall lapse rate (%)	Housing Requirement ⁴⁷
2012/13	58	440	395	14	33	0	43	9.7%	289
2013/14	75	481	406	9	5	0	50	10.3%	289
2014/15	64	940	549	58	39	0	49	5.2%	289
2015/16	87	567	486	7	10	0	59	10.4%	289
2016/17	63	928	479	7	138	0	257	27.6%	446
2017/18	90	535	392	15	33	0	74	13.8%	660
2018/19	68	293	212	41	3	0	20	6.8%	717
2019/20	99	843	399	35	13	0	74	8.7%	633
2020/21	70	445	258	58	58	45	n/a	n/a	461
2021/22	86	820	250	197	252	131	n/a	n/a	677
TOTAL	760	6,292	3,826	441	584	176	626	11.6%	4,750

⁴⁷ From 2015/16 onwards, this column shows the housing requirement as is set out within the HDT measurement (applicable to the individual year), which takes into account previously unmet need/ under-delivery of housing against an adopted housing requirement or that identified by the standard methodology for calculating local housing need.

Appendix 2 - Housing Delivery Questionnaire 2021 Responses

7.1 The following table provides a summary of the issues that were highlighted by respondents to the housing delivery questionnaire which was sent out to inform the HDT Action Plan in 2021.

Main Issue Theme	Issues
General lack of appropriate sites	<p>Lack of appropriately sized, available and suitable sites in good locations.</p> <p>Large amounts of constrained sites in terms of topography, contamination and demolition costs, present significant viability challenges.</p> <p>Unrealistic expectations of land values slow the process and increase costs of development.</p> <p>Oldham's market forces mean that not all available sites are in locations where housebuilders want to build/ where there is strong housing market demand.</p> <p>Over-reliance on town centre and brownfield sites will not provide homes in the right locations.</p>
Constrained/ complex development sites	<p>Green Belt policy means housing development is limited to constrained brownfield sites.</p> <p>Site constraints lead to delays in land negotiations, planning application process and onsite delivery.</p> <p>Industrial legacy has contributed to the identification of several difficult-to-deliver brownfield sites.</p>
Economic/ housing market uncertainty	<p>Removal of Stamp Duty and the Government's Covid-19 Furlough Scheme could impact on the economy and therefore affect the housing market, including delivery of affordable housing.</p> <p>Affordable rents are linked to market values and could be detrimentally impacted if market conditions worsen.</p> <p>Some economic uncertainty but the housing market remains strong.</p>
Issues of development viability	<p>Increasing construction and material costs are impacting on viability and deliverability.</p> <p>Viability is a key issue for brownfield sites, which are typically located in lower value/ weaker housing market areas and have numerous constraints to overcome.</p> <p>Viability is a significant issue for affordable housing delivery - complex sites, low market rental and sales values and high land values. Market rent value is particularly difficult to deliver.</p> <p>The introduction of measures associated with a move to Net Zero Carbon will worsen viability without government subsidy.</p>
Affordable housing and other policy requirements	<p>The provision of affordable housing is less of a constraint than other policy requirements.</p> <p>The quality bar should be set high but should reflect the local market. Trade-offs between policy requirements are inevitable.</p> <p>Need to build more affordable housing at public expense, not rely on the private sector.</p>
S106 negotiations	<p>Negotiations are slow and over-complicated for what is a standard legal process.</p>

Main Issue Theme	Issues
	S106 acquisitions for affordable housing are competitive and unfair. The legal signing-off process causes delays.
Planning application process	Decision-making/ assessment is too bureaucratic, and process based. Statutory consultees are under-resourced leading to lengthy response times which in turn slows the whole process. Lack of certainty around requirements and inconsistent messaging from different departments. The planning department is under-resourced, particularly highways leading to a lengthy application process. The pre-application process is too lengthy. Delays are caused by a lack of capacity to process applications, lack of delegated officer decisions and too many applications requiring planning committee approval. Difficult to maintain communication during the planning application process. 'Approval in Principle' would speed up the process. External consultants employed by the council to assist in applications take too long to respond.
Pre-commencement conditions	Many are unnecessary and should be cleared at approval, especially those where details are included in the initial application e.g. landscaping, boundary treatments and materials. Time consuming to discharge conditions after approval.
Infrastructure/ utilities provision	Perceived lack of local infrastructure and facilities is driving public objections to housing developments. Schemes are delayed by statutory services and their procedures; Infrastructure providers have a monopoly on the market, meaning costs can be high and impact on development viability.
Build process (construction, labour, funding etc.)	Covid-19 and Brexit have impacted on the availability of materials and labour causing delays and increased costs.
Other issues	Lack of up-to-date Local Plan creates uncertainty in the development industry and leads to the current position of speculative development on employment sites and protected land, which is a risky, difficult and lengthy process.

7.2 The following actions/ improvements were identified by respondents in relation to the housing delivery issues:

- Better resourcing of planning departments and statutory consultees (not limited to Oldham);
- Need to ensure a streamlined post-approval process to agreeing S106 and discharging planning conditions;
- Strict deadlines for agreeing S106;

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- Ensure planning conditions are proportionate to the development;
- Could introduce deemed approval of conditions after a short amount of time following submission of information;
- Housing mix and type of developments need to be market-facing;
- Large scale masterplans should ensure the development has a positive impact on the surrounding area, increasing land values, investment and regeneration;
- Need for clear planning policy which ensures real choice in housing;
- Decision-making should consider the merits of the scheme rather than standard 'box ticking';
- Early communication during the application process around development expectations, issues, requirements and application timescales is essential; Early, open and efficient pre-application discussions with the council and infrastructure providers;
- Efficient validation and consultation processes;
- Application determination within an appropriate time period should be met; Sufficient pre-approval discussion could deal with issues and agree conditions; Need to identify a better way to address and communicate infrastructure concerns with the public; and
- Oldham's new local and regional plan needs to provide a clear vision for the borough's future and guide development.

7.3 Respondents also highlighted the impacts of Covid-19 on housing delivery, including:

- The closure of construction sites for several months in 2020 and the implications of Covid-19 restrictions / social distancing requirements have, in some cases, led to delays in site completions, including some affordable housing;
- Long term impact of people continuing to work from home may lead to a change in housing demand - for example, decreased demand for flats, increased demand for homes with office space, more garden space, better access to parks and open spaces; and
- The wider financial impact of the pandemic impacting on resources available to deliver affordable housing.

7.4 Longer-term analysis is needed to understand the longer-term impacts of the Covid-19 pandemic on housing delivery and will be kept under review.

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Oldham's Housing Delivery Action Plan: Part Two

July 2024

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1 Introduction

Purpose of the Report

- 1.1 Part 1 of the Action Plan sets out the context and evidence of housing delivery and supply within Oldham.
- 1.2 Part 2 sets out the individual actions identified by the council to improve delivery and ensure that we provide a diverse housing offer that is attractive and meets the needs of different sections of the population at different stages of their lives.
- 1.3 An Action Plan is intended to be a practical document, focused on effective measures aimed at improving delivery underpinned by local evidence and research of key issues. It is a live document, reviewed and updated as appropriate.
- 1.4 This is Oldham Council's fourth Action Plan, produced in response to the Housing Delivery Test 2022 results published in December 2023.

2 Summary of root cause analysis, housing delivery and supply issues

Key Issues

- 2.1 Analysis of housing delivery and the make-up of the housing land supply, set out within part one of this Action Plan, identifies a number of issues, which together may impact housing delivery within the borough. In summary, these are:
- Oldham's housing requirement, as set out in PfE, needs to be met each year. The housing requirement is stepped over three periods and will increase significantly from 2025 onwards. It is important that housing delivery is able to be maintained in line with the housing requirement.
 - There is a need to deliver affordable housing to meet local housing needs, including social homes. The council, and its partners, have committed to delivering 500 social homes over the next five years.
 - There is a need to continue to ensure that brownfield sites come forward for development - 75% of the housing land supply is on brownfield or mixed land, with a significant proportion (79% of the supply) on sites of between 50 to 199 dwellings and 200+ dwellings, offering opportunities to broaden the breadth of development opportunities across the borough.
 - Scale of development coming forward – minor sites (of less than 10 dwellings) make up 84% of sites granted planning permission in the last ten years. Whilst the number of major sites coming forward is more limited, they continue to form a significant proportion of the supply, accounting for 75% of dwellings granted planning permission over the last ten years.
 - 'Major' sites in Oldham are still relatively small with the majority of sites within the housing land supply (101 sites out of a total 163 major sites) having a capacity of under 50 dwellings, and the average site size of major sites is for 76 dwellings. However, the most recent update of the housing land supply (as at 1 April 2023) has identified additional 'large-scale major' sites (over 200 dwellings).
 - Number of major sites of 10 to 49 dwellings – 101
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 - We need to continue to increase the number of major sites coming forward and support them in delivery where appropriate, in particular those with a capacity of 100 to 200+ dwellings as the analysis indicates that these are more attractive for housebuilders and appear to be developed faster.
 - Build-out rates - larger schemes are being commenced faster than smaller ones. Yet, as outlined above the number of major sites coming forward is relatively limited at present. However, the number of large-scale sites is expected to increase in line with the identified future housing land supply, including large-scale sites within Oldham Town Centre and the PfE Strategic Allocations expected to come forward over the next 5-15 years.

- Delivery of minor sites - evidence indicates that for minor sites where they are for individual houses there may not be the impetus or the ability to deliver the dwelling quickly, owing to constraints such as cost or availability of construction materials and labour.
- Over-reliance on sites outside the planning system – with 76% of the housing land supply (as at 1 April 2023) made up of potential housing sites that do not currently have any planning permission (although some may have been considered for housing through the planning system such as those with lapsed permissions and identified allocations).
- Issues around the implementation of planning permissions which may, for example, be due to viability and deliverability.
- Availability of grant support to help bring sites forward, such as the Greater Manchester Combined Authority (GMCA) Brownfield Land Fund and One Public Estate Brownfield Funding, are geared towards larger sites.

3 Housing Delivery Action Plan

- 3.1 Oldham Council and its partners have had many successes in recent years that have helped improve housing in Oldham, as identified in the Council’s Housing Strategy. However, there is a need to ensure that we continue to provide housing to meet local housing needs.
- 3.2 As is set out in part 1 of this Action Plan, Oldham Council has recently (February 2024) declared a local housing crisis. The demand for truly affordable housing, such as social homes, is outstripping supply. As part of the council’s response to the crisis, the council and its partners have committed to delivering 500 social homes over the next five-years. In addition, our response to the housing crisis includes a series of other priorities such as, bringing empty homes back into use and working with developers and partners to deliver various types of housing across the borough.
- 3.3 The council intends to refresh the Housing Strategy in the near future to respond to the housing crisis and to embed the findings of the LHNA update. This will inform future Housing Delivery Action Plans as appropriate.
- 3.4 Reflecting on the housing crisis and the housing delivery analysis identified in part 1 – Housing Delivery Context, Evidence and Root Cause Analysis, several actions have been identified aimed at increasing delivery across the borough. For each action, tasks and expected outcomes are identified and progress is noted at each Housing Delivery Test Action Plan update, against each task¹.
- 3.5 The identified actions, tasks and progress updates contained within this Action Plan, are summarised below and set out in full within Appendix 1.
- 3.6 The actions are structured around the following themes:
 - Improving capacity and processes.
 - Increasing the delivery of sites within our housing land supply, in particular on brownfield land.
 - Delivery of the council’s ambition to improve and increase the housing offer within Oldham.

Improving capacity and processes

- 3.7 Actions within this theme focus on improving the accuracy and efficiency of decision making processes in relation to planning applications. Ensuring that there is an efficient planning application process can support the delivery of housing by making the planning application process more transparent, collaborative, quicker and as a result more attractive for applicants (including housebuilders and developers who can often choose where they develop housing schemes).
- 3.8 The following actions have been identified under this theme:
 - Continue and improve member training, as appropriate;
 - Improve officer and member knowledge and understanding of viability;
 - Review and improve residential planning application processes; and

¹ Some existing tasks (from previous Action Plans) have been updated as part of this Action Plan and some have been newly introduced as part of this Action Plan, as is noted in the full table in Appendix 1.

- Improve engagement with developers/ housing providers;
- 3.9 Continuous member training is important in ensuring efficient and accurate decision making in terms of planning applications. This action includes several tasks including providing annual training to Planning Committee members, provide updates regarding changes to legislation and policy, reviewing the Scheme of Delegation for planning applications and member call-ins. In terms of progress on this action, member training is carried out annually and members are regularly updated of legislative and policy changes. Also, the Planning Scheme of Delegation was revised in 2020.
- 3.10 Improving officer and member knowledge and understanding of viability is important in ensuring the implications of viability on planning matters are appropriately considered as part of decision making. Viability constraints may impact the delivery of policy requirements, such as open space or affordable housing. As such, it is important that instances where a negated/ reduced policy requirement may be acceptable owing to viability policy, as is set out in NPPF, is understood and applications are decided in line with planning policy. In terms of progress, planning officer training was carried out in April 2020. Viability is covered in annual Planning Committee member training.
- 3.11 Several tasks have been identified which could deliver the action of improving the residential planning application process:
- Introduce a pre-application advice service that incorporates a ‘one team’ approach to ensure more effective communication and consistent messaging regarding planning priorities and requirements – this task is complete – a pre-application service has been in place since 2018.
 - Improve the efficient execution of S106 agreements (reducing the time taken to secure agreements and improving the monitoring of those that are in place) – this task is ongoing – the Infrastructure Funding Statement is incorporated into the authorities Monitoring Report providing information on S106 agreements secured and monies spent.
 - Review planning obligations and priorities to provide clarity regarding planning requirements – this task will be actioned as part of the Local Plan Review which will consider planning obligations, including potentially identifying priorities.
 - Introduce the use of Planning Performance Agreements (PPA’s) for larger-scale developments and more complex housing sites – this task is complete - PPA’s were introduced as part of the pre-application service.
- 3.12 Improving engagement with developers and housing providers is important in ensuring these key stakeholders have a wider understanding of issues regarding local housing needs and delivery. To do this, the task of continuing the dialogue with developers and registered providers through the Strategic Housing Group and holding six-monthly developer forums (as appropriate) has been identified. This task is ongoing - the Strategic Housing Group meets around every 3 months.
- 3.13 Also, recently the Housing Roundtable held by the council brought together key stakeholders to discuss housing issues within the borough and identify actions to

address Oldham's housing crisis collaboratively. This is detailed further under the 'Increasing delivery of sites within the housing land supply' theme below.

Increasing the delivery of sites within the housing land supply

3.14 Actions within this theme focus on increasing the supply and delivery of sites within the housing land supply, particularly on brownfield land. Ensuring there is a sufficient and attractive supply of sites is important in enabling opportunities for housing delivery. In addition, it is important that these sites come forward and deliver high-quality housing in a timely manner. Actions identified within this theme include:

- Identify deliverable and viable housing sites across the borough and support their delivery, with a focus on brownfield land;
- Identifying opportunities for the re-use of vacant buildings to deliver new homes;
- Support small site development; and
- Support the delivery of social homes, including delivering 500 new social homes over the next five years.

3.15 In terms of identifying and supporting the delivery of viable housing sites, several tasks have been identified:

- Review the housing land supply and support the delivery of key housing sites through the Housing Delivery Pipeline – this task is ongoing – the housing land supply is updated annually. Key housing sites have been identified as part of the council's Housing Delivery Pipeline. Section 4 and appendix 2 of this Action Plan sets out the key housing sites.
- Prepare planning/ development briefs for key housing sites, where appropriate, providing clear direction regarding policy framework, requirements and expectations (including obligations and standards) – this task is ongoing - the council has prepared several development briefs for key housing sites in council ownership, including Southlink, Former South Chadderton and Kaskenmoor school sites and land at Higher Lime.
- Identify suitable opportunities for the delivery of larger scale 'major' sites within the urban area, capable of providing 100/200+ dwellings through future SHLAA reviews and identify mechanisms to facilitate their delivery – this task is ongoing - the number of 100/200+ dwelling sites in the housing land supply has increased. Several large sites are identified within Oldham Town Centre, as part of the Oldham Town Centre Development Framework, which will facilitate their delivery. Key sites in the housing land supply have been identified as potential allocations in the Draft Local Plan. Several large-scale sites are also identified as Places for Everyone Allocations.
- Review and improve the Brownfield Register to facilitate delivery of brownfield land – the Brownfield Register is reviewed and amended annually as per updated regulations (latest published December 2023).
- Review and improve constraints information available to facilitate delivery of brownfield land, such as the use of the Brownfield Site Risk Calculator – this

task is ongoing - site constraints data has been reviewed/ updated as part of the Local Plan Review. The Brownfield Ground Risk Calculator may be used in the future. The Brownfield Land Fund is supporting the delivery of brownfield land.

- Support the delivery of housing on brownfield land, including through identifying available funding streams and supporting landowners to access support in bringing brownfield land forward for development – this task is ongoing - Oldham Council is working with the GMCA to support housing on brownfield land through the Brownfield Land Fund. 10 sites in Oldham have accessed funding as a result. A further 3 sites within Oldham Town Centre have also been granted One Public Estate Brownfield Land Funding, and further sites may access this fund in the future. Sites are identified within Appendix 3.
- Continue to enable members of the public to put forward suitable, achievable and available sites for housing delivery for consideration as part of future SHLAA reviews – this task is ongoing - sites can be put forward to the council for consideration as part of the annual SHLAA update. Sites were also able to be put forward for consideration as part of the Draft Local Plan consultation.
- Identify opportunities to package suitable sites together and explore and maximise funding opportunities to bring key housing sites forward – this task is ongoing - linked to the delivery of key housing sites through the Residential Delivery Pipeline. As part of this process, a collection of four council-owned sites in Derker have been packaged and put forward for development (which now has planning permission)².

