# Oldham

## Local Housing Needs Assessment 2019

Oldham Council

# Local Housing Needs Assessment 2019

Oldham Metropolitan Borough Council
Final Report March 2019

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**Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column 'total' due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house then we recommend the addition of a similarly worded statement being included as a note to each table used.**



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# Executive Summary

## Introduction

The Oldham Metropolitan Borough Council Local Housing Needs Assessment (LHNA) 2019 provides the latest available evidence to help to shape the future planning and housing policies of the area. The LHNA provides local evidence which builds upon the Greater Manchester Strategic Housing Market Assessment.

The study will help inform the production of the council's Local Plan and Housing Strategy. It considers the affordable housing needs of households, the aspirations/expectations of those households moving in the market, and the need for particular types of dwelling by virtue of age or disability. This research provides an up-to-date analysis of the social, economic, housing and demographic situation across the area.

The LHNA 2019 incorporates:

- A major Household Survey in 2018 which was completed by 2,080 households, representing a 12% response rate from the sample surveyed;
- An online survey of stakeholders;
- Interviews with estate and letting agents; and
- A review of existing (secondary) data.

The findings from the study provide an up-to-date, robust and defensible evidence base for policy development, in accordance with government policy and guidance.

## Housing market context

### House prices

Median house prices in the borough have been consistently lower than those for the north west region, and England as a whole [1].

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

### Dwelling stock

This study assumes a total of 92,821 households across the borough[3]. The dwelling vacancy rate is estimated to be 1.2%.

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[1] Land Registry Price Paid Data

[2] Land Registry Price Paid Data

Overall, the 2018 Household Survey shows that:

- 75.5% of occupied properties are houses, 14.1% are flats/maisonettes, 10% are bungalows and 0.4% are other property types (e.g. caravans);
- 12.3% of occupied properties have one bedroom/studio, 34.8% have two bedrooms, 38.1% have three bedrooms and 14.9% have four or more bedrooms;
- 16.1% of occupied properties were built before 1919, a further 16.9% were built between 1919 and 1944, 21.3% between 1945 and 1964, 26.7% between 1965 and 1984, 15.5% between 1985 and 2004 and 3.5% have been built since 2005; and
- 64.9% of occupied properties are owner-occupied, 20.9% are rented from a social housing provider, 13.6% are private rented (including tied accommodation) and 0.6% are intermediate tenure dwellings.

## Demographic drivers

The population of Oldham is estimated to be 235,100 in 2018[4] and this is projected to increase by 5.8% to 252,300 by 2037[5]. Over the next few decades, there will be a marked increase in the number and proportion of older residents. The population aged 65+ years is expected to increase by 35.7% from 37,800 in 2016 to 51,300 in 2037[6].

## Economic drivers

The 2018 Household Survey found that, across the borough, 56.5% of Household Reference People (HRP) are economically active and a further 28.8% are retired from work. The 2018 Household Survey identified that across the borough 19.4% of households receive less than £10,400 gross per year, 18.1% receive between £10,401 and £15,600 per year, 15.2% receive between £15,600 and £20,796 per year, 13.6% receive between £20,797 and £26,000, 16.3% receive between £26,001 and £39,000 and 17.4% receive at least £39,000 each year.

[3] 2018 Council Tax

[4] ONS 2016-based Subnational Population Projections; 2018 population estimate

[5] ONS 2016-based Subnational Population Projections

[6] ONS 2016-based Subnational Population Projections

## Dwelling need, type and mix

The overall annual dwelling need for Oldham is 716[7] each year, based on MHCLG's standard methodology. This has been factored into analysis where appropriate within the report.

The LHNA analysis incudes a detailed analysis of the relationship between households and their current housing circumstances, the future aspirations of moving households and what households would expect. This helps to set out the range of dwellings by type and size appropriate over the plan period. Table ES1 illustrates the range of dwellings appropriate for Oldham under a baseline scenario which maps the current profile of dwelling stock by type and size onto household projections over the plan period. Analysis has also considered the need for affordable housing and an annual net shortfall of 203 has been established from Household Survey evidence (Table ES2) and it is expected that an element of this shortfall will be met through new build affordable dwelling delivery.

**Table ES1 Overall dwelling type/size and tenure mix under baseline demographic scenario**

| Dwelling type/size | Tenure | | Total |
|---|---|---|---|
| | Market (70%) | Affordable (30%) | |
| 1/2 Bed House | 67 | 46 | 113 |
| 3 Bed House | 202 | 55 | 257 |
| 4+ Bed House | 63 | 10 | 74 |
| 1 Bed Flat | 64 | 26 | 90 |
| 2/3 Bed Flat | -17 | 43 | 26 |
| 1-2 Bed Bungalow | 102 | 20 | 122 |
| 3+ Bed Bungalow | 27 | 2 | 30 |
| Other | 5 | 0 | 5 |
| TOTAL | 513 | 203 | 716 |
| **Dwelling type** | **Market (70%)** | **Affordable (30%)** | **Total** |
| House | 332 | 112 | 443 |
| Flat | 47 | 69 | 116 |
| Bungalow | 129 | 22 | 151 |
| Other | 5 | 0 | 5 |
| Total | 513 | 203 | 716 |
| **Number of bedrooms** | **Market (70%)** | **Affordable (30%)** | **Total** |
| 1 | 90 | 34 | 123 |
| 2 | 130 | 99 | 228 |
| 3 | 230 | 60 | 291 |
| 4 | 63 | 10 | 74 |
| Total | 513 | 203 | 716 |

[7] Note: This figure is different to that used in the January GMSF (752) as it is based on the MHCLG standard methodology. This approach was taken as at the time of writing the LHNA, the GMSF and the housing need figures set out within it were subject to consultation. Therefore, for the purposes of this piece of work, it was felt best to use the figure derived from the standard methology.

| **Table ES2 Net annual affordable housing imbalance by housing market area, property size and designation 2018/19 to 2022/23** | | | | | | |
|---|---|---|---|---|---|---|
| | **No. beds** | | | | | |
| **District** | **1** | **2** | **3** | **4** | **Total** | **%** |
| Chadderton | 6 | 17 | 10 | 2 | 34 | 16.7 |
| East Oldham | 6 | 16 | 10 | 2 | 33 | 16.3 |
| Failsworth and Hollinwood | 5 | 14 | 8 | 1 | 28 | 13.8 |
| Royton | 4 | 13 | 8 | 1 | 26 | 12.7 |
| Saddleworth and Lees | 2 | 6 | 4 | 1 | 12 | 5.8 |
| Shaw and Crompton | 7 | 21 | 13 | 2 | 42 | 20.8 |
| West Oldham | 5 | 14 | 8 | 1 | 28 | 13.9 |
| Total | 34 | 99 | 60 | 10 | 203 | 100.0 |
| % | 16.7 | 48.7 | 29.6 | 5.0 | 100.0 | |

Sources: 2018 Household Survey; RSL CORE Lettings and Sales

In terms of the balance between social/affordable rented and intermediate tenure products, it is recommended that the affordable tenure is 50% social/affordable rented and 50% intermediate tenure. Analysis of property type preferences suggests a mix of houses (50.9%) and flats (31.7%), bungalows (12.7%) and other types of dwelling (4.6%).

## Older people and people with additional needs

The number of people across the borough aged 65 or over is projected to increase from 37,800 in 2018 to 51,300 by 2037 (35.7% increase)[8].

A major strategic challenge for the council is to ensure that there is a range of appropriate housing provision, adaptation and support for the borough's older population.

The 2018 Household Survey found that the majority of older people (69.3%) would prefer to stay in their own homes with help and support when needed. Respondents were asked if a range of options would be of interest and respondents could tick more than one. The survey indicated that 28% would consider renting sheltered accommodation, 18.6% renting from a housing association, 17% renting extra care housing and 14.6% would prefer to buy on the open market.

Currently there are around 4,718 units of specialist older person accommodation comprising 3,078 units of specialist older persons housing (planning use class C3) and 1,640 units of residential care (planning use class C2) dwellings. Analysis of demographic change would suggest a need for an additional 2,459 units of older persons accommodation comprising

[8] ONS 2016-based Subnational population projections

1,604 units of specialist (C3) units and 855 additional units of residential (C2) units to 2037. It is acknowledged that additional provision of residential C2 units is subject to the policy position of the local authority.

A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.

## People with additional needs

A range of information has been assembled from various sources which helps to scope out the likely level of disability across the borough's population. Although it is a challenge to quantify the precise accommodation and support requirements, the LHNA has helped to scope out where needs are arising.

## Optional accessibility and wheelchair standard housing

The 2018 Household Survey indicates that 9.1% of households live in properties that have been adapted or purpose built for those with an illness/disability.