3.16 In terms of identifying opportunities for the re-use of vacant buildings to deliver new homes, the task of engaging with owners of vacant buildings and exploring options for bringing empty homes back into use, in line with the Empty Homes Strategy, has been identified. This task is ongoing - work is underway as part of the Empty Homes Strategy to engage with owners of vacant properties and consider offering options to support re-use, including: Purchase Repair and Lease and Repair³. Should owners not engage, enforcement options such as Empty Dwelling Management Orders (EDMO), Compulsory Purchase and Enforced Sales Procedure (ESP)⁴, may be considered. In addition, the council's Mill Strategy identifies opportunities for repurposing mills for homes.

² A planning application for 132 homes, including 43 affordable homes, across these sites was granted planning permission in April 2024 (FUL/350118/22).

³ Purchase Repair is where a Local Authority purchases the empty property and carries out the necessary repairs to bring it back into use. If the property has been empty for 6 months or more, and the owner wishes to sell, the Local Authority could offer a market value price for the property, which includes the cost of any repairs necessary to bring the property back into use to a decent home standard. On completion this property will then be let out. Lease and Repair is where a Local Authority repair/refurbish a property identified through the empty homes offer. On completion of the property to a decent home standard, it can then be sublet to a tenant via a Housing Association/Partner.

⁴ Empty Dwelling Management Order (EDMO) is a process which allows the Council to take over the management of empty residential properties with a view to agree with the owner a plan to bring them back into occupation. Compulsory Purchase is legal mechanism by which certain bodies (known as 'acquiring authorities') can acquire land without the consent of the owner. Enforced Sales Procedure (ESP) is a process where the Council would recover costs by applying a land charge on a property following completion of the works to bring it back into useable standard, for example for derelict properties.

3.17 Two tasks have been identified to support small site development:

- Explore opportunities for facilitating and supporting the delivery of self-build, custom-build and community-led housing through providing guidance on how to bring forward those sites – this task is ongoing - opportunities and policies for [self-build, custom-build](#)⁵ and community-led housing, are being considered as part of the Local Plan Review.
- Identify suitable council-owned small sites for housing development and support the delivery of housing on these sites – this task is ongoing - the council is actively working to identify and bring forward small sites for housing development. Several small sites such as Hilda Street and James Street, have been identified as part of the housing land supply and some have been proposed for allocation as part of the Draft Local Plan⁶.

3.18 To ensure the delivery of social homes, including delivering 500 new social homes over the next five years, the task of supporting developers/ registered providers access funding and working with council partners to bring suitable sites forward, has been identified. This task is ongoing - a Housing Roundtable was held in February 2024. Senior representatives from all of Oldham's major social housing providers, along with private landlords, letting agents, developers and housebuilders, charities and more, discussed Oldham's housing crisis and how partners can work together to tackle it. As part of this Roundtable, Oldham Council pledged to deliver 500 new social homes within the borough over the next 5 years. Further information is available online⁷.

[Delivery of the council's ambition to improve and increase the housing offer within Oldham](#)

3.19 Actions within this theme focus on the council's ambition to improve and increase the housing offer within Oldham⁸.

3.20 The Housing Strategy sets out the ambition to create attractive housing opportunities or a 'housing offer' which offers choice in terms of affordability, tenancy options, and housing type, is attractive to young or old people, provides supported housing for vulnerable people, includes options for community-led housing, is accessible to large and inter-generational families and is of a good quality and condition.

3.21 Actions within this theme include:

- Support the implementation of the Housing Strategy;

⁵ Oldham's self and custom build register can be joined online at: https://www.oldham.gov.uk/forms/form/366/custom_build_register

⁶ Sites proposed for allocation as part of the Draft Local Plan can be viewed online at: https://www.oldham.gov.uk/info/201233/local_plan_review/3095/draft_local_plan

⁷ Oldham Council Housing Roundtable Event: https://www.oldham.gov.uk/news/article/2618/tackling_the_housing_crisis_500_new_social_homes_coming_to_oldham_announced_at_oldham_housing_roundtable_event

⁸ Oldham's Housing Strategy (2019), 'Housing Offer' page 7, available at: https://www.oldham.gov.uk/downloads/file/5561/housing_strategy_2019

- Support the implementation of the Oldham Town Centre Development Framework; and
 - Support the implementation of the Local Plan and other local planning documents.
- 3.22 A 2023/24 update to the Local Housing Needs Assessment (2019) has recently been prepared, and will be available in due course. This will inform the Housing Strategy refresh, the Local Plan Review and other relevant strategies as appropriate.
- 3.23 In addition, the task of supporting the development of 'District Growth Plans' is identified. District Growth Plans are in place to guide the future growth of Oldham's districts, which may support opportunities for housing development, where appropriate. The development of District Growth Plans is ongoing - in 2023, the preparation of District Growth Plans began, commencing with West District and North District). These will form a similar function to 'Place Plans', as was recommended by the Housing Strategy.
- 3.24 In terms of supporting the implementation of the Oldham Town Centre Development Framework (as part of the 'Creating a Better Place' vision, including the focus on residential development with the delivery of around 2,000 new homes), Muse have recently been appointed as the council's development partner for this project and will support the delivery of the Framework and 2,000 new homes. The Framework will identify development opportunity sites for new homes which will inform the housing land supply and site allocations, identified as part of the Local Plan Review, as appropriate.
- 3.25 In terms of supporting the implementation of the Local Plan and other local planning documents, three tasks were identified:
- Support and input into the delivery of the Places for Everyone Joint DPD – this task has been completed. Places for Everyone was adopted on 21 March 2024, becoming part of Oldham's Local Plan.
 - Progress the review of Local Plan – this task ongoing - Oldham's Draft Local Plan was published for consultation in January 2024. Further stages and the timetable for the Local Plan are set out in the Local Development Scheme⁹.
 - Prepare the Oldham Design Code setting out guidance regarding planning requirements and standards relating to new housing development – this task is ongoing - Oldham Code to be developed as part of Local Plan Review.

⁹ Local Development Scheme, available at: https://www.oldham.gov.uk/info/201231/emerging_planning_policy/230/local_development_scheme_timetable

4 Key Housing Sites

Identifying Key Housing Sites

- 4.1 The previous Action Plan identified ‘priority sites’ for housing development. As set out above, these priority sites have been re-termed as ‘key housing sites’ and have been updated in line with the Residential Delivery Pipeline which has been developed since the previous Action Plan. This section identifies the key housing sites which make up the Residential Delivery Pipeline.
- 4.2 These sites will aim to increase the amount of homes built within Oldham and diversify the housing offer within the borough. A number of the sites will be supported through to delivery by the council, including assisting in site investigation, access to funding, planning application preparation and on-site delivery, where appropriate.
- 4.3 The sites have largely been informed by the housing land supply identified within the SHLAA (as at 1 April 2023). However, some site details have been updated slightly since the publication of the SHLAA, and as such may differ, for example where emerging evidence has identified an amended capacity, timescale for delivery or density assumption etc. All sites will be updated where necessary as part of the next SHLAA review (as at 1 April 2024).
- 4.4 The timeline for the delivery of these sites is identified indicatively, informed by the SHLAA or other evidence. This sets out an indicative time period for when it is expected that these sites will be delivered – short term (0-5 years), medium term (5-10 years) and long term (10+ years) - and is reviewed annually.
- 4.5 The characteristics of each site will determine the extent of support required to deliver the sites, for example, some of the large-scale town centre sites and PfE allocations will require longer-term support due to the scale and wider regeneration required to facilitate delivery, whilst some of the less strategic sites or non-council owned sites may be delivered quickly and with less support required from the council.
- 4.6 Three categories of sites - council-owned sites, sites delivered by council partners/ with council support, and privately-owned/ delivered sites - have been identified.
- 4.7 A breakdown of the sites within each category is set out in Appendix 2 (contained within a separate document).

Council-owned sites

- 4.8 Council-owned sites are sites which are owned by the council and are actively being promoted and/or delivered by the council. In owning the sites the council has greater autonomy over their development, including being able to specify development requirements, such as the level and type of affordable housing, in line with the council’s priorities. As set out above, development briefs are in the process of being prepared for some of these sites. The briefs will inform prospective developers of the councils ambitions and requirements for development of the site.
- 4.9 In terms of the sites identified within the residential pipeline, in total the council-owned sites have the opportunity to provide around 3,417 homes (on 24 sites) over the short to long term (up to 2039). Approximately 1,505 of these homes are expected to be delivered in the short term (2023-2028).

- 4.10 It is anticipated that around 626 of the 3,417 homes will be for social homes and a further 746 will be other types of affordable homes (e.g. shared ownership/ affordable rented). Around 2,045 will be market sales homes. These tenure splits may change, and more sites may become available for affordable housing over time, as many sites are identified within the medium to long term timescales and therefore tenure split is not yet defined.

Sites delivered by council partners or with council support

- 4.11 This category includes sites which are being delivered with the council's partners, such as Registered Affordable Housing Providers or Specialist Housing Providers. It also includes sites which may be delivered by the council's partners or privately, but where the council may have a supporting role (masterplanning, land assembly or supporting access to funding).
- 4.12 In total there are 2,992 homes (on 15 sites) identified as being deliverable by council partners or those with council support, over the short to long term. Approximately 323 of these homes are expected to be delivered in the short term (2023-2028).
- 4.13 Currently, the split of market / affordable / social homes is not known for many of the sites within this category as this is often not finalised until planning application stage and many do not currently have planning permission.
- 4.14 Of those which have planning permission or where the split is identified, around 132 homes will be for social homes, which are all expected to be delivered in the short term. A further 200 homes are identified for other types of affordable homes (e.g. shared ownership/ affordable rented). These tenure splits may change, and more sites may become available for affordable housing over time. These sites will also deliver market sales housing.
- 4.15 This category includes several of the PfE Strategic Allocations, such as JPA10 Beal Valley and JPA12 Broadbent Moss, where the council are currently supporting the masterplanning of the site, including addressing supporting infrastructure requirements.

Privately-owned sites

- 4.16 Privately-owned sites are sites which are privately-owned and being delivered privately by a landowner or developer. This is the largest category of sites, and is the most subject to change as it includes a significant amount of sites without planning permission and sites identified as being deliverable within the medium to long term. Indeed, sites within this category may move to the 'delivered by council partners or with council support' category over time.
- 4.17 This category also includes a significant amount of small sites - 217 sites with a capacity of 5 homes and less – which are either permissioned or under construction, and are therefore expected to complete within the short term.
- 4.18 In total the privately-owned sites have the potential to deliver 6,244 homes (on 389 sites).

- 4.19 As with the previous category, the split of market / affordable / social homes is not known for many of the sites within this category as this is often not finalised until planning application stage and many do not currently have planning permission and are identified within the medium to long term delivery timescales.
- 4.20 However, of the sites which have planning permission or where the split is identified, around 263 affordable homes (for shared ownership or affordable rent) are identified. These are all expected to be delivered within the short term. A further 1,316 market homes are identified as being deliverable within the short term also.
- 4.21 Of the 389 privately owned sites with an indicative capacity of 6,244 homes:
- 163 sites (1,253 homes) have a extant planning permission;
 - 113 sites (885 homes) are under construction; and
 - 113 sites (4,106 homes) do not have planning permission currently.

5 Implementation and Monitoring

- 5.1 The Action Plan will be reviewed and updated on an annual basis.
- 5.2 Monitoring and governance arrangements regarding the implementation of the Action Plan will be aligned with the council's Monitoring Report (AMR) and SHLAA.

6 Appendix

Appendix 1 Housing Delivery Actions

Improving capacity and process actions

Action required	Task description	Expected outcomes	Progress update
Continue and improve member training as appropriate.	Continue to provide annual training to Planning Committee members with interim updates as required.	Better understanding of the role and process of the Planning Committee.	Member training is carried out annually.
	Provide updates regarding changes to legislation and policy to members as appropriate.	Better understanding of the role and process of the Planning Committee.	Members are regularly updated of legislative and policy changes.
	Review process in consultation with members as appropriate for delegating planning applications and member call-ins. Including a review of the Planning Scheme of Delegation.	No more than 5% of planning applications are determined by Planning Committee.	Complete - Planning Scheme of Delegation revised in 2020.
Improve officer and member knowledge and understanding of viability.	Improve officer and member knowledge and understanding of viability, particularly in relation to the delivery of strategic housing sites.	A better understanding of viability issues and constraints.	Complete - Officer training was carried out in April 2020. Members training is carried out annually.
Review and improve residential planning application processes	Introduce a pre-application advice service that incorporates a 'one team' approach to ensure more effective communication and consistent messaging regarding planning priorities and requirements.	Better communication between council departments and provision of consistent advice to prospective developers.	Complete - Pre-application service has been in place since 2018.
	Improve the efficient execution of S106 agreements.	Reducing the time taken to secure agreements and improving the monitoring of those that are in place.	On-going Infrastructure Funding Statement is incorporated into the authorities Monitoring

Action required	Task description	Expected outcomes	Progress update
			Report providing information on S106 agreements secured and monies spent.
	Review planning obligations and priorities to provide clarity regarding planning requirements.	Greater understanding regarding council priorities and clarification (for developers) regarding the council's expectations.	To be actioned – the Local Plan Review will consider planning obligations, including potentially identifying priorities.
	Introduce the use of Planning Performance Agreements (PPA's) for larger-scale developments and more complex housing sites.	Agreement on realistic determination timescales and increase in the number of PPA's.	Complete - PPA's introduced as part of the pre-application service.
Improve engagement with developers/ housing providers	Continue the dialogue with developers and registered providers through the Strategic Housing Group (proposed as part of the Housing Strategy) and holding six-monthly developer forums as appropriate.	A wider understanding of issues regarding housing delivery and more effective implementation and monitoring of the Housing Delivery Action Plan.	On-going - the Strategic Housing Group meets around every 3 months. Also, recently a Housing Roundtable was held by the council which brought together key stakeholders to discuss housing issues within the borough and identify actions to address issues collaboratively. This is detailed further under the 'Increasing delivery of sites within the housing land supply, in particular on brownfield sites' theme below.

Increasing the delivery of sites within the housing land supply actions

Action required	Task description	Expected outcomes	Progress update
Identify deliverable and viable housing sites across the borough and support their delivery, with a focus on brownfield	Previous task: Review the housing land supply (including lapsed and stalled sites) and identify 'priority' sites and prepare a supporting	Previous expected outcomes: An action plan setting out how 'priority' sites will be delivered. The action plan will be	On-going The housing land supply is reviewed as part of the annual update.

Action required	Task description	Expected outcomes	Progress update
land.	<p>delivery plan to set out how these will be brought forward, and their delivery reviewed.</p> <p>Updated task: Review the housing land supply and support the delivery of key housing sites through the Housing Delivery Pipeline.</p>	<p>reviewed and updated regularly to demonstrate how the council, and its partners, are facilitating the delivery of housing.</p> <p>Updated expected outcomes: A housing delivery pipeline identifying the key housing sites that will be delivered. The pipeline will be reviewed and updated regularly to demonstrate how the council, and its partners, are facilitating the delivery of housing.</p>	<p>'Priority sites', now termed 'key housing sites', have been identified as part of the council's Housing Delivery Pipeline. The pipeline splits sites into categories depending on their delivery status, for example 'council-owned' or 'delivered by council partners'. The pipeline is a live project which will support and monitor the delivery of sites and will be updated regularly.</p> <p>This action has been updated accordingly.</p> <p>Appendix 2, which in the previous version identified 'priority sites', now identifies the Housing Delivery Pipeline.</p>
	<p>Prepare planning/development briefs for key housing sites where appropriate, providing clear direction regarding policy framework, requirements and expectations (including obligations and standards).</p>	<p>Preparation of planning/development briefs for key housing sites where appropriate.</p>	<p>On-going</p> <p>To support the delivery of key housing sites, the council has prepared development briefs for key housing sites in council ownership, including Southlink. Former South Chadderton and Kaskenmoor school sites and land at Higher Lime.</p>
	<p>Identify suitable opportunities for the delivery of larger scale 'major' sites within the urban area, capable of providing 100/200+ dwellings through future SHLAA reviews and identify mechanisms to facilitate their delivery.</p>	<p>Identification of opportunities for the delivery of larger scale 'major' sites in the urban area.</p>	<p>On-going</p> <p>As identified in part 1 of this Action Plan, the number of 100/200+ dwelling sites in the housing land supply has increased. In particular, there are several within Oldham Town Centre, as part of the Oldham Town Centre Development</p>

Action required	Task description	Expected outcomes	Progress update
			Framework, which will facilitate their delivery. Key sites in Oldham Town Centres and others in the housing land supply have been identified as potential allocations in the Draft Local Plan. Several large-scale sites are also identified as Places for Everyone Allocations.
	Review and improve the Brownfield Register to facilitate delivery of brownfield land.	Increased delivery of housing sites on brownfield land.	Brownfield Register reviewed and amended annually as per updated regulations (latest published December 2023).
	Review and improve constraints information available to facilitate delivery of brownfield land, such as the use of the Brownfield Site Risk Calculator.	Increased delivery of housing sites on brownfield land.	On-going Site constraints data has been reviewed and updated as part of the Local Plan Review. The Brownfield Ground Risk Calculator may be used in the future. Supporting the delivery of brownfield land has been considered by the Brownfield Land Fund, as set out within a new action below.
	New action: Support the delivery of housing on brownfield land, including through identifying available funding streams and supporting landowners to access support in bringing brownfield land forward for development.	Increased delivery of housing sites on brownfield land.	On-going Oldham Council is working with the GMCA to facilitate and support landowners to bring forward housing on brownfield land through the Brownfield Land Fund. 10 sites in Oldham have accessed funding as a result. A further 3 sites within Oldham Town Centre have also been granted One Public Estate Brownfield Land Funding, and further sites

Action required	Task description	Expected outcomes	Progress update
			<p>may access this fund in the future.</p> <p>Sites are identified within Appendix 3.</p>
	<p>Continue to enable members of the public to put forward suitable, achievable and available sites for housing delivery for consideration as part of future SHLAA reviews.</p>	<p>Members of the public can put forward a suitable, achievable and available site for housing delivery as part of an open Call for Sites that will feed into SHLAA updates as appropriate.</p>	<p>On-going</p> <p>Sites can be put forward to the council for consideration as part of the annual Strategic Housing Land Availability Assessment (SHLAA) update¹⁰.</p> <p>The Draft Local Plan also consulted upon proposed site allocations and members of the public were able to put forward additional sites for consideration as part of this consultation.</p>
	<p>Identify opportunities to package suitable sites together and explore and maximise funding opportunities to bring key housing sites forward.</p>	<p>Delivery of residential development on sites that may not otherwise be developed.</p>	<p>On-going</p> <p>Linked to the delivery of key housing sites through the Housing Delivery Pipeline.</p> <p>As part of this process, a collection of four council-owned sites in Derker have been packaged and put forward for development. A planning application for 132 homes, including 43 affordable homes, across these sites was granted planning permission in April 2024 (FUL/350118/22).</p>
<p>Identifying opportunities for the re-use of</p>	<p>Previous task: Improve collection of information on vacant buildings to identify</p>	<p>Identification of vacant buildings with the potential for</p>	<p>On-going</p> <p>Work is underway as part of the Empty Homes</p>

¹⁰ On-going SHLAA 'Call for Sites': https://www.oldham.gov.uk/info/201230/monitoring/2134/strategic_housing_land_availability_assessment_shlaa

Action required	Task description	Expected outcomes	Progress update
vacant buildings to deliver new homes.	<p>those that may have the potential for re-use as residential. Align with business rates and Empty Homes Strategy.</p> <p>Updated task: Engage with owners of vacant buildings and explore options for bringing empty homes back into use, in line with the Empty Homes Strategy.</p>	re-use as residential as part of the housing land supply.	<p>Strategy to engage with owners of vacant properties and consider offering options to support re-use, including: Purchase Repair and Lease and Repair¹¹. Should owners not engage, enforcement options such as Empty Dwelling Management Orders (EDMO), Compulsory Purchase and Enforced Sales Procedure (ESP)¹², may be considered.</p> <p>In addition, the council's Mill Strategy identifies opportunities for repurposing mills for homes and has helped to inform the preparation of the borough's housing land supply.</p>
Support small site development	Explore opportunities for facilitating and supporting the delivery of self-build, custom-build and community-led housing through providing guidance on how to bring forward those sites.	Increase delivery of self-build , custom-build and community-led housing.	<p>On-going</p> <p>Opportunities and policies for self-build, custom-build¹³ and community-led housing is being considered as part of the Local Plan Review.</p>

¹¹ Purchase Repair is where a Local Authority purchases the empty property and carries out the necessary repairs to bring it back into use. If the property has been empty for 6 months or more, and the owner wishes to sell, the Local Authority could offer a market value price for the property, which includes the cost of any repairs necessary to bring the property back into use to a decent home standard. On completion this property will then be let out. Lease and Repair is where a Local Authority repair/refurbish a property identified through the empty homes offer. On completion of the property to a decent home standard, it can then be sublet to a tenant via a Housing Association/Partner.

¹² Empty Dwelling Management Order (EDMO) is a process which allows the Council to take over the management of empty residential properties with a view to agree with the owner a plan to bring them back into occupation. Compulsory Purchase is legal mechanism by which certain bodies (known as 'acquiring authorities') can acquire land without the consent of the owner. Enforced Sales Procedure (ESP) is a process where the Council would recover costs by applying a land charge on a property following completion of the works to bring it back into useable standard, for example for derelict properties.

¹³ Oldham's self and custom build register can be joined online at: https://www.oldham.gov.uk/forms/form/366/custom_build_register

Action required	Task description	Expected outcomes	Progress update
	<p>New action: Identify suitable council-owned small sites for housing development and support the delivery of housing on these sites.</p>	<p>Increase delivery of housing on small sites which otherwise may not be developed.</p>	<p>On-going</p> <p>The council is actively working to identify and bring forward small sites for housing development. Several small sites such as Hilda Street and James Street, have been identified as part of the housing land supply and some have been proposed for allocation as part of the Draft Local Plan¹⁴.</p>
<p>Support the delivery of social homes, including delivering 500 new social homes over the next five years.</p>	<p>Support the delivery of social homes as a truly affordable housing option, including through supporting developers/ providers access funding and working with council partners to bring suitable sites forward.</p>	<p>Increase the number of social homes available to reduce demand for this type of housing on the council's affordable housing needs register. Meet the council's target of 500 new social homes over the next five years.</p>	<p>Ongoing.</p> <p>A Housing Roundtable was held in February 2024. Senior representatives from all of Oldham's major social housing providers were at the event, along with private landlords, letting agents, developers and housebuilders, charities and more. Together with the council, they discussed Oldham's housing crisis and how partners can work together to tackle it.</p> <p>At this Roundtable, as a response to the housing crisis, Oldham Council pledged to deliver 500 new social homes within the borough over the next 5 years. Further information is available online¹⁵.</p>

¹⁴ Sites proposed for allocation as part of the Draft Local Plan can be viewed online at: https://www.oldham.gov.uk/info/201233/local_plan_review/3095/draft_local_plan

¹⁵ Oldham Council Housing Roundtable Event: https://www.oldham.gov.uk/news/article/2618/tackling_the_housing_crisis_500_new_social_homes_coming_to_oldham_announced_at_oldham_housing_roundtable_event

Delivery of the council’s ambition to improve an increase the housing offer within Oldham

Action required	Task description	Expected outcomes	Progress update
Support the implementation of the Housing Strategy	Implementation of the council’s Housing Strategy 2019 Delivery Plan.	Delivery of Housing Strategy 2019 ambitions and outcomes.	<p>On-going</p> <p>A 2023/24 update to the Local Housing Needs Assessment (2019) has been prepared and will be available in due course.</p> <p>A refresh of the Housing Strategy is intended in the near future to respond to the housing crisis and embed findings from the LHNA update. This will inform future Housing Delivery Test Action Plans.</p>
	<p>Previous task: Planning officers to contribute towards the preparation of ‘Place Plans’ and ‘Housing Insights’, identified in the council’s Housing Strategy, to inform the Local Plan process.</p> <p>Updated task: Support the development of ‘District Growth Plans’.</p>	<p>Previous expected outcomes: Place Plans and Housing Insights are in place as appropriate.</p> <p>Updated expected outcomes: District Growth Plans are in place to guide the future growth of Oldham’s districts, which may support opportunities for housing development, where appropriate.</p>	<p>On-going</p> <p>The previous action plan noted that ‘Place Plans’ and ‘Housing Insights’ would be prepared to inform future growth of the borough’s districts. In 2023, the preparation of District Growth Plans began, commencing with West District and North District). These will form a similar function to ‘Place Plans’, as was recommended by the Housing Strategy. District Growth Plans will identify opportunities for future growth and development of districts based on local stakeholder ambitions.</p> <p>In terms of Housing Insights, the Draft Local Plan Housing Topic Paper¹⁶ will provide an in-depth analysis of the</p>

¹⁶ Draft Local Plan Housing Topic Paper, available at: https://www.oldham.gov.uk/downloads/file/7879/housing_topic_paper

Action required	Task description	Expected outcomes	Progress update
			borough's housing context.
Support the implementation of the Oldham Town Centre Development Framework	Support implementation of the Oldham Town Centre Development Framework as part of the 'Creating a Better Place' vision, including the focus on residential development with the delivery of around 2,000 new homes.	Delivery of residential development, in line with the Framework, to meet local housing needs and deliver future housing growth.	On-going The Framework will identify development opportunity sites for new homes which will inform the housing land supply and site allocations, identified as part of the Local Plan Review, as appropriate. Muse have recently been appointed as the council's development partner for this project and will support the delivery of the Framework, including around 2,000 homes within the town centre.
Support the implementation of the Local Plan and other local planning documents.	Support and input into the delivery of Places for Everyone Joint DPD.	Adoption of Places for Everyone Joint DPD.	Complete - Places for Everyone came into effect on 21 March 2024, becoming part of Oldham's Local Plan.
	Progress the review of Local Plan.	Previous expected outcome: Progression to next stage of Local Plan Review (Draft Plan). Updated expected outcome: Progression to next stage of Local Plan Review (Publication Plan).	Oldham's Draft Local Plan was published for consultation in January 2024. Further stages and the timetable for the Local Plan are set out in the Local Development Scheme ¹⁷ .
	Preparation of the Oldham Design Code setting out guidance regarding planning requirements and	Clarity regarding planning policy requirements.	On-going Oldham Code to be developed as part of Local Plan Review.

¹⁷ Local Development Scheme, available at: https://www.oldham.gov.uk/info/201231/emerging_planning_policy/230/local_development_scheme_timetable

Housing Delivery Action Plan – Part 2

Action required	Task description	Expected outcomes	Progress update
	standards relating to new housing development.		

Appendix 2: Key Housing Sites

6.1 Contained within a separate document.

Appendix 3: Sites with Brownfield Land Funding

Site Name	Developer Partner	Number of Homes	Funding Source
Derker sites (Land at Abbotsford Road, Evelyn Street, London Road and Former Cromform Mill)	Hive Homes	132 homes	GMCA Brownfield Land Fund
Westvale (Land at Vale Drive/ Former Crossbank House)	First Choice Homes	88 homes	GMCA Brownfield Land Fund
Bullcote Lane	Countryside Properties	48 homes	GMCA Brownfield Land Fund
Maple Mill	MCI	96 homes	GMCA Brownfield Land Fund
Moss Hey Street, Shaw	Great Places	65 homes	GMCA Brownfield Land Fund
Mumps, Princes Gate	Muse	347 homes	GMCA Brownfield Land Fund
Foundry Street, Coldhurst	Jigsaw	15 homes	GMCA Brownfield Land Fund
Jubilee Mill, Waterhead	Wiggetts	35 homes	GMCA Brownfield Land Fund
Thatcher and Belgrave Road	First Choice Homes	19 homes	GMCA Brownfield Land Fund
Vaughan Street, Royton	Great Places	46 homes	GMCA Brownfield Land Fund
Former Leisure Centre, Lord Street	Muse	250 homes	One Public Estate Brownfield Land Fund
Former Magistrates Court and Manchester Chambers	Muse	125 homes	One Public Estate Brownfield Land Fund
Civic Centre, West Street	Muse	200 homes	One Public Estate Brownfield Land Fund

Site Category	Site Name	Site Reference	Size (acres)	Total Number of Units Private and Affordable (indicative)
Privately-owned sites	Ashton Rd, Woodhouses	HLA0029	4.20	51
Privately-owned sites	Land at Ripponden Rd	HLA0076	1.56	19
Privately-owned sites	Land at Knowls Lane	HLA0112	24.20	234
Privately-owned sites	Land opposite 6 The Park, Grasscroft, OL4	HLA1177	0.16	1
Privately-owned sites	Land at Flint Street Derker	HLA1863	0.17	6
Privately-owned sites	Land at Ruskin Street/Norman Street, Oldham	HLA2012(1)	0.50	14
Privately-owned sites	Bailey Mill, Delph	HLA2088	2.13	50
Privately-owned sites	Lilac View Close, Crompton	HLA2094	1.46	18
Privately-owned sites	Land off Ripponden Road / Cornhill Street, Oldham	HLA2101	0.55	8
Privately-owned sites	Cherry Clough Farm, Cherry Clough, Rochdale	HLA2170.1	0.05	1
Privately-owned sites	Land adj., 306 Waterloo Street, Oldham, OL4	HLA2207	0.15	5
Privately-owned sites	Nodgate Farm, Cragg Road	HLA2222	0.10	3
Privately-owned sites	Land off Tanners Fold, Fitton Hill, Oldham	HLA2225	0.40	8
Privately-owned sites	Land at Birches, near Birches Parade, Holmfirth	HLA2227	0.82	22
Privately-owned sites	Land at Springhey Mill, Huddersfield Road, Oldham	HLA2234	0.82	30
Privately-owned sites	Land Fronting Rochdale Road, Royton. Site 1	HLA2338(1)	1.36	22
Privately-owned sites	Pretoria Road, Oldham	HLA2351	1.14	14
Privately-owned sites	Jowett Street, Oldham	HLA2352	1.63	26
Privately-owned sites	Huddersfield Road/Dunkerley Street, Oldham	HLA2353	6.45	50
Privately-owned sites	Land adj to 265 Oldham Road, Failsworth	HLA2357	0.32	22
Privately-owned sites	Bank Mill, Huxley Street, Oldham OL4 5JX	HLA2377	0.30	21
Privately-owned sites	Land adj. 323 Middleton Rd, Royton	HLA2399	0.05	1
Privately-owned sites	Land off Booth Hill Lane	HLA2409	1.04	24
Privately-owned sites	Land at Hartshead Street, Lees. Oldham	HLA2516	0.09	1
Privately-owned sites	Byron Street Social Club, Byron Street, Holmfirth	HLA2650	0.42	10
Privately-owned sites	Spring Grove Works, Chew Valley Road, Gorton	HLA2783	0.12	2
Privately-owned sites	Thornham Mill, Oozewood Road, Royton, Oldham	HLA2785	1.00	60
Privately-owned sites	169 Union Street, Oldham	HLA2796	0.07	30
Privately-owned sites	Hilltop Farm, Chadderton, Oldham	HLA2808	0.44	5
Privately-owned sites	53 - 55 King Street (formerly Riley Snooker Club)	HLA2831	0.37	126
Privately-owned sites	Land at Dunbar Street, Oldham	HLA2835	0.25	8
Privately-owned sites	Shaw Band Club, Dale Street, Shaw, OL2 8	HLA2836	0.22	10
Privately-owned sites	Corporation Depot, Andrew Street, Chadderton	HLA2840	0.22	6
Privately-owned sites	Land adj., 101 Park Street, Oldham, OL8 1	HLA2849(1)	0.07	2
Privately-owned sites	Former Territorial Army Centre, Rifle Street, Oldham	HLA2856	0.99	30
Privately-owned sites	Land at Clifton Street, off Chew Valley Road, Gorton	HLA2857	0.17	6
Privately-owned sites	Stoneswood House Residential Home, Oldham	HLA2860	4.20	21
Privately-owned sites	The Smithy, 1053 - 1055 Ashton Road, Bailey Oldham	HLA2872	0.49	10
Privately-owned sites	Land adj to Westlands Cottage Day Nurse, Oldham	HLA2893	0.15	5
Privately-owned sites	Land adj., 63 Meldrum Street, Oldham OL4	HLA2902	0.12	6
Privately-owned sites	Land adjacent to 81 Spring Lane, Lees, Oldham	HLA2907	0.06	1
Privately-owned sites	Land adjacent to 83 Spring Lane, Lees, Oldham	HLA2908	0.02	1
Privately-owned sites	Former Roundabout Tyres, Crompton Way, Oldham	HLA2923	0.22	6
Privately-owned sites	Mill Lane, off Wall Hill Road, Dobcross (Worsley)	HLA2925	6.67	26
Privately-owned sites	Former Delph Chapel, Hill End Road, Delph	HLA2935	0.89	7