In line with the GMSF, all new dwellings must be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable. It is also recommended that 4%[9] of new dwellings are built to M4(3) wheelchair accessible standard.

These recommendations also assume that there will be ongoing adaptation of existing dwellings to support those with additional needs.

[9] Based on a need of 552 over the plan period and total delivery of 14,320 dwellings (716x20 years)

# 1. Introduction

## Background

1.1 The Oldham Council Local Housing Needs Assessment (LHNA) 2019 has been commissioned by the council to provide an up-to-date evidence base to inform the development of the council's Housing Strategy and Local Plan. The LHNA provides additional and local evidence to support the broader Greater Manchester Strategic Housing Market Assessment.

1.2 The LHNA supports the requirements of the 2018/19 National Planning Policy Framework (NPPF). It is also prepared in compliance with the government's Planning Practice Guidance (PPG) and takes into consideration the standard methodology for assessing housing need.

1.3 The LHNA report is tailored to the unique characteristics and needs of the borough and the role it has within the wider Greater Manchester Housing Market Area. It provides the council with guidance on the extent of overall housing need within the borough, in terms of type, tenure and size, as well as the need for affordable housing and the specific housing needs of particular groups.

## Government policy and guidance

1.4 The latest National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG) was published in February 2019. The NPPF 2019 sets out the Government's planning policies for England and how these are expected to be applied. Paragraph 10 of the NPPF states that plans and decisions should apply a *'presumption in favour of sustainable development'*. As part of this, in relation to plan-making, it sets out that this means that *'strategic policies should, as a minimum, provide for objectively assessed needs for housing…'*[10].

1.5 Paragraph 59 provides an important context to the policy for housing delivery, as follows:

*'To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.'*

1.6 It goes on to state (paragraph 60) that:

[10] NPPF Feb 2019, Paragraph 10

*'To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.'*

1.7 The NPPF 2019 (paragraph 65) requires that 'strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.

1.8 The NPPF 2019 (paragraph 61) states that the size, type and tenure of housing need for different groups in the community, should be assessed and reflected in planning policies. This is identified as including, but not limited to:

- those who require affordable housing,
- families with children,
- older people,
- students,
- people with disabilities,
- service families,
- travellers,
- people who rent their homes, and
- people wishing to commission or build their own homes.

*1.9* In addition, the NPPF 2019 paragraph 62 sets out that: *'where a need for affordable housing is identified, planning policies should specify the type of affordable housing required…'.*

1.10 The NPPF 2019 (paragraph 65) requires that 'strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.

1.11 The Localism Act 2010 introduced the 'Duty to Co-operate' as a replacement for Regional Spatial Strategy and this requirement is also established in National Planning Policy (NPPF 2019, paragraphs 24-27). Section 110 of the Localism Act requires local authorities to co-operate with other local authorities in maximising the effectiveness with which strategic matters within development plan documents are prepared. The provision of housing development is a strategic priority and the Council will have to ensure that they are legally compliant with the Localism Act at examination. The Duty to Co-operate applies to all local planning authorities, working with neighbouring authorities and other bodies, including Local Enterprise Partnerships, on strategic priorities.

1.12 In the case of Greater Manchester, the Greater Manchester Combined Authority (GMCA) is the strategic regional authority, with powers over various functions including planning. The Greater Manchester Spatial Framework (GMSF) therefore forms part of the statutory development plan for Oldham MBC.

## Affordable housing definitions

1.13 Definitions relating to affordable housing are presented in the NPPF 2019 (Annex 2):

**Affordable housing**: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

a) **Affordable housing for rent**: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for social rent or affordable rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes, affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) **Starter homes**: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

c) **Discounted market sales housing**: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

d) **Other affordable routes to home ownership**: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision or refunded to Government or the relevant authority specified in the funding agreement.