Privately-owned sites	Land at the rear of 103/105 Newport Street, Failsworth	HLA2971	0.54	2
Privately-owned sites	65 Esther Street, Oldham, OL4 3EP	HLA2996	0.03	1
Privately-owned sites	Land on Cheetham Street, Failsworth	HLA3006	0.54	13
Privately-owned sites	Site of The Brookdale, Coronation Road, Failsworth	HLA3008	0.50	16
Privately-owned sites	P & D Northern Steels Ltd, Mosshey Street, Failsworth	HLA3028	4.80	65
Privately-owned sites	Land at Coronation Road, Failsworth, Manchester	HLA3030	0.18	7
Privately-owned sites	Land at Haworth Street, Oldham	HLA3031	0.22	14
Privately-owned sites	Crompton Hall, Buckstones Road, Shaw, Oldham	HLA3037	1.54	7
Privately-owned sites	Slack Gate Farm, Slackgate Lane, Denshaw	HLA3042	0.31	2
Privately-owned sites	Land to the rear of the former Black Horse Farm, Failsworth	HLA3044	0.07	1
Privately-owned sites	25 High Street, Uppermill, Oldham OL3 6HJ	HLA3051	0.10	5
Privately-owned sites	Lancaster Sports and Social Club, Broadway, Failsworth	HLA3078.1	0.82	9
Privately-owned sites	Land at Dark Lane, Delph, Oldham, OL3 5JH	HLA3081	3.95	1
Privately-owned sites	Cabaret Club, 2 Bridge Street, Oldham, Oldham	HLA3082	0.10	14
Privately-owned sites	3-5 Hamilton Street, Oldham, OL4 1DA	HLA3104	0.05	12
Privately-owned sites	Land at, Woodhall Street, Failsworth, Oldham	HLA3118	0.79	18
Privately-owned sites	Phoenix Mill, Cheetham Street, Failsworth	HLA3120	3.61	89
Privately-owned sites	Land adj., 14 Sheepfoot Lane, Oldham, Oldham	HLA3155	0.07	2
Privately-owned sites	Woodfield Centre, Off Netherfield Close, Failsworth	HLA3160	1.60	12
Privately-owned sites	Land at Ashes Lane & Station Street, Springfield	HLA3162	0.80	9
Privately-owned sites	Clarksfield Conservative Club, Huxley Street, Failsworth	HLA3163	0.94	15
Privately-owned sites	Woodbrow Farm, Oldham Road, Denshaw	HLA3170	0.12	3
Privately-owned sites	Woodbrow Farm, Oldham Road, Denshaw	HLA3170(1)	0.49	2
Privately-owned sites	Hey House Farm, Ripponden Road, Denshaw	HLA3172	0.25	1
Privately-owned sites	8 Saint Phillips Drive, Royton, OL2 6AE	HLA3184	0.37	5
Privately-owned sites	103 Frederick Street, Oldham, OL8 1RD	HLA3185	0.41	1
Privately-owned sites	Flower Pot Inn, 376 Higginshaw Lane, Oldham	HLA3197	0.10	3
Privately-owned sites	Land at Horseshoe Lane, Chadderton, Oldham	HLA3203	0.42	1
Privately-owned sites	Former Dronsfields Mercedes Site, Laurels, Failsworth	HLA3212	1.73	9
Privately-owned sites	Scouthead Filling Station, 1025 Huddersfield Road, Failsworth	HLA3214	0.50	11
Privately-owned sites	Land adj 264 Long Lane, Chadderton, OL9 6LH	HLA3219	0.06	1
Privately-owned sites	Maridon Barn, Keb Lane, Oldham, OL8 2TH	HLA3222	0.15	1
Privately-owned sites	Land at Ward Lane, Diggle, OL3 5JT	HLA3223	1.60	11
Privately-owned sites	Meadowcroft Farm, 232 Medlock Road, Failsworth	HLA3225	0.44	2
Privately-owned sites	Land bounded by Stafford Street, Lynn Street, Failsworth	HLA3227	3.60	37
Privately-owned sites	Lower Cross Farm, Higher Cross Lane, Upper Heywood	HLA3228	6.18	1
Privately-owned sites	Land at 2 Sunfield Crescent, Royton, OL2 6JH	HLA3241	0.57	2
Privately-owned sites	Land adjacent to Hillside Nursery, Sholver	HLA3242.1	0.12	3
Privately-owned sites	Village Nursery, Princess Street, Lees, OL4 6JH	HLA3243	0.17	5
Privately-owned sites	Land to the rear of no. 24 Seville Street, Failsworth	HLA3254	0.15	1
Privately-owned sites	Doctor House Farm, Doctor Lane, Scouthead	HLA3256(1)	0.05	1
Privately-owned sites	Land adj to 28 Hillside Avenue, Royton, Oldham	HLA3257	0.25	5
Privately-owned sites	Abbots Grange Residential Care Home, Netherfield	HLA3258	0.62	5
Privately-owned sites	Land at Friezland Lane, Greenfield, Oldham	HLA3260	0.22	1
Privately-owned sites	Land between 173 - 197 Higginshaw Lane, Failsworth	HLA3267	0.27	10
Privately-owned sites	646 Huddersfield Road, Lees, OL4 3NL	HLA3273	0.02	1
Privately-owned sites	United Reformed Church and Hall, Rochdale	HLA3277	0.27	6
Privately-owned sites	Barn at Well Head Farm, Heights Lane, Denshaw	HLA3278	1.82	1
Privately-owned sites	Roe Gate, Grains Road, Shaw, OL2 8HH	HLA3279	0.78	1
Privately-owned sites	Land at Hartshead Street/Church Street, Chadderton	HLA3284	0.18	3

Privately-owned sites	Unit 1, Street Bridge Road, Chadderton, Oldham	HLA3288	1.02	9
Privately-owned sites	25-27 Ashton Road, Oldham, OL8 1JX	HLA3295	0.15	1
Privately-owned sites	9 Scholes Street, Oldham, OL1 3SZ	HLA3299	0.15	5
Privately-owned sites	Birks Quarry, Huddersfield Road, Austerlands	HLA3317	4.69	33
Privately-owned sites	Express Dairies Milk, Ridgefield Street, Failsworth	HLA3319	2.20	157
Privately-owned sites	212 Middleton Road, Oldham, OL9 6BH	HLA3335	0.06	5
Privately-owned sites	2 Springwood Avenue, Chadderton, OL9 9	HLA3345	0.07	1
Privately-owned sites	Land adjoining No 34 Delph Road, Denshaw	HLA3350	0.12	1
Privately-owned sites	2 Clough Park Avenue, Grasscroft, OL4 4E	HLA3352	0.15	1
Privately-owned sites	231 Rochdale Road, Shaw, OL2 7JD	HLA3355	0.25	1
Privately-owned sites	Land at Huddersfield Road, Diggle, Oldham	HLA3356	0.35	1
Privately-owned sites	Egerton Arms, 157 Egerton Street, Oldham	HLA3364	0.05	6
Privately-owned sites	Westwood Medical Centre, Winterbottom	HLA3384	0.27	14
Privately-owned sites	Hive House, Hive Street, Oldham, OL8 4Q	HLA3399	0.20	12
Privately-owned sites	1-2 Knolls Farm Cottage, Knowls Lane, Levenshulme	HLA3403	0.07	1
Privately-owned sites	15 Warren Lane, Oldham, OL8 2JE	HLA3406	0.03	1
Privately-owned sites	49-55 Co-operative Street, Springhead, Chadderton	HLA3424	0.06	4
Privately-owned sites	52-54 Orme Street, Oldham, OL4 1RZ	HLA3426	0.09	2
Privately-owned sites	7 Towers Street, Oldham, OL4 2HY	HLA3430	0.07	1
Privately-owned sites	Delph Club, Gartside Street, Delph, OL3 5	HLA3434	0.05	6
Privately-owned sites	Dog And Partridge, 148 Middleton Road, Oldham	HLA3435	0.10	14
Privately-owned sites	Failsworth Scooters, 265 Oldham Road, Failsworth	HLA3436	0.06	2
Privately-owned sites	Land adjacent 62 Burnedge Fold Road, Grasscroft	HLA3439	0.22	1
Privately-owned sites	5 Walkers Court, Cooper Street, Springhead	HLA3441	0.12	1
Privately-owned sites	Land to rear of 136 Werneth Hall Road, Oldham	HLA3448	0.09	2
Privately-owned sites	Land to the rear of 67 Chew Valley Road, Oldham	HLA3450	0.20	1
Privately-owned sites	Sandbed Cottage, Sandbed Lane, Delph, Oldham	HLA3456	0.09	1
Privately-owned sites	The Stables, Oak Hill Stannybrook Road, Oldham	HLA3459	0.67	2
Privately-owned sites	Limecroft Resource Centre, Whitebank Road, Oldham	HLA3473	0.80	20
Privately-owned sites	Land at Buckstones Road, Oldham, OL2 8	HLA3474	0.10	1
Privately-owned sites	SLACKGATE FARM, Slackgate Lane, Denshaw	HLA3489	0.10	3
Privately-owned sites	Heyes Farm, Holly Grove, Dobcross, Oldham	HLA3500	6.94	1
Privately-owned sites	Land off Haven Lane, Moorside	HLA3503	2.20	23
Privately-owned sites	4-10 Union Street, Oldham, OL1 1BD	HLA3508	0.10	6
Privately-owned sites	Land at Manor Street, Royton, Oldham	HLA3519	0.42	1
Privately-owned sites	Land Adjacent to,100 Broadway, Royton, Oldham	HLA3521	0.07	1
Privately-owned sites	616 Lees Road, Oldham, OL4 5JL	HLA3527	0.10	2
Privately-owned sites	Robin Hill Bangladeshi Youth Club, Trafalgar	HLA3528	0.30	14
Privately-owned sites	134 Carr Lane, Uppermill, OL3 6JA	HLA3529	0.59	1
Privately-owned sites	Birks Quarry, Huddersfield Road, Austerlands	HLA3532	1.16	4
Privately-owned sites	Land to rear of 163 Hunt Lane, Chadderton	HLA3535	1.04	5
Privately-owned sites	Existing agricultural building at Ward Lane	HLA3539	0.22	1
Privately-owned sites	Plot 3, Wall Hill Road, Dobcross, Oldham	HLA3542	0.07	1
Privately-owned sites	Land adj to 1 The Cottages, Heathfields, Uppermill	HLA3553	0.09	1
Privately-owned sites	Springhill Farm, Broad Lane, Delph, Oldham	HLA3561	0.15	1
Privately-owned sites	309 Lord Lane, Failsworth, M35 0PQ	HLA3565	0.07	1
Privately-owned sites	Brunswick House, 86 Union Street, Oldham	HLA3588	0.30	26
Privately-owned sites	Brunswick House, Union Street, Oldham	HLA3588.1	0.30	10
Privately-owned sites	Brunswick House Union Street Oldham Oldham	HLA3588.2	0.05	9
Privately-owned sites	Higher Hills Farm, Burnedge Lane, Grasscroft	HLA3589	0.12	1

Privately-owned sites	Agricultural building at Lower Doghill Farm	HLA3591	0.15	3
Privately-owned sites	2 Ashton Road, Oldham, OL8 1HF	HLA3600	0.11	5
Privately-owned sites	Land adjacent to 453 Milnrow Road, Shaw	HLA3673	0.12	1
Privately-owned sites	248 Oldham Road, Failsworth, M35 0HB	HLA3674	0.25	6
Privately-owned sites	23-25 King Street, Oldham, OL8 1DP	HLA3676	0.20	12
Privately-owned sites	Land at Sunfield Avenue, Moorside, Oldham	HLA3679	0.07	1
Privately-owned sites	Land at Lane Head Road, Oldham, OL4 5RF	HLA3680	0.20	1
Privately-owned sites	Old YMCA building on corner of Roscoe Street	HLA3696	0.07	9
Privately-owned sites	839 Huddersfield Road, Austerlands, OL4 5LH	HLA3698	0.07	1
Privately-owned sites	1 Littlemoor Lane, Diggle, OL3 5RS	HLA3701	0.30	3
Privately-owned sites	100 Featherstall Road North, Oldham, OL1 1LH	HLA3704	0.02	1
Privately-owned sites	2 Back King Street, Oldham, OL1 1LE	HLA3709	0.05	1
Privately-owned sites	THE BARN, LOWER DOGHILL FARM, Grain Road	HLA3716	0.15	1
Privately-owned sites	1 The Pastures, Pastures Lane, Scouthead	HLA3722	0.30	1
Privately-owned sites	Ron Kirkham Motors, Ladhill Lane, Greenfield	HLA3734	0.25	5
Privately-owned sites	Land at 165 Medlock Road, Failsworth, M35 0GJ	HLA3736	0.30	8
Privately-owned sites	Royal Oak Inn, Broad Lane, Denshaw, OL3 1LH	HLA3738	0.25	3
Privately-owned sites	217-219 Manchester Road, Oldham, OL8 1LH	HLA3741	0.15	2
Privately-owned sites	Land to rear of Knowls Lane Farm, Knowls Lane	HLA3742	0.37	3
Privately-owned sites	12-14 Thompson Lane, Chadderton, OL9 6RQ	HLA3743	0.37	16
Privately-owned sites	16 Waterloo Street, Oldham, OL1 1SQ	HLA3745	0.01	3
Privately-owned sites	Land to rear of 155-159 Old Lane, Chadderton	HLA3749	0.07	1
Privately-owned sites	71 Shaw Hall Bank Road, Greenfield, OL3 1LH	HLA3751	0.25	2
Privately-owned sites	Harrop Court Mill, Harrop Court Road, Diggle	HLA3761	1.50	13
Privately-owned sites	27 King Street, Oldham, OL8 1DP	HLA3762	0.07	1
Privately-owned sites	71 Yorkshire Street, Oldham, OL1 3ST	HLA3769	0.52	6
Privately-owned sites	Laburnum Cottage, 27 Chadderton Heights	HLA3778	0.79	1
Privately-owned sites	Land to corner bounded by Lane Head and Shaw	HLA3785	0.54	1
Privately-owned sites	146 Werneth Hall Road, Oldham, OL8 1QJ	HLA3789	0.15	1
Privately-owned sites	468-474 Oldham Road, Failsworth, M35 0GJ	HLA3801	0.07	4
Privately-owned sites	115 Bamford Street, Chadderton, OL9 6RL	HLA3813	0.05	1
Privately-owned sites	919 - 921 Ashton Road Oldham Oldham C	HLA3817	0.15	5
Privately-owned sites	Cowlshaw Abbatoir, Cowlshaw, Shaw, OL1 1LH	HLA3862	25.20	201
Privately-owned sites	Land at Owen Fold, Lees, Oldham, OL4 3DQ	HLA3865	0.10	1
Privately-owned sites	Land To The Rear Of 19-23 Shaw Hall Bank	HLA3866	0.86	4
Privately-owned sites	Lower Gillots Farm, Street Bridge Road, Chadderton	HLA3867	4.52	1
Privately-owned sites	2 - 4 Paulden Avenue, Oldham, OL4 2JA	HLA3869	0.05	1
Privately-owned sites	Land At Top Of The Meadows Lane, Strines	HLA3870	0.72	1
Privately-owned sites	10 Shaw Road, Oldham	HLA3871	0.05	1
Privately-owned sites	25 High Street, Shaw, OL2 8RF	HLA3872	0.05	6
Privately-owned sites	The Garage, Dark Lane, Delph, OL3 5TY	HLA3873	0.07	1
Privately-owned sites	264 Broadway, Chadderton, Oldham, OL9 6RQ	HLA3875	0.05	1
Privately-owned sites	First Floor, 133 Yorkshire Street, Oldham,	HLA3876	0.02	1
Privately-owned sites	56 - 58 Pole Lane, Failsworth, Oldham, M	HLA3877	0.25	2
Privately-owned sites	Tree Tops, North Rise, Greenfield, Oldham	HLA3879	0.32	1
Privately-owned sites	56 Manchester Road, Greenfield, Oldham	HLA3880	0.40	1
Privately-owned sites	803 Ripponden Road, Oldham, OL1 4SQ	HLA3881	0.25	1
Privately-owned sites	111 Oxford Street, Oldham, OL9 7SJ	HLA3883	0.05	1
Privately-owned sites	1 Estate Street, Oldham, OL8 1XL	HLA3886	0.02	2
Privately-owned sites	Hadfield Works, Hadfield Street, Oldham,	HLA3887	0.90	19

Privately-owned sites	Sun Yr Afon, Ladcastle Road, Uppermill, G	HLA3889	1.43	4
Privately-owned sites	Land at Moss Lynn, Stonebreaks Road, Sp	HLA3890	0.15	1
Privately-owned sites	7 Fairbottom Street, Oldham, OL1 3SW	HLA3892	0.05	1
Privately-owned sites	15 Thornley Park Road, Grotton, OL4 5QT	HLA3895	0.15	1
Privately-owned sites	29 Featherstall Road North, Oldham, OL9	HLA3896	0.02	1
Privately-owned sites	572 Ashton Road, Oldham, OL8 3HW	HLA3898	0.10	8
Privately-owned sites	Land Adj, 51 Dobcross New Road, Dobcro	HLA3899	0.30	1
Privately-owned sites	35 Greaves Street, Oldham, OL1 1TJ	HLA3901	0.07	1
Privately-owned sites	Wool Road Barn, Wool Road, Dobcross, C	HLA3905	0.42	2
Privately-owned sites	695 Ripponden Road, Oldham, OL1 4SA	HLA3906	0.15	1
Privately-owned sites	42 Tandle Hill Road, Royton, OL2 5UX	HLA3908	0.35	1
Privately-owned sites	Land Off Radcliffe Street (Former Vernon	HLA3910	5.60	99
Privately-owned sites	2 Honeywell Lane Oldham OL8 2AA	HLA3911	0.17	2
Privately-owned sites	42 Tandle Hill Road Royton Oldham OL2 5	HLA3914	0.12	1
Privately-owned sites	24 Thornley Lane Grotton Oldham OL4 5P	HLA3915	0.17	1
Privately-owned sites	9 Rush Hill Road, Uppermill, Oldham, OL3	HLA3916	0.15	1
Privately-owned sites	Land At Buckley Street Lees Oldham OL4	HLA3918	0.37	4
Privately-owned sites	Land Adjacent To 84 Belmont Street Oldh	HLA3919	0.02	1
Privately-owned sites	Oberlin Cottage Oberlin Street Oldham O	HLA3922	0.27	1
Privately-owned sites	Land Off Two Acre Lane Strinesdale Oldh	HLA3924	0.44	2
Privately-owned sites	93 Union Street Oldham OL1 1PF	HLA3925	0.07	1
Privately-owned sites	81 Union Street Oldham OL1 1PF	HLA3927	0.07	1
Privately-owned sites	910 Ashton Road Oldham OL8 3HT	HLA3928	0.10	1
Privately-owned sites	Weavers Factory 13 New Street Uppermil	HLA3930	0.02	1
Privately-owned sites	Brittania Inn 21 Ringwood Way Chaddert	HLA3932	0.10	2
Privately-owned sites	34 Union Street Oldham OL1 1BG	HLA3934	0.05	2
Privately-owned sites	85 Yorkshire Street Oldham OL1 3ST	HLA3935	0.02	2
Privately-owned sites	5 Charles Street Oldham Oldham OL9 7AB	HLA3937	0.47	1
Privately-owned sites	163 Old Lane Chadderton Oldham OL9 7J	HLA3938	0.02	1
Privately-owned sites	Baden Powell Centre 12 Glodwick Oldhan	HLA3939	0.12	2
Privately-owned sites	596 Huddersfield Road Oldham OL4 2HD	HLA3940	0.07	8
Privately-owned sites	Land At Tunstead Lane Greenfield Oldhar	HLA3941	0.22	1
Privately-owned sites	201 Oldham Road Royton Oldham OL2 6B	HLA3942	0.02	1
Privately-owned sites	409 Oldham Road Failsworth Oldham M3	HLA3943	0.02	6
Privately-owned sites	17 - 21 Mumps Oldham Oldham OL1 3TL	HLA3944	0.07	7
Privately-owned sites	79 Yorkshire Street Oldham Oldham OL1	HLA3946	0.02	1
Privately-owned sites	First Floor 193A Shaw Road Oldham OL1	HLA3947	0.12	2
Privately-owned sites	278 - 280 Manchester Street Oldham Old	HLA3948	0.05	4
Privately-owned sites	Land At Running Hill Lane Dobcross Oldh	HLA3950	0.17	1
Privately-owned sites	4 New Street Uppermill Oldham OL3 6AU	HLA3951	0.02	1
Privately-owned sites	164 Rochdale Road Royton Oldham OL2 6	HLA3952	0.02	1
Privately-owned sites	54 Werneth Crescent Oldham Oldham OL	HLA3954	0.37	2
Privately-owned sites	The Victoria Brook Childcare Centre Broo	HLA3955	0.35	5
Privately-owned sites	11 Littlemoor Lane Diggle Oldham OL3 5P	HLA3956	0.27	1
Privately-owned sites	65C Shaw Hall Bank Road, Greenfield, Old	HLA3961	0.07	1
Privately-owned sites	54 Counthill Road, Oldham	HLA3964	0.05	1
Privately-owned sites	Land To The South Of Denbigh Drive, Sha	HLA3966	7.90	42
Privately-owned sites	31-33 Milnrow Road, Shaw, Oldham, OL2	HLA3968	0.22	8
Privately-owned sites	8 Rochdale Road, Shaw, Oldham, OL2 8A	HLA3971	0.02	1
Privately-owned sites	15 Royley Royton Oldham OL2 5DY	HLA3973	0.05	1

Privately-owned sites	618 Oldham Road Failsworth Oldham M3	HLA3974	0.05	2
Privately-owned sites	Aspull Catering Equipment Ltd Milton Str	HLA3976	1.00	18
Privately-owned sites	Former Royton Health Centre Land At The	HLA3977	0.70	14
Privately-owned sites	31 Harrow Avenue Oldham OL8 4HY	HLA3978	0.10	1
Privately-owned sites	825 - 827 Hollins Road Oldham OL8 3PP	HLA3979	0.05	3
Privately-owned sites	59 Sharples Hall Street Oldham OL4 2QZ	HLA3980	0.02	1
Privately-owned sites	Shaw Distribution Centre, Linney Lane, Sh	HLA3981	30.80	400
Privately-owned sites	Land To The East Of Huddersfield Road D	HLA3982	7.60	77
Privately-owned sites	Higher Brownhill House, Brownhill Lane, H	HLA3992	0.49	1
Privately-owned sites	264 Block Lane, Chadderton, Oldham, OL	HLA3993	0.07	1
Privately-owned sites	130 - 132 Werneth Hall Road Oldham OL8	HLA3995	0.22	9
Privately-owned sites	Knoll Mill Wellington Road Greenfield Old	HLA3996	0.90	38
Privately-owned sites	Land At The Rear Of 698 Huddersfield Ro	HLA3997	0.30	4
Privately-owned sites	642 - 644 Oldham Road Failsworth Oldha	HLA3998	0.05	2
Privately-owned sites	7 Harold Street Failsworth Oldham M35 0	HLA3999	0.02	1
Privately-owned sites	Land At Buckley Street Uppermill Oldham	HLA4000	0.10	1
Privately-owned sites	Adjacent To 628 Rochdale Road Royton C	HLA4001	0.15	1
Privately-owned sites	Domalo Nurseries Ltd Hillside Nursery Sh	HLA4002	0.52	3
Privately-owned sites	16 Yorkshire Street Oldham OL1 1QS	HLA4003	0.07	8
Privately-owned sites	Austerlands Mill Huddersfield Road Aust	HLA4004	0.57	1
Privately-owned sites	Woodbrow Farm Oldham Road Denshaw	HLA4005	2.03	2
Privately-owned sites	Land Adj To 39 Fox Street Oldham OL8 3S	HLA4006	0.02	1
Privately-owned sites	250 Fields New Road Chadderton Oldham	HLA4007	0.05	1
Privately-owned sites	Land Adj. To 55 Manley Road Oldham OL	HLA4008	0.07	1
Privately-owned sites	Land At Oak Road Oldham OL8 3UN	HLA4009	0.15	2
Privately-owned sites	Holden Fold Mill Holden Fold Lane Royton	HLA4010	0.42	6
Privately-owned sites	Land Adjacent To 42 Rush Hill Road Uppe	HLA4011	0.17	1
Privately-owned sites	Land At Estate Street 1 Clive Street Oldha	HLA4012	0.12	1
Privately-owned sites	250 - 252 Huddersfield Road Oldham OL4	HLA4015	0.07	1
Privately-owned sites	109 Yorkshire Street Oldham Oldham OL1	HLA4016	0.07	1
Privately-owned sites	142 Oldham Road Failsworth Oldham M3	HLA4017	0.02	1
Privately-owned sites	1 Wright Street Oldham OL1 3TF	HLA4023	0.05	2
Privately-owned sites	11 Queen Street Oldham Oldham OL1 1R	HLA4024	0.02	1
Privately-owned sites	Unit 3 Booth Hill Lane Royton Oldham O	HLA4026	1.01	1
Privately-owned sites	319 Abbey Hills Road Oldham Oldham OL	HLA4027	0.05	1
Privately-owned sites	22 - 26 Abbey Hills Road Oldham Oldham	HLA4028	0.07	3
Privately-owned sites	173A Balfour Street Oldham OL4 1NS	HLA4030	0.02	2
Privately-owned sites	182 Huddersfield Road Oldham OL4 2RD	HLA4032	0.05	4
Privately-owned sites	224 Ashton Road Oldham OL8 1QN	HLA4033	0.02	1
Privately-owned sites	1 King Street Oldham OL8 1DW	HLA4034	0.02	1
Privately-owned sites	26 Yorkshire Street Oldham Oldham OL1	HLA4035	0.02	2
Privately-owned sites	1-3 Ladhill Lane Greenfield Oldham OL3 7	HLA4038	0.02	1
Privately-owned sites	127 Long Lane Chadderton Oldham OL9 8	HLA4039	0.05	1
Privately-owned sites	10 Shaw Road Oldham OL1 3LQ	HLA4043	0.07	4
Privately-owned sites	4 Bunkers Tunstead Lane Greenfield Oldh	HLA4044	0.07	1
Privately-owned sites	Rock Farm, Huddersfield Road, Delph, Old	HLA4051	0.72	1
Privately-owned sites	14 Waterloo Street, Oldham, OL1 1SQ	HLA4060	0.05	2
Privately-owned sites	28 Chew Valley Road, Greenfield, Oldham	HLA4063	0.17	1
Privately-owned sites	Ambulance Station Former Moor Street,	HLA4066	0.35	12
Privately-owned sites	The Barns Clough Lane Grasscroft OL4 4E	HLA4067	0.20	3

Privately-owned sites	Green Lane Farm, Green Lane, Strinesdal	HLA4068	0.32	1
Privately-owned sites	Land Adjacent No 172 Buckstones Road	HLA4069	0.25	2
Privately-owned sites	22 Chadderton Fold Chadderton Oldham	HLA4070	0.72	3
Privately-owned sites	Rear Of 7 - 29 Bath Street And Rear Of 37	HLA4071	0.07	1
Privately-owned sites	Land Opposite 26 Glen Grove Royton Old	HLA4072	0.05	1
Privately-owned sites	Land Adjacent 45 Byron Street Oldham O	HLA4073	0.05	1
Privately-owned sites	Royal Oak Inn Broad Lane Denshaw Oldha	HLA4074	0.67	1
Privately-owned sites	Bulls Head Grains Bar Oldham OL4 2JY	HLA4075	0.20	3
Privately-owned sites	262 Windsor Road Oldham OL8 4HL	HLA4077	0.02	1
Privately-owned sites	48 Oldham Road Springhead Oldham OL4	HLA4079	0.15	1
Privately-owned sites	Garside Garden Centre Oldham Road Fai	HLA4080	0.15	3
Privately-owned sites	29 - 33 Market Place Oldham Oldham OL1	HLA4081	0.05	9
Privately-owned sites	36 Bar Gap Road Oldham OL1 3RL	HLA4086	0.07	1
Privately-owned sites	71-73 Lees Road Oldham OL4 1JW	HLA4087	0.05	5
Privately-owned sites	Nod Farm Stables , 23 Cragg Road, Chadd	HLA4088	1.19	1
Privately-owned sites	Land Adjacent To 74 Burnley Lane, Chadd	HLA4091	0.02	2
Privately-owned sites	792 - 794 Huddersfield Road, Austerlands	HLA4092	0.20	8
Privately-owned sites	19 Featherstall Road North, Oldham, OL9	HLA4093	0.02	1
Privately-owned sites	Crime Farm, Knott Lanes, Oldham, OL8 3J	HLA4094	1.63	1
Privately-owned sites	Elantra House, 2 Yates Street, Oldham, O	HLA4095	0.62	1
Privately-owned sites	2 Hardman Street, Chadderton, Oldham,	HLA4096	0.02	1
Privately-owned sites	34 - 36 Yorkshire Street, Oldham, OL1 1SE	HLA4097	0.02	2
Privately-owned sites	2 Werneth Hall Road, Oldham, OL8 4BA	HLA4098	0.02	1
Privately-owned sites	Cowlishaw	JPA14	79.89	460
Privately-owned sites	Devon Mill, Devon Way, Hollinwood	SHA0038	3.11	134
Privately-owned sites	Chadderton Mill, off Fields New Rd, Chad	SHA0060	4.99	141
Privately-owned sites	Broadbent Rd, Oldham	SHA0079	2.74	31
Privately-owned sites	Land E of Wellyhole St, Oldham	SHA0086	4.20	68
Privately-owned sites	Land off Skipton St, Oldham	SHA0098	2.10	24
Privately-owned sites	Corner Knott Lane and Ashton Rd, Oldham	SHA0112	3.34	38
Privately-owned sites	The Hollies, Wellington Rd, Oldham	SHA0120	3.21	15
Privately-owned sites	Corner of Rhodes and Wright St, Oldham	SHA0139	0.15	6
Privately-owned sites	Site W of Grains Rd, Shaw	SHA0161	1.24	20
Privately-owned sites	Shaw Health Centre	SHA0164	0.59	14
Privately-owned sites	Corner King Albert Street and Milnrow Rd	SHA0169	0.27	6
Privately-owned sites	Nether Hey Farm, Holden Fold Lane, Royt	SHA0196	3.21	52
Privately-owned sites	Land between Godson St and Rochdale R	SHA0203	2.55	41
Privately-owned sites	Land btw Brookdale St. and Oldham Rd.,	SHA0810	0.79	13
Privately-owned sites	Nile Mill, Fields New Rd, Chadderton	SHA0820	6.75	153
Privately-owned sites	Hague & Halewood St (Jubilee Mill, Bride	SHA0833	0.40	17
Privately-owned sites	Warren Lane, Oldham	SHA0893	4.45	50
Privately-owned sites	Land at Bartlemore Street	SHA0901	0.27	6
Privately-owned sites	Duke Mill, Refuge St, Shaw	SHA0905	3.81	86
Privately-owned sites	Land next to Brown St, off Oldham R, Fai	SHA0960	0.42	10
Privately-owned sites	Land at jct Belmont and Franklin Sts, Old	SHA1002	1.46	24
Privately-owned sites	Cairo Mill, Greenacres Road, Lees	SHA1003	4.74	172
Privately-owned sites	Park Lane, Royton	SHA1004	3.16	51
Privately-owned sites	Fmr Bankfield & Fossard Mills, Wall Hill R	SHA1020	2.67	30
Privately-owned sites	Alexandra Suite, Horsedge Mill, Rock Stre	SHA1051	0.96	47
Privately-owned sites	Kickabout area and Social Services Trainin	SHA1052	0.62	30

Privately-owned sites	Alliance and Britannia Mill triangle, Spence	SHA1057	5.78	224
Privately-owned sites	Land at Roscoe St, Oldham	SHA1067	0.57	22
Privately-owned sites	Corner of Bridge St and Roscoe St, Oldham	SHA1068	0.62	24
Privately-owned sites	CAB, Bridge St, Oldham	SHA1069	0.07	9
Privately-owned sites	Land fronting Ripponden Road, Sholver	SHA1117	2.35	15
Privately-owned sites	Land at Longfellow Crescent, Sholver	SHA1120	2.10	5
Privately-owned sites	Bridge House, Lees Road	SHA1128	0.25	12
Privately-owned sites	Raven Mill, Raven Avenue, Chadderton	SHA1138	4.05	90
Privately-owned sites	Land - Higher Memorial Park, Joseph St, F	SHA1225	0.64	10
Privately-owned sites	Land at Hawthorn Road, Hollinwood	SHA1312	0.40	6
Privately-owned sites	Orme Mill/ Longrange Mill, Greenacres Road	SHA1331	2.37	68
Privately-owned sites	Majestic Mill, Greenacres Road, Lees	SHA1332	3.16	54
Privately-owned sites	Bus turnaround, High Street, Uppermill	SHA1370	0.32	7
Privately-owned sites	Bell Mill, Castle Mill Street, Oldham	SHA1556	4.23	100
Privately-owned sites	Austerlands Mill, Austerlands	SHA1599	4.74	58
Privately-owned sites	Heron Mill, Heron Street	SHA1660	3.78	100
Privately-owned sites	Ivy Mill, Failsworth	SHA1665	3.61	98
Privately-owned sites	Marlborough Mill, Failsworth	SHA1683	3.80	216
Privately-owned sites	Land at Bamford Street, Royton	SHA1801	0.72	8
Privately-owned sites	Nimble Nook, off Broadway	SHA1803	0.91	10
Privately-owned sites	Land off Mark St., West End St, Oldham	SHA1858	0.17	5
Privately-owned sites	Anchor Mill, Daisy St, Coldhurst	SHA1862	2.17	49
Privately-owned sites	Land at Chester Place and Spring Garden	SHA1886	0.84	10
Privately-owned sites	Land Between Beaver St and Regent St, O	SHA2015	1.14	44
Privately-owned sites	Land to S. of 64 Bridge Street, Rhodes Bar	SHA2031	0.17	7
Privately-owned sites	Sellers Business Park	SHA2032	9.12	122
Privately-owned sites	Car Park, Rear 394-410 Rochdale Rd (Wag	SHA2043	0.42	5
Privately-owned sites	Land at rear/side of 95 Wrigley Head (Ang	SHA2045	0.20	10
Privately-owned sites	M K Pilling Ltd, Hayden Street, Crossley St	SHA2046	0.35	10
Privately-owned sites	Land bounded by Brideoake/Heywood St	SHA2058	2.17	25
Privately-owned sites	Land adj. Ivy House, Oldham Rd., Failswor	SHA2060	0.57	9
Privately-owned sites	Former Green Booth Depot, Hunt Lane	SHA2127	1.19	13
Privately-owned sites	Land at Regent Street, Wallshaw Street &	SHA2129	1.60	77
Privately-owned sites	Pennine House, 77 Union Street, Oldham	SHA2132	0.30	18
Privately-owned sites	64-66 Market Street, Shaw	SHA2133	0.05	6
Privately-owned sites	Chadderton Medical Centre, Fields New P	SHA2135	0.64	7
Privately-owned sites	Shaw Lifelong Learning Centre	SHA2144	0.35	8
Privately-owned sites	Turf Lane Lifelong Learning Centre	SHA2145	0.52	7
Privately-owned sites	Land fronting Horsedge Street, including	SHA2149	0.15	15
Privately-owned sites	Land at Bradshaw Street - South	SHA2150	0.25	12
Privately-owned sites	Waste Water Treatment Facility (Royton)	SHA2153	5.40	75
Privately-owned sites	Land between Rochdale Canal, Middletor	SHA2154	0.52	12
Privately-owned sites	Land at Brown Edge Road	SHA2156	0.22	10
Privately-owned sites	Land at St John Street, Lees	SHA2160	0.80	17

Number of Market Housing (indicative)	Number of Affordable Housing (not incl. social homes) (indicative)	Number of Social Housing (indicative)	Planning Permission Confirmed (Y/N)	Site Progress/ SHLAA Status	Remaining homes to be delivered
51	0	0	Y	Part under construction	51
Unknown	Unknown	Unknown	N	Unpermissioned UDP site alloc	19
174	60	Unknown	Y	Planning permission	234
1	0	0	Y	Planning permission	1
6	0	0	Y	Planning permission	6
14	0	0	Y	Under construction	14
Unknown	Unknown	Unknown	Y	Pending permission	50
Unknown	Unknown	Unknown	N	Pending permission	18
8	0	0	Y	Planning permission	8
1	0	0	Y	Under construction	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	5
3	0	0	Y	Under construction	3
Unknown	Unknown	Unknown	N	Lapsed & stalled	8
Unknown	Unknown	Unknown	N	Lapsed & stalled	22
Unknown	Unknown	Unknown	N	Unpermissioned UDP site alloc	30
Unknown	Unknown	Unknown	N	Unpermissioned UDP site alloc	22
Unknown	Unknown	Unknown	N	Unpermissioned UDP site alloc	14
Unknown	Unknown	Unknown	N	Unpermissioned UDP site alloc	26
Unknown	Unknown	Unknown	N	Unpermissioned UDP site alloc	50
Unknown	Unknown	Unknown	N	Lapsed & stalled	22
Unknown	Unknown	Unknown	N	Lapsed & stalled	21
1	0	0	Y	Under construction	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	24
1	0	0	Y	Planning permission	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	10
2	0	0	Y	Under construction	1
60	0	0	Y	Planning permission	60
Unknown	Unknown	Unknown	N	Lapsed & stalled	30
Unknown	Unknown	Unknown	N	Lapsed & stalled	5
Unknown	Unknown	Unknown	N	Lapsed & stalled	126
Unknown	Unknown	Unknown	N	Lapsed & stalled	8
Unknown	Unknown	Unknown	N	Lapsed & stalled	10
Unknown	Unknown	Unknown	N	Lapsed & stalled	6
2	0	0	Y	Planning permission	2
1	Unknown	Unknown	N	Potential site	30
6	0	0	Y	Under construction	2
21	0	0	Y	Under construction	21
Unknown	Unknown	Unknown	N	Lapsed & stalled	10
5	0	0	Y	Under construction	5
Unknown	Unknown	Unknown	N	Lapsed & stalled	6
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
3	Unknown	Unknown	N	Potential site	6
Unknown	Unknown	Unknown	N	Lapsed & stalled	26
Unknown	Unknown	Unknown	N	Lapsed & stalled	7