## Geography

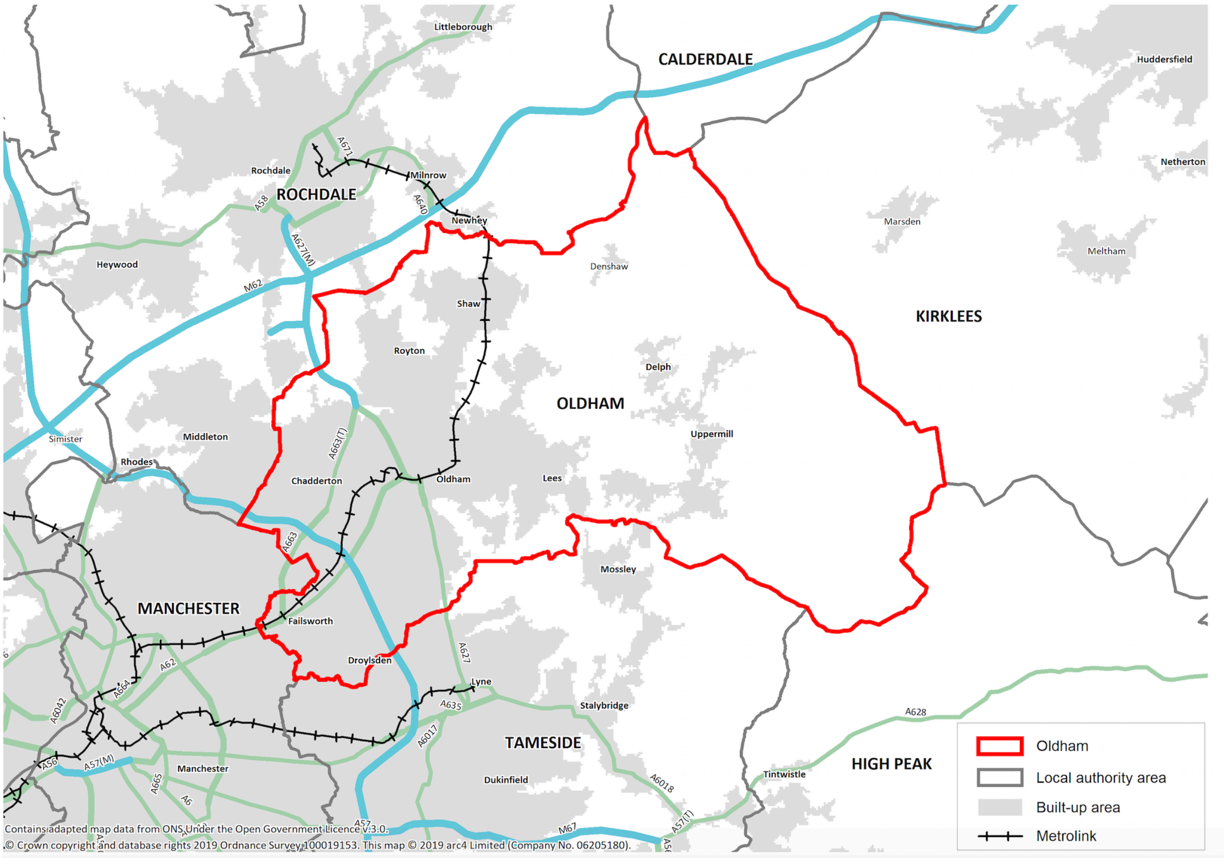
1.14 Map 1.1 illustrates the geographical context of Oldham borough and the neighbouring local authorities.

1.15 Oldham borough is located in Greater Manchester in the north west of England. Oldham borough is the most easterly of the ten Greater Manchester authorities and is bounded to the north by Rochdale, to the south by Tameside and to the west by Manchester. neighbouring districts to the east are Kirklees in Yorkshire and the Humber and High Peak in the East Midlands. The borough has a population of around 235,000 people in 2018[11].

1.16 The borough is divided into seven 'districts' which form the basis of sub-area analysis for the LHNA: Chadderton, East Oldham, West Oldham, Saddleworth, Shaw & Crompton, Royton and Failsworth & Hollinwood.

[11] 2014-based Subnational Population Projections (ONS)