2	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
1	Unknown	Unknown	N	Potential site	13
16	0	0	Y	Under construction	6
21	44	0	Y	Under construction	65
7	0	0	Y	Under construction	7
Unknown	Unknown	Unknown	N	Lapsed & stalled	14
7	0	0	Y	Under construction	1
2	0	0	Y	Under construction	2
1	0	0	Y	Under construction	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	5
9	0	0	Y	Under construction	9
1	0	0	Y	Under construction	1
14	0	0	Y	Planning permission	14
Unknown	Unknown	Unknown	N	Lapsed & stalled	12
Unknown	Unknown	Unknown	N	Lapsed & stalled	18
Unknown	Unknown	Unknown	N	Lapsed & stalled	89
2	0	0	Y	Under construction	2
12	0	0	Y	Under construction	11
9	0	0	Y	Under construction	2
Unknown	Unknown	Unknown	N	Lapsed & stalled	15
3	0	0	Y	Planning permission	3
2	0	0	Y	Under construction	2
1	0	0	Y	Planning permission	1
5	0	0	Y	Under construction	2
1	0	0	Y	Under construction	1
3	0	0	Y	Under construction	3
1	0	0	Y	Under construction	1
9	0	0	Y	Under construction	3
11	0	0	Y	Under construction	5
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
11	0	0	Y	Under construction	1
2	0	0	Y	Planning permission	2
37	0	0	Y	Under construction	35
1	0	0	Y	Under construction	1
2	0	0	Y	Under construction	2
3	0	0	Y	Under construction	3
5	0	0	Y	Under construction	5
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	5
5	0	0	Y	Planning permission	5
1	0	0	Y	Under construction	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	10
1	0	0	Y	Planning permission	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	6
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
3	0	0	Y	Under construction	3

9	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
5	0	0	Y	Under construction	2
33	0	0	Y	Planning permission	33
157	0	0	Y	Under construction	138
Unknown	Unknown	Unknown	N	Lapsed & stalled	5
1	0	0	Y	Planning permission	1
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
6	0	0	Y	Under construction	6
Unknown	Unknown	Unknown	N	Lapsed & stalled	14
12	0	0	Y	Under construction	9
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
4	0	0	Y	Under construction	3
2	0	0	Y	Under construction	2
1	0	0	Y	Planning permission	1
6	0	0	Y	Under construction	5
14	0	0	Y	Under construction	14
2	0	0	Y	Under construction	2
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Under construction	1
2	0	0	Y	Under construction	2
20	0	0	Y	Under construction	19
1	0	0	Y	Under construction	1
3	0	0	Y	Under construction	3
1	0	0	Y	Planning permission	1
23	0	0	Y	Planning permission	23
6	0	0	Y	Under construction	6
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Under construction	2
14	0	0	Y	Planning permission	14
1	0	0	Y	Under construction	1
4	0	0	Y	Planning permission	4
5	0	0	Y	Under construction	3
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Under construction	1
26	0	0	Y	Under construction	26
10	0	0	Y	Under construction	10
9	0	0	Y	Under construction	9
1	0	0	Y	Planning permission	1

3	0	0	Y	Planning permission	3
5	0	0	Y	Under construction	2
1	0	0	Y	Planning permission	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	6
12	0	0	Y	Under construction	12
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
Unknown	Unknown	Unknown	N	Lapsed & stalled	9
1	0	0	Y	Planning permission	1
3	0	0	Y	Under construction	3
1	0	0	Y	Planning permission	1
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Under construction	1
5	0	0	Y	Under construction	5
8	0	0	Y	Under construction	4
3	0	0	Y	Planning permission	3
2	0	0	Y	Under construction	2
3	0	0	Y	Planning permission	3
Unknown	Unknown	Unknown	N	Lapsed & stalled	16
3	0	0	Y	Under construction	3
1	0	0	Y	Under construction	1
2	0	0	Y	Planning permission	2
13	0	0	Y	Planning permission	13
1	0	0	Y	Planning permission	1
6	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Under construction	1
4	0	0	Y	Under construction	4
1	0	0	Y	Under construction	1
5	0	0	Y	Planning permission	5
180	21	Unknown	Y	Under construction	201
1	0	0	Y	Planning permission	1
4	0	0	Y	Under construction	4
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
6	0	0	Y	Planning permission	6
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
19	0	0	Y	Planning permission	19

4	0	0	Y	Planning permission	4
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
8	0	0	Y	Planning permission	8
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Under construction	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
50	49	Unknown	Y	Under construction	34
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
4	0	0	Y	Planning permission	4
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Under construction	2
2	0	0	Y	Planning permission	2
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Under construction	2
8	0	0	Y	Planning permission	8
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
6	0	0	Y	Under construction	6
7	0	0	Y	Planning permission	7
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
4	0	0	Y	Planning permission	4
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
5	0	0	Y	Planning permission	5
1	0	0	Y	Planning permission	1
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
42	0	0	Y	Under construction	42
8	0	0	Y	Under construction	8
1	0	0	Y	Under construction	1
1	0	0	Y	Planning permission	1

2	0	0	Y	Planning permission	2
18	0	0	Y	Under construction	18
14	0	0	Y	Planning permission	14
1	0	0	Y	Planning permission	1
3	0	0	Y	Under construction	3
1	0	0	Y	Planning permission	1
320	80	0	Y	Planning permission	400
68	9	0	Y	Planning permission	77
1	0	0	Y	Under construction	1
1	0	0	Y	Under construction	1
9	0	0	Y	Planning permission	9
38	0	0	Y	Planning permission	38
4	0	0	Y	Planning permission	4
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
3	0	0	Y	Planning permission	3
8	0	0	Y	Planning permission	8
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
6	0	0	Y	Planning permission	6
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
3	0	0	Y	Planning permission	3
2	0	0	Y	Planning permission	2
4	0	0	Y	Planning permission	4
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
4	0	0	Y	Planning permission	4
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
12	0	0	Y	Planning permission	12
3	0	0	Y	Planning permission	3

1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
3	0	0	Y	Planning permission	3
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
3	0	0	Y	Planning permission	3
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
3	0	0	Y	Planning permission	3
9	0	0	Y	Planning permission	9
1	0	0	Y	Planning permission	1
5	0	0	Y	Planning permission	5
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
8	0	0	Y	Planning permission	8
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
1	0	0	Y	Planning permission	1
2	0	0	Y	Planning permission	2
1	0	0	Y	Planning permission	1
Unknown	Unknown	Unknown	N	PfE Strategic Allocation	222
2	Unknown	Unknown	N	Potential site	134
6	Unknown	Unknown	N	Potential site	141
5	Unknown	Unknown	N	Potential site	31
2	Unknown	Unknown	N	Potential site	68
1	Unknown	Unknown	N	Potential site	24
7	Unknown	Unknown	N	Potential site	38
7	Unknown	Unknown	N	Potential site	15
2	Unknown	Unknown	N	Potential site	6
1	Unknown	Unknown	N	Potential site	20
9	Unknown	Unknown	N	Potential site	14
1	Unknown	Unknown	N	Potential site	6
2	Unknown	Unknown	N	Potential site	52
9	Unknown	Unknown	N	Potential site	41
2	Unknown	Unknown	N	Potential site	13
5	Unknown	Unknown	N	Potential site	153
1	Unknown	Unknown	N	Potential site	17
3	Unknown	Unknown	N	Potential site	50
1	Unknown	Unknown	N	Potential site	6
9	Unknown	Unknown	N	Potential site	86
1	Unknown	Unknown	N	Potential site	10
1	Unknown	Unknown	N	Potential site	24
1	Unknown	Unknown	N	Potential site	172
2	Unknown	Unknown	N	Potential site	51
3	Unknown	Unknown	N	Potential site	30
5	Unknown	Unknown	N	Potential site	47
1	Unknown	Unknown	N	Potential site	30

1	Unknown	Unknown	N	Potential site	224
1	Unknown	Unknown	N	Potential site	22
1	Unknown	Unknown	N	Potential site	24
1	Unknown	Unknown	N	Potential site	9
3	Unknown	Unknown	N	Potential site	15
9	Unknown	Unknown	N	Potential site	5
1	Unknown	Unknown	N	Potential site	12
5	Unknown	Unknown	N	Potential site	90
1	Unknown	Unknown	N	Potential site	10
1	Unknown	Unknown	N	Potential site	6
6	Unknown	Unknown	N	Potential site	68
1	Unknown	Unknown	N	Potential site	54
1	Unknown	Unknown	N	Potential site	7
4	Unknown	Unknown	N	Potential site	100
2	Unknown	Unknown	N	Potential site	58
6	Unknown	Unknown	N	Potential site	100
2	Unknown	Unknown	N	Potential site	98
1	Unknown	Unknown	N	Potential site	216
1	Unknown	Unknown	N	Potential site	8
1	Unknown	Unknown	N	Potential site	10
2	Unknown	Unknown	N	Potential site	5
1	Unknown	Unknown	N	Potential site	49
3	Unknown	Unknown	N	Potential site	10
6	Unknown	Unknown	N	Potential site	44
1	Unknown	Unknown	N	Potential site	7
5	Unknown	Unknown	N	Potential site	122
1	Unknown	Unknown	N	Potential site	5
1	Unknown	Unknown	N	Potential site	10
1	Unknown	Unknown	N	Potential site	10
1	Unknown	Unknown	N	Potential site	25
9	Unknown	Unknown	N	Potential site	9
5	Unknown	Unknown	N	Potential site	13
1	Unknown	Unknown	N	Potential site	77
1	Unknown	Unknown	N	Potential site	18
3	Unknown	Unknown	N	Potential site	6
1	Unknown	Unknown	N	Potential site	7
1	Unknown	Unknown	N	Potential site	8
5	Unknown	Unknown	N	Potential site	7
8	Unknown	Unknown	N	Potential site	15
2	Unknown	Unknown	N	Potential site	12
3	Unknown	Unknown	N	Potential site	75
1	Unknown	Unknown	N	Potential site	12
6	Unknown	Unknown	N	Potential site	10
1	Unknown	Unknown	N	Potential site	17

Delivery Period (Short 0- 5yrs/Medium 5- 10yrs/ Long 10+yrs)	Delivery 2023-2028	Delivery 2028-2033	Delivery 2033-2039	Delivery 2039+
Short-medium	3	48	0	0
Medium	0	19	0	0
Short-medium	166	68	0	0
Short	1	0	0	0
Short	6	0	0	0
Short	14	0	0	0
Medium	0	50	0	0
Medium	0	18	0	0
Short	8	0	0	0
Short	1	0	0	0
Medium	0	5	0	0
Short	3	0	0	0
Long	0	0	8	0
Long	0	0	22	0
Medium	0	30	0	0
Medium	0	22	0	0
Medium	0	14	0	0
Medium	0	26	0	0
Medium	0	50	0	0
Medium	0	22	0	0
Long	0	0	21	0
Short	1	0	0	0
Long	0	0	24	0
Short	1	0	0	0
Medium	0	0	10	0
Short	1	0	0	0
Short	60	0	0	0
Long	0	0	30	0
Medium	0	5	0	0
Medium	0	126	0	0
Medium	0	8	0	0
Long	0	0	10	0
Long	0	0	6	0
Short	2	0	0	0
Medium	0	30	0	0
Short	2	0	0	0
Short	21	0	0	0
Medium	0	10	0	0
Short	5	0	0	0
Medium	0	6	0	0
Short	1	0	0	0
Short	1	0	0	0
Medium	0	6	0	0
Long	0	0	26	0
Medium	0	7	0	0

Short	1	0	0	0
Short	1	0	0	0
Medium	0	13	0	0
Short	6	0	0	0
Short	65	0	0	0
Short	7	0	0	0
Medium	0	14	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Medium	0	5	0	0
Short	9	0	0	0
Short	1	0	0	0
Short	14	0	0	0
Medium	0	12	0	0
Medium	0	18	0	0
Medium	0	89	0	0
Short	2	0	0	0
Short	11	0	0	0
Short	2	0	0	0
Medium	0	15	0	0
Short	3	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	5	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	35	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	3	0	0	0
Short	5	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Medium	0	5	0	0
Short	5	0	0	0
Short	1	0	0	0
Medium	0	10	0	0
Short	1	0	0	0
Medium	0	6	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	3	0	0	0

Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Medium	0	33	0	0
Short	138	0	0	0
Medium	0	5	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	6	0	0	0
Medium	0	14	0	0
Short	9	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Short	5	0	0	0
Short	14	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	19	0	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	1	0	0	0
Short	23	0	0	0
Short	6	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	14	0	0	0
Short	1	0	0	0
Short	4	0	0	0
Short	3	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	26	0	0	0
Short	10	0	0	0
Short	9	0	0	0
Short	1	0	0	0

Short	3	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Medium	0	6	0	0
Short	12	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Medium	0	9	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	5	0	0	0
Short	4	0	0	0
Short	3	0	0	0
Short	2	0	0	0
Short	3	0	0	0
Medium	0	16	0	0
Short	3	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	13	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	4	0	0	0
Short	1	0	0	0
Short	5	0	0	0
Short	201	0	0	0
Short	1	0	0	0
Short	4	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	6	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	19	0	0	0

Short	4	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	8	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	1	0	0	0
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Short	1	0	0	0
Short	2	0	0	0
Short	8	0	0	0
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Short	7	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	4	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	5	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	42	0	0	0
Short	8	0	0	0
Short	1	0	0	0
Short	1	0	0	0

Short	2	0	0	0
Short	18	0	0	0
Short	14	0	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	1	0	0	0
Short-medium	146	254	0	0
Short	77	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	9	0	0	0
Short	38	0	0	0
Short	4	0	0	0
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Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
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Short	2	0	0	0
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Short	1	0	0	0
Short	2	0	0	0
Short	6	0	0	0
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Short	1	0	0	0
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Short	1	0	0	0
Short	2	0	0	0
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Short	1	0	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	2	0	0	0
Short	4	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	4	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Medium	0	12	0	0
Short	3	0	0	0

Short	1	0	0	0
Short	2	0	0	0
Short	3	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	3	0	0	0
Short	9	0	0	0
Short	1	0	0	0
Short	5	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	8	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	1	0	0	0
Short	2	0	0	0
Short	1	0	0	0
Medium	0	222	0	0
Long	0	0	134	0
Long	0	0	141	0
Long	0	0	31	0
Long	0	0	68	0
Medium	0	24	0	0
Medium	0	21	17	0
Medium	0	15	0	0
Long	0	0	6	0
Long	0	0	20	0
Long	0	0	14	0
Medium	0	6	0	0
Long	0	0	52	0
Medium	0	41	0	0
Medium	0	13	0	0
Medium	0	0	153	0
Long	0	0	17	0
Medium	0	50	0	0
Medium	0	6	0	0
Medium	0	86	0	0
Medium	0	10	0	0
Long	0	0	24	0
Long	0	0	172	0
Medium	0	51	0	0
Long	0	0	30	0
Long	0	0	47	0
Medium	0	30	0	0

Long	0	0	136	88
Long	0	0	22	0
Long	0	0	24	0
Long	0	0	9	0
Medium	0	15	0	0
Medium	0	5	0	0
Medium	0	12	0	0
Long	0	0	90	0
Medium	0	10	0	0
Medium	0	6	0	0
Medium	0	68	0	0
Medium	0	54	0	0
Medium	0	7	0	0
Medium	0	100	0	0
Long	0	0	58	0
Long	0	0	100	0
Medium	0	98	0	0
Long	0	0	216	0
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Medium	0	10	0	0
Medium	0	5	0	0
Medium	0	49	0	0
Medium	0	10	0	0
Medium	0	44	0	0
Long	0	0	7	0
Long	0	0	122	0
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Medium	0	10	0	0
Medium	0	10	0	0
Long	0	0	25	0
Long	0	0	9	0
Medium	0	13	0	0
Long	0	0	77	0
Long	0	0	18	0
Medium	0	6	0	0
Long	0	0	7	0
Long	0	0	8	0
Long	0	0	7	0
Long	0	0	15	0
Long	0	0	12	0
Medium	0	75	0	0
Medium	0	12	0	0
Medium	0	10	0	0
Short	14	3	0	0



Report to CABINET (Part A)

Creating a Better Place Update

**Portfolio Holder: Councillor Arooj Shah,
Leader of the Council and Portfolio Holder for Building a Better Oldham**

Officer Contact:

Emma Barton, Deputy Chief Executive (Place)

Report Author(s):

Paul Clifford – Director of Economy

Chris Lewis – Assistant Director Creating a Better Place

Date: 15 July 2024

Reason for Decision

The Creating a Better Place programme continues to be on track to deliver significant transformational projects across the borough, to build much needed new homes, to create jobs and support businesses to grow, and to deliver against our Green New Deal commitments ensuring Oldham is a great place to live, work and visit with lots of family friendly and accessible places to go.

In alignment with recommendations from Scrutiny Committee, this report provides Cabinet with an update on the strategic progress of the CaBP regeneration programme, including external funding opportunities secured, benefits realised for specific projects and the associated Social Value generated to *Create a Better Place*.

This report seeks approval on the recommendations for various projects after a review of the Council's regeneration and redevelopment capital programme, including outcome delivery, social value capture, positive opportunities and impacts for Oldham's residents and local businesses, and where applicable note the challenges and mitigations in place linked to reprofiling of capital resource to allow the continued delivery and completion of flagship projects.

Executive Summary

The Council and our partners continue to make significant progress on the delivery of the Creating a Better Place (CaBP) programme which will ultimately reshape Oldham Town Centre but also reaches out across the borough. This report seeks to provide a comprehensive update on delivery achieved, it acknowledges the successes to date and sets out key milestones in respect of the flagship projects sitting across the programme.

The transformational plans for the town centre can also be viewed via a fly through video, bringing the town centre plans to life with the film outlining what we plan to do and where – including the redevelopment of Spindles Town Square Shopping Centre, the creation of a brand-new town centre park and a dedicated cultural quarter with new theatre. The video can be viewed here [Welcome to your new town centrepa - YouTube](#). Visible progress can be seen at various locations in the town centre, and regular updates are shared via various communication channels as projects work their way through the planning process combined with those currently on site. All town centre projects are supporting the future footfall and vibrancy within the Town Centre and already starting to see an increase.

Town Centre projects include: redevelopment work at the Spindles on new office accommodation with certain phases now complete including relocation of staff and partners from the civic Centre, new archives centre, the new Tommyfield Market, Food Court, and new Event Space. In addition, other schemes currently on site in the town centre to safeguard and ensure the future sustainability of historical / heritage buildings, including the Old Library as part of our ongoing development of Oldham's Cultural Quarter. Wider than the town centre other schemes include the comprehensive refurbishment of Royton Town Hall and Library and strong progress of the Chadderton Levelling Up Partnership.

Whilst the CaBP vision for the town centre and wider programme is clearly articulated we continue to explore further opportunities for a sustainable town centre that is safer, cleaner and greener with an improved shopping experience and regular events for all generations within the Town Centre. Further details on the various projects in development or delivery can be viewed here: [Creating a Better Place | Oldham Council](#)

Nationally it has been widely recognised that there are significant delivery challenges in respect of the delivery of major capital regeneration schemes. Those challenges relate to a number of external factors which are often outside of the control of the Council. This includes elements such as rising supply chain costs, inflation, labour market challenges and over-saturation of the commercial market to name a few.

Unfortunately, Oldham and the CaBP Programme has not been immune to those factors. This report therefore seeks approval for the reprofiling of existing capital resource, necessary changes to specification works through contract variations in order to deliver the necessary outcomes for Oldham's residents and communities within the overall CaBP budget allocation.

The CaBP programme is focused on delivery, and this is evidenced by the projects in delivery with 'spades in the ground' which will reach completion over the next twelve to twenty-four months and significant transformational regeneration projects in development.

To date the CaBP Programme has **generated £28.3m worth of Social Value with an average 22% SV against contracts**. The social value benefits and outcomes measured / monitored have been reported previously to Scrutiny Committee as part of a performance related update on CaBP, but in summary the approach has delivered a number of benefits to date including:

- 81 locally employed people / new job opportunities created
- 812 weeks of apprenticeship training
- 2,665 hours of Career Support sessions
- £46.5 million of additional local spend (use of local suppliers, materials, donations to communities etc.)
- 615 Volunteer Hours

This report aims to acknowledge and celebrate the successes to date whilst setting out the exciting journey over the coming year as we work towards realising the vision of Creating a Better Oldham.

Recommendations

Cabinet Members are asked to note and approve:

- the progress being made in relation to the Creating a Better Place (CaBP) Programme that supports revenue savings generated, progress towards the borough's carbon reduction targets, creation of new jobs, apprentice opportunities, new homes for Oldham's residents and increased social value.
- the social value gained for Oldham's residents and communities through the design, development and delivery of the projects within the CaBP programme.
- the technical, legal and commercial recommendations for certain projects set out within Part B of this report.
- the delegation of approval to the Deputy Chief Executive (Place) in consultation with the relevant portfolio holders and Directors of Economy, Finance and Legal for the associated changes to contractual, technical or financial decisions for the delivery of the CaBP projects referenced within the Part B of this report.

Creating a Better Place

1.0 Background:

- 1.1 The Creating a Better Place (CaBP) programme has enabled a number of key partnerships to be strengthened ensuring Oldham has a strong narrative locally, regionally and nationally enabling Oldham, amongst other things, to secure substantial external funding to invest within the town and accelerate delivery of our regeneration activities to CaBP. Most notable of these is the partnership with MUSE to create up to 2,000 new homes across a number of strategic sites within Oldham Town Centre on land released by a series of the ongoing projects (i.e., relocation of colleagues and partners from the Civic Centre to the new Spindles office accommodation).
- 1.2 The projects within the Town Centre will ensure its sustainability including the Spindles that the Council have acquired and works on site to develop new office accommodation, a new food court, new home for the indoor market and a Performance space. In addition, across the Town Centre we are creating a new public park, the delivery of 2,000 new homes whilst also protecting and investing in our historical assets through the redevelopment of the Old Library.
- 1.3 CaBP also provides important revenue savings opportunities to ensure the best use of public funds, value for money is demonstrated and social value is embedded into all projects for wider community benefits. The financial savings have been embedded into the Council's Medium-Term Financial Strategy and Capital Programme. Separate annual reports are due for Cabinet consideration once again, which includes CaBP financial matters, as part of the annual budget setting procedures.
- 1.4 Strong progress is being made against the priorities identified through comprehensive and ongoing consultation with members, residents and businesses to deliver family friendly activities, improved accessibility, sustainability, green energy, new jobs and apprenticeships, new businesses, filling empty units, more things to do and places to visit. The update contained within this report evidences our progress in delivering against these key priorities.

2.0 Creating a Better Place: Strategic Updates

- 2.1 The CaBP Programme continues to make a strong positive impact to the regeneration of the town, creating Social Value and delivering financial savings. The programme has delivered **£3.5m of revenue savings to date** through better utilisation of corporate buildings and embracing new ways of working / energy savings with further additional savings projected over the next four years to the value of c£5m. The programme has in addition delivered **Capital receipts to date of £13.9m**.
- 2.2 Working closely with various partners locally, regionally, and nationally Oldham's strong vision, plans and ability to deliver schemes have resulted in the CaBP Programme **securing external funding in excess of £80m to date** with the Council continuing to identify additional funding opportunities moving forward. The details have been reported separately through Cabinet reports to accept the grants or through Capital Treasury reports.
- 2.3 The Council's Green New Deal continues to progress at pace with various schemes in development and delivery, these include large capital infrastructure schemes including the Oldham Town Centre Low Carbon District Heat Network and Wrigley Head Solar Farm. The Green New Deal Programme continues its strong track record of securing external funding with further details contained within this report.
- 2.4 The programme continues to act as a catalyst for new jobs within Oldham through the various projects both planned and in delivery. The Broadway Green development is a prime example that is in the final stages of its development in delivering **600,000sq feet of employment space, creating up to 2,000 new jobs and up to 500 new homes** on the development. The

development is clear evidence of the private sector investing in Oldham. Jobs and apprenticeships are also being created through the construction work both planned and underway within the Town Centre and across the town.

- 2.5 We continue to perform well against our housing targets with the delivery over the last three years of **1,263 homes against our all-years target of 2,250 by 2026/27, over half-way towards our target.**
- 2.6 In support of the Housing Crisis, the Leader set a target for an additional 500 socially affordable homes to be built. In addition, the Council has announced a new strategic partnership with MUSE is set to deliver 2,000 much needed homes within the Town Centre whilst also progressing with other locations across the borough. Further information on the MUSE strategic partnership is detailed later within this report.
- 2.6 A key component of the CaBP programme is generating social value, which has substantial opportunity to benefit both individual residents and our wider communities. Social value is firmly embedded within CaBP as part of our procurement processes and secures a contractual commitment from our partners and contractors to deliver wider / additional benefits for Oldham's residents and communities. Examples include new apprenticeships, job creation and educational sessions at local schools and colleges etc.
- 2.7 To date the CaBP Programme has **generated £28.3m worth of Social Value with an average 22% SV against contracts.** The social value benefits and outcomes measured / monitored have been reported previously to Scrutiny Committee as part of a performance related update on CaBP, but in summary the approach has delivered a number of benefits to date including:
- 81 locally employed people / new job opportunities created
 - 812 weeks of apprenticeship training
 - 2,665 hours of Career Support sessions
 - £46.5 million of additional local spend (use of local suppliers, materials, donations to . communities etc.)
 - 615 Volunteer Hours

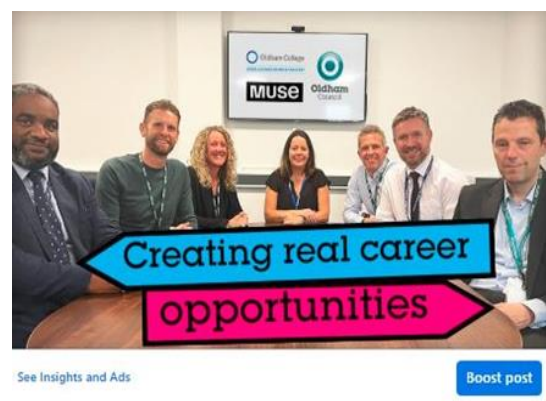
Below are a few case study examples of where the Council's construction partners have contributed to community action:

Case Study

Willmott Dixon met with year 9 pupils as part of "World of Work" day, to explore the many differing jobs in the construction industry



Muse partnered with Oldham College to create real, on the ground, career opportunities for young people



Case Study



Tilbury Douglas working on the Old Library donated to the Christmas Toy Appeal. In addition, our Strategic housing partner MUSE have contributed to the Council's Easter Egg campaign.

Case study

Rowan Ashworth (RA) working with East Crompton St. George's Primary School invested £20,000 to deliver a multisensory room at the School.



More on this story can be found using the following links
[New immersive room shines a light on social value | Oldham Council](#)

The following section of this report provides an overview of the projects progress, with commercially sensitive, legally sensitive, contractual and / or financial information within the part B report. Much of this latter information will be publicly available in due course, but for now, it is reported within the part B to protect the commercial and legal position of the council and / or third-party partners or businesses.

3.0 Creating a Better Place: Project Updates

3.1 Town Centre

3.1.1 The transformational plans for the town centre can also be viewed via a fly through video, bringing the town centre plans to life with the film outlining what we plan to do and where – including the redevelopment of Spindles Town Square Shopping Centre, the creation of a brand-new town centre park and a dedicated cultural quarter with new theatre. The video can be viewed here [Welcome to your new town centre - YouTube](#). Visible progress can be seen at various locations in the town centre, and regular updates are shared via various communication channels as projects work their way through the planning process combined with those currently on site. All town centre projects are supporting the future footfall and vibrancy within the Town Centre.

3.1.2 Town Centre projects currently under construction include: redevelopment work at the Spindles for a new archives centre, the new Market Hall, a new Food Court, and new Event Space. In addition, the new office accommodation, training centre, and business enterprise space (The Hive) are all now complete and the relocation of staff and partners from the Civic Centre into the new space has gone well, with increased footfall seen immediately for the retail space within the centre. In addition, other schemes are currently on site in the town centre to safeguard and ensure the future sustainability of historical / heritage buildings, including the Old Library as part of our ongoing development of Oldham's Cultural Quarter.

3.1.3 Whilst the CaBP vision for the town centre and wider programme is clearly articulated we continue to explore further opportunities for a sustainable town centre that is safer, cleaner and greener with an improved shopping experience and regular events for all generations within the Town Centre.

Further details on the various projects in development or delivery can be viewed here: [Creating a Better Place | Oldham Council](#)

3.1.4 Members will recall that CaBP programme was reprioritised following comprehensive consultation with our local communities and businesses to help clearly define and ensure wider awareness and engagement on regeneration ambitions. This work has also helped ensure that local priorities, and ideas and suggestions from local communities and businesses were embedded into the programme and associated project work in various stages from planning through to delivery.

3.1.5 The engagement process formed part of the Big Oldham Conversation, with additional and more recent specific consultation and engagement events taking place both digitally and in person with specialist groups, residents, town centre businesses and market traders. These engagement sessions helped raise awareness about the proposals and allowed officers to seek feedback on the various town centre projects and the overall vision for the future of the town.

3.1.6 Further project consultation will take place at the appropriate time in conjunction with standard practice for project development / planning application considerations, however feedback from residents, local business, visitors, and market traders continues to be positive and really helpful for shaping the following projects ahead of seeking approval for progression.

3.1.7 The last six months has seen further interest in the town centre redevelopment with:

- Long term lease signed for the Egyptian Room with Oldham Food Hall Ltd, part of The Northern Lights Group (NLG), which runs some of the north west's most exciting and renowned restaurants and entertainment venues.
- TfGM opening of a new Supervisors Office and Travel Shop within the Spindles, whilst Oldham also hosted the launch of the tranche 2 Bee Network

- Opportunity to participate on the governments levelling up partnership conversation.
- Substantial grant funding secured for various projects including our Green New Deal initiatives.

3.1.8 The following section provides a summary outline of the progress being made with each project.

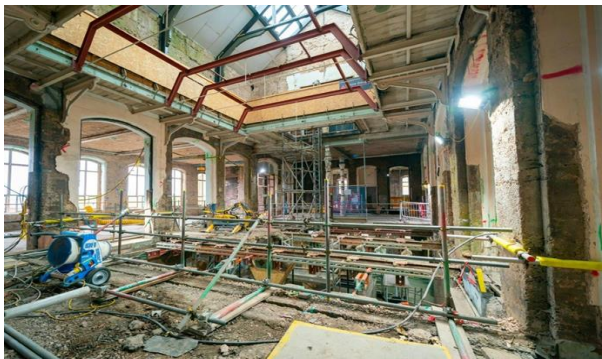
3.2 Old Library Building

3.2.1 In direct response to requests from residents to help protect our important local heritage buildings and bring them back into use, the Council are investing in the Grade Two listed Old Library building on Union Street within the Town Centre as part of the ongoing development of the Cultural Quarter.

3.2.2 The building is currently undergoing significant restoration with the first phase to protect the integrity of the building, preserve and restore where possible the historical features including the central staircase, replace steel work where appropriate and new roof now complete.

3.2.3 The next phase of the project is now underway and will see a full internal refurbishment, retaining and retro fitting where possible historical features, that will create a new council chamber and function facilities, a gallery and 'flexible spaces' linked to Gallery Oldham for local artists and performers to display their work and embrace creative collaborations whilst also hosting family friendly events.

3.2.4 The building holds a special place in the hearts and memories of Oldham residents and will play a pivotal role as part of the Town Centre regeneration when it opens in summer 2025, forming a cornerstone of the Cultural Quarter. The scheme is already receiving positive recognition being shortlisted for the National construction News Awards in the Community Engagement category, the award was submitted in partnership with Tilbury Douglas our construction partner on the scheme..



3.3 Old Library: Community Garden / Green Space

3.3.1 Located between the Old Library and Old Post office is Oldham's first public park, Oldham recently approved plans to further strengthen the Cultural Quarter offer with a new public realm enhancement that will see the creation of an open flexible space off Southgate Street, which will become a centerpiece of the growing cultural quarter bringing together key buildings – the current Library and Gallery and the restored Old Library. The space will be able to hold an outdoor stage and will also be adaptable to suit activities such as outdoor arts classes, theatre performances and more.



As part of the work, improvements will also be made to Southgate, Ashworth, and Greaves Street to include planting, new trees, seating areas, external lighting and improved paving. Improvements will be made to pedestrian and vehicle access to the town's growing cultural quarter to ensure increased visitor numbers to the area are adequately managed.

3.4 New Theatre

- 3.4.1 Oldham Council has been working with cultural partners to secure the future of producing theatre in the borough for more than fifteen years.
- 3.4.2 Proposals have been developed for a new theatre building with detailed plans submitted for planning consideration. Comments were received from thousands of Oldham residents, community groups, theatre-goers, and many performers whose creative journeys started in Oldham. The planning consultation feedback also showed an overwhelming level of support from Oldham's communities linked to the Fairbottom Street site in preference to the proposals on Union Street, and much of this feedback showed a strength of passion and pride to retain the existing building rather than building a new and more modern theatre.
- 3.4.3 From the feedback received, including from key stakeholders, the fundamental difference was that the Fairbottom Street has a larger auditorium and an existing fly-tower facility which can facilitate specific requirements for producing theatre. Regardless of the building specifics, concerns remain with both building options with regards to the theatre model / operational business plan and the challenge this creates for a sustainable future for theatre and performance space, despite best endeavours and lessons learned from previous projects. This was linked to present challenges for any operating theatre organisation, in terms of their ability to generate income capable of providing a long-term sustainable business model in a post-covid economic era.
- 3.4.4 Dialogue has continued with key stakeholders, including Oldham Coliseum Theatre Trust and the Save Oldham Coliseum action group (SOC), and in listening to Oldham's communities, a commitment was made by the Leader of the Council to review the theatre building proposals and to crucially examine how theatre organisations could work together to generate and create a sustainable model and income in the future.
- 3.4.5 To do this it was agreed that returning to the opportunities that remained in a refurbished Oldham Coliseum Theatre at Fairbottom Street, together with a progressive asset ownership model based on cooperative principles, should be examined further.
- 3.4.6 Provisional assessments have been completed to review the building condition issues that would need to be addressed in order to re-open the doors to the Fairbottom Street site.
- phase 1- re-open Fairbottom Street theatre and ensure operational compliance / theatre setting
 - phase 2- additionality required over and above Phase 1 including accessibility improvements for visitors, back-stage improvements for performers in order to achieve additional reasonable adjustments to the building.
 - phase 3 – Set out future opportunities for improvements to the entrance, box office area, and the general appearance of the building, including improved parking facilities.
- 3.4.7 The review work shows that the Fairbottom Street theatre building can be re-opened with some significant repair and maintenance works to provide a safe and complaint operational space with current estimate of up to c£10m. This could be facilitated by utilising the Town Deal theatre funds and Council capital to tackle the important building issues (heating, lighting, asbestos etc.) and to enhance the accessibility of the performance space.
- 3.4.8 Feasibility of establishing a sustainable future operating model for the theatre continues with ongoing engagement with the wider cultural partnership, Arts Council England and GMCA Culture team. We are also exploring a co-operative community collaboration model which could help provide a more sustainable future for the theatre. This new community model could be used to galvanize stakeholder support for the much-loved building and for producing

theatre in Oldham and could also enable a passive source of rental / management income to support the theatre's operating model.

3.5 New Market Hall

3.5.1 We continue to pro-actively work with market traders and have regular discussions about the process of transitioning across into the new indoor Market within the Spindles Town Square Shopping Centre.

3.5.2 The new market will link directly into the Spindles shopping mall and out onto Parliament Square expected to deliver increased footfall for the traders who recognise the constraints of their current location. The plans are for a split-level market with a retail market and a wide range of services at mall level whilst on the lower level, linking to Parliament Square, a food court is to be created where visitors can enjoy food and drink.



3.5.3 The creation of the new indoor market within the Spindles complex will enable the existing Tommyfield Market site to be redeveloped as part of the new Town Centre Park, new homes and location of Eton College.

3.6 New Event Space

3.6.1 Our regeneration plans include an exciting new event space which will be located above Tommyfield Market and the new Food court with linkages directly into the Spindles shopping Centre and out onto Parliament Square boosting Oldham's cultural, leisure, entertainment and events offer. The design ensures a sustainable, modern, and flexible town centre location for future business events, weddings, ceremonies, conferences, and other creative performances. Cabinet have previously considered the future of the QE Hall and the significant cost implications for maintaining the building, as it has exceeded its life expectancy. However, this new space will ensure events can continue in the heart of the town centre, with seated cabaret space for c.500 people, theatre style seating for c.700 people and standing room for c.1,000 people as a music venue (*for example*) – this space can also be sub-divided as needed to host smaller public and private functions.

3.6.2 Available both day and night, access to the facility will be via Parliament Square and a second entrance on Ashcroft Street with an adjacent car park. Consultation on the Town Centre regeneration confirmed that local communities would welcome this new facility, with a wider selection of activities and a more diverse offer to support the future of the town centre for all generations to enjoy.

3.6.3 The pictures below illustrate the progress on site where TJ Hughes was previously located, and which will house the indoor Market, Food Court and new Events Space. The illustration (right) is an artist's impression of the new façade onto Parliament Square.



3.7 New Archive and Heritage Facility

- 3.7.1 Some of Oldham's archives and museum artefacts are currently stored in various locations within council-owned buildings, due to the lack of specialist storage space. The consolidation of artefacts distributed across various buildings also makes it difficult to allow viewing of items as they are not readily accessible. The proposed Accessible Archive & Collections Centre will enable members of the public to view the museum and archive items that are not on display, in a safe and accessible environment within the Spindles shopping centre. Initial design options are currently under consideration.
- 3.7.2 Members of the public welcomed this new facility during the consultation and engagement events, especially with opportunities to provide enhanced accessibility for some of the collections.

3.8 The Hive - Flexible / Social Enterprise Space

- 3.8.1 As part of our economic recovery plans, we are very keen to continue to support new business startups, and social enterprise opportunities in the town centre: therefore, a new dedicated workspace has been created on the upper mall of Spindles.
- 3.8.2 The space will support businesses such as start-ups, micro-enterprises, social enterprises, and small businesses, as well as larger, more established, businesses looking for contemporary workspace as part of their post-pandemic ways of working. Oldham currently has nothing similar to offer, and this is an opportunity to inject something new into the local economy.
- 3.8.3 We particularly want to support growing sectors such as creative design and media, in order to deliver new jobs for local people. The area will provide a flexible co-working space, creating room for businesses to collaborate and flourish. To encourage and support local entrepreneurs, we are working with partners and other stakeholders to provide a dedicated business growth and investment team based within the workspace. This team will help local entrepreneurs in a wide range of ways – whether it's advice on getting their business idea off the ground, business growth assistance, or support with accessing funding and grants.
- 3.8.4 The space has been designed to include rooms for private meetings, hot desking, consultations, and the whole space will be inclusive for all, including people with additional needs. The proposal is to keep the workspace open into the evening – providing complementary networking opportunities, training and panel discussions, so that as businesses grow, we will support them to establish a more permanent base.



3.8.5 As a further development of quality accommodation space for businesses we are converting the space located above the new Spindles office accommodation. The space will provide additional capacity for start up businesses within Oldham. Works have already commenced with the initial strip out of the vacant space nearing completion.



3.9 Workspace / Offices

3.9.1 Similar to lots of other organisations post pandemic our new Spindles office accommodation reinforces our New Ways of Working post pandemic, which means no one will have an allocated desk, but teams will have a zone with plenty of working space. In addition to meeting rooms there are meeting pods, single person pods for focused work or confidential calls, soft furnished areas creating an alternative space for conversations, traditional desks and kitchen areas throughout. The new office has been designed to support staff's health and wellbeing and includes new kitchen areas, bike storage, shower facilities and a prayer room.

3.9.2 Relocating staff out of the Civic Centre and other sites generates into the Spindles office accommodation enables the Council to save money and release building no longer required whilst also and redeveloping the Civic Centre site as part of our strategic partnership with Muse Places and our ambition to build 2,000 new homes in the town centre strengthening its sustainability and Creating a Better Place.

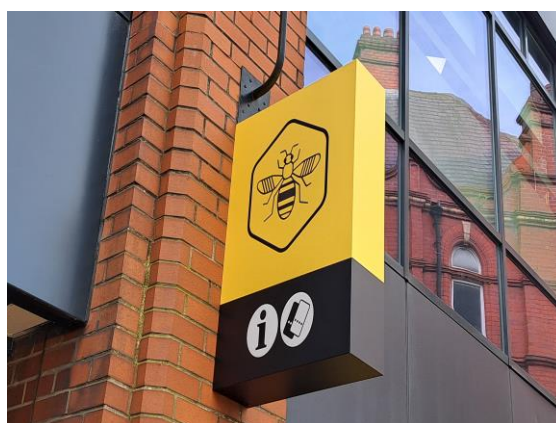
3.9.3 The new office accommodation continues to strengthen our collaboration with partners ensuring a strong a resident focus. MioCare, Northern Care Alliance, Pennine Care and Greater Manchester Police are now co located in our new office accommodation with the opportunity for other partners to co locate moving forward.

3.9.4 Customer Service Centre – Oldham Working from You

As part of the developments within the Spindles we will shortly be opening a new Customer Service Centre replacing the existing Access Oldham in the Civic Centre Tower. The modern and friendly environment will enable residents to access advice, guidance and referrals in person whilst also receiving support to use our digital services. The front facing service will be located at the entrance in the Spindles in a prominent position enabling easy access for residents. A number of partners will be sharing the space to offer services to residents including Citizen Advice Bureau and the Credit Union.

3.9.5 Oldham recently launched the Tranche two Bee network with an event in the new Spindles offices, we were thrilled to welcome over 80 attendees, including Greater Manchester Mayor Andy Burnham, Greater Manchester's Active Travel Commissioner and Olympian Dame Sarah Storey and Transport Commissioner Vernon Everitt, Elected Members and members of Oldham Council senior leadership team, alongside representatives from Transport for Greater Manchester (TfGM) and bus operators.

3.9.6 In addition to the Bee Network launch, we also announced the opening of the new TfGM Travel Shop inside Spindles Shopping Centre. This is the first of its kind in Greater Manchester, designed to ensure a resident-focused approach. In April, we will be running workshops that bring together existing TfGM Travel Shop staff and our customer service colleagues from Access Oldham. This initiative is aimed at fostering an understanding between the teams, enabling effective referrals and ensuring that our residents and visitors receive a more rounded and efficient service.



3.10 Egyptian Room

3.10.1 The transformation of the Old Town Hall's Egyptian Room is nearing practical completion and Oldham Food Hall Ltd, part of The Northern Lights Group (NLG), which runs some of the north west's most exciting and renowned restaurants and entertainment venues, has signed a long-term lease for the Egyptian Room. The company will shortly be recruiting new staff for the venue, another boost for employment within Oldham. It's a significant milestone in the plans for the future of the historic building – which will be transformed into a modern food hall, featuring six casual dining-style food stalls, a bar and a central seating area. Catering for around 150 people, the Grade Two-listed space will offer both indoor and outdoor seating and will complement existing offers in Parliament Square and the Food Court under construction within Spindles.

3.10.2 The Egyptian Room will be converted into a bespoke contemporary food hall, all while preserving its historic character and original features. The scheme is another example of the Council restoring and ensuring the sustainability of historic buildings across Oldham. The Egyptian Room is a prime example of restoration of Victorian architecture with historical significance. It features original decorative glazed wall and column tiling, parquet and terrazzo flooring, plastered ceilings and original arched windows and doors. Below is an artist's impression of the space.



3.10.3 The scheme is being partially funded by the Future High Street Fund with the Council working in partnership with the Town Deal Board. The scheme is expected to complete in the summer of 2024.

3.11 New Town Centre Park

3.11.1 The redevelopment of Spindles Town Square Shopping Centre and relocation of Tommyfield Market will free up previously developed land across the town centre to enable brownfield sites to be repurposed for much-needed new homes. With a commitment to over 2,000 new homes in the town centre, this was fed into the PfE to significantly reduce the amount of development in the Green Belt across the borough.



3.11.2 To complement these significant residential areas, we are also developing design plans following feedback during the consultation events for a new brand new 5.7-acre park to create new green, open space for residents to exercise, play, or spend time with friends / family and for town centre workers / colleagues to enjoy outdoor space in their lunch breaks. Work is already underway at the Rock Street end of the site and the remaining elements of the park is currently planned to open in Spring 2026, with pictures below showing progress on site



3.11.3 Concerns have been registered about future maintenance and anti-social behaviour: this has been factored into the emerging design ideas with indirect surveillance from the neighboring residential areas, new opportunities to ensure the space is used for outside events, and local schools and community groups have access to the space for leisure and sensory activities.

3.12 Accessible Public Realm Improvements

3.12.1 The Accessible Oldham public realm improvements programme is currently in various stages from design through to delivery and will improve the streets and roads across the town centre making it easier and more enjoyable to get around – especially for pedestrians and cyclists. The first phase, Albion Street and Henshaw Street is now complete with the next phase West Street, Cheapside and Fountain St currently nearing completion. The scheme will progress throughout the Town Centre creating new rain gardens, seating areas and quality clean public space that will complement the other projects already underway and planned. The programme has secured external funding in excess of £16m to date.

3.12.2 A site office is located in one of the units in Tommyfield Market, so members of the public, traders or town centre businesses have easy access to the project team for any questions or queries that might arise during the construction works. However, we continue to ask for patience and support from local residents and businesses as we continue to minimise the impact on the local community while the work takes place.

3.12.3 The various schemes including pedestrianisation, public realm improvements, cycle routes creation of residential and leisure spaces, St Mary's Way and works associated with the

new Town Centre Park have various timelines and further information can be provided on request.



3.13 The Green New Deal

- 3.13.1 The Oldham Green New Deal (OGND) Strategy deals with the upgrade of energy to achieve carbon neutrality targets and aims to achieve this by securing investment and delivery capacity in low carbon infrastructure to: realise a range of benefits such as jobs and training opportunities for residents in this key growth sector; contracts for Oldham's local Green Technology and Service sector businesses; lower energy bills for businesses and residents; and, improvements in local green infrastructure for communities.
- 3.13.2 The OGND programme comprises a range of projects including large capital infrastructure schemes such as the Oldham Town Centre Low Carbon District Heat Network (£30m with potential for up to £200m with the new national Heat Network Zoning programme of which Oldham is one of the trailblazers), decarbonisation retrofit of Spindles (£4m) and Wrigley Head Solar Farm (£1.3m).
- 3.13.3 Oldham is one of three trailblazers in the GM / national Advanced Zoning Programme, where expansion of low carbon heat networks will be underpinned by financial support and new national primary legislation mandating buildings to connect to heat networks. This has the potential to bring large-scale inward investment into Oldham for critical energy infrastructure, and also brings the potential for local companies to be involved in delivery.
- 3.13.4 The OGND Delivery Partnership initiative aims to establish a cross-sector investment and delivery partner to work with Oldham's anchor organisations and communities to develop and deliver a pipeline of low carbon projects to meet local needs and priorities (including the reduction of energy bills for residents and businesses).
- 3.13.5 The Council has secured £1.5m of revenue grant funding from the Department of Energy Security and Net Zero (DESNZ) via the Greater Manchester Combined Authority (GMCA) from the national Local Net Zero Accelerator programme which will fund all costs associated with establishing the OGND Delivery Partnership.
- 3.13.6 The Council secured £140K revenue grant funding from Connected Places Catapult to develop area-based retrofit schemes for 'able to pay' Oldham residents to support them to improve the energy performance and comfort of their homes and reduce their energy bills over the longer term, and Oldham will also be a pilot under the DESNZ / GMCA Local Net Zero Accelerator programme for an Electric Vehicle Charging Infrastructure Strategy which will provide a template for the other nine GM local authorities.
- 3.13.7 The Council has also secured £150K from Innovate UK to work with the Centre for Local Economic Strategies (CLES) to develop a suite of performance indicators not only for the Oldham Green New Deal Delivery Partnership, but also across the wider Oldham Economic Strategy of which Oldham's Green New Deal is a cross-cutting programme.

3.14 Town Centre Heat Network

- 3.14.1 The Council has been carrying out feasibility work for a district heat network to serve civic, commercial and residential buildings in Oldham Town Centre. This process has been supported by revenue grant funding from the Department of Energy Security and Net Zero (formerly BEIS) Heat Network Delivery Unit.
- 3.14.2 The Coal Authority has also been commissioned to provide desktop feasibility reports looking at the potential to use heat extracted from the Minewater in disused coal mines underneath the Town Centre, in particular at the Rhodes Bank site which is the preferred location for a new low carbon energy centre.
- 3.14.3 Construction of the new heat network will take place in phases through to 2028 and will be aligned with current regeneration works in the town centre and the programme of residential development being delivered by the Council's strategic developer partner Muse.
- 3.14.4 The work shows potential for a £27m low carbon district heat network, and this inward investment will also bring significant opportunities for local Oldham businesses to participate in delivery of the infrastructure, which will bring major decarbonisation and energy security benefits to the town and borough.

3.15 Royton Town Hall

- 3.15.1 The Victorian styled Royton Town Hall and Library buildings are benefitting from investment from the Council to see the buildings brought back to their former glory with enhanced community use as a more accessible, friendly, and welcoming community facility, with sustainable / energy efficiency measures incorporated where possible.
- 3.15.2 The works have already commenced on site with refurbishment of the clock tower, some internal alterations and demolition of the extension buildings to the rear now complete. Strong progress on the scheme has been made with a new roof installation and other elements of the scheme coming to completion including a new rear gable end wall and windows in-keeping with the original architectural design of the building and refreshed internal layout restoring and retaining historical features wherever possible.



- 3.15.3 Communities will have seen a significant amount of scaffolding around the building and both the Council and Seddons construction have been working closely with local businesses and residents to avoid any major disruption. We are now in the process of deconstructing the scaffolding over the coming weeks.
- 3.15.4 During the construction works, the library and associated services have been temporarily relocated to the Methodist Church near the shopping precinct to ensure continuity of services for the local community. The library currently remains on programme to open in August/September 2024 and the Town Hall in October 2024.

3.16 Alexandra Park Eco Depot

3.16.1 Work to build a new environmentally friendly depot at Alexandra Park is underway to provide a modern working space with training / community event space.



3.16.2 The new energy efficient building, which is part of our commitment through the Green New Deal to decarbonise our estate where possible, is the first phase of our plan to create a sustainable hub at the park that will be heated by air source heat pumps providing sustainable heat and hot water

3.16.3 The Eco Centre is currently programmed to open in Summer 2024.

4. Financial Implications

4.1 The financial implications are either contained the Part B report, have already been reported in separate reports, or will be included in future reports as and when individual Creating a Better Place Projects progress.

(Chris Kelsall, Asst. Director of Finance)

5 Legal Implications

5.1 Specific legal information relating to various projects is contained within the part B report.

5.2 Part B contains information as is detailed in Paragraph 3 of the revised Part 1 of Schedule 1A of the Local Government Act 1972. The exclusion from publication is justified for the reasons stated.

5.3 All legal issues will be reviewed and kept under advisement during the process and as Schemes and Projects come forward and progress.

(Rebecca Boyle – Group Solicitor, Corporate Team)

6 Oldham Impact Assessment Completed (including Impact on Children and Young People)

6.1 An Equality Impact Assessment was completed as part of the CaBP Programme (and is appended to the Part B report). This will be reviewed again as the projects progress and are further developed.

(Gail Aspinall, Capital Programme and Special Projects Manager)

7 Key Decision

7.1 Yes

8 Key Decision Reference

8.1 ESR-05-24

9 Background Papers

9.1 Please find below a link to the CaBP web page that also includes a fly through video. In addition, for information please find below previous CaBP update reports.

Creating a Better Place Website Link:

https://www.oldham.gov.uk/info/201248/creating_a_better_place#:~:text=Creating%20a%20Better%20Place%20is,jobs%20and%20100%20apprenticeship%20opportunities.

File Ref : [\(Public Pack\)Agenda Document for Cabinet, 17/02/2022 16:00 \(oldham.gov.uk\)](#)

Name of File : Agenda Documents for Cabinet 17-02-22

Records held in Democratic Service, Civic Centre Oldham

Officer Name : Peter Thompson

Contact No :0161 770 5151

File Ref : [Agenda frontsheet 25th-Jul-2022 18.00 Cabinet.pdf \(oldham.gov.uk\)](#)

Name of File : Creating a Better Place Update: Spindles Redevelopment

Records held in Democratic Service, Civic Centre Oldham

Officer Name : Peter Thompson

Contact No :0161 770 4705

10 Appendices

10.1 The Appendix is appended to the Part B report.

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