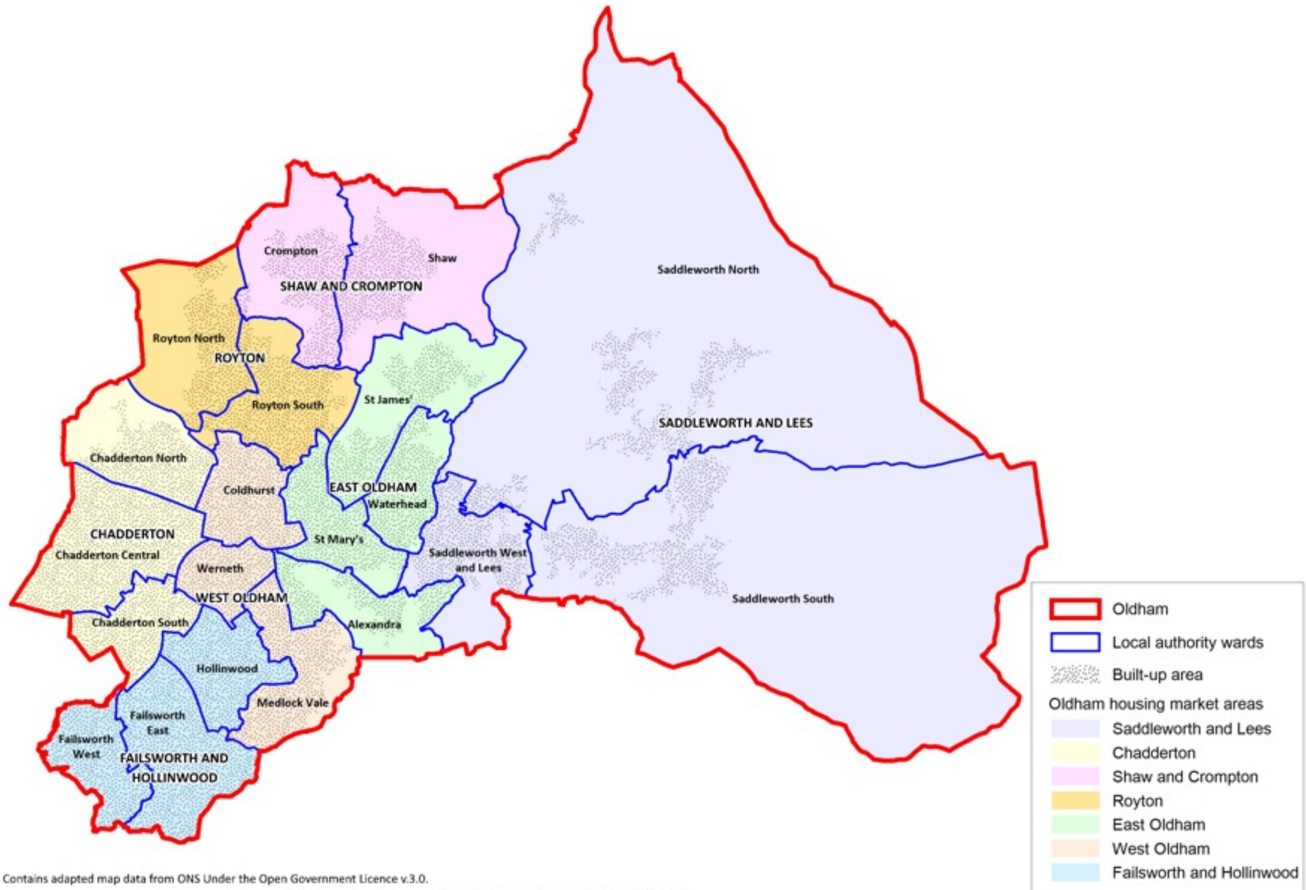
## Map 1.1 Oldham Council in its geographical context




1.17 In terms of access, Oldham is in close proximity to the M60 and M62 and suburban trainlines pass through the borough linking Oldham to Manchester city centre and other population centres around Greater Manchester. Oldham is connected to Manchester by means of the Manchester Metrolink.

1.18 Household Survey data is available down to postcode level and for the purposes of this report, data are reported for the seven districts. In addition, material for the Saddleworth neighbourhood planning area has been made available in a separate report.

**Map 1.2 Districts within Oldham Metropolitan Borough**






## Research methodology

1.19 To deliver the LHNA 2019, a multi-method approach has been adopted, which comprises:

- A random sample survey of households across the borough area was undertaken, with 17,000 households contacted during October 2018 and invited to complete a questionnaire. 2,080 questionnaires were returned and used in data analysis. This represents a 12% response rate overall and a sample error of +/-2.1 at the borough level;
- There was an under-representation of BAME households. Further evidence the Council can provide would help understand the needs of those particular communities in greater detail and further deepen this evidence base to inform future planning and housing strategies.;
- A review of secondary data provided by the council including housing register and information on groups with additional needs;
- Interviews with estate and letting agents operating within the borough; and
- A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and CLG Statistics.

1.20 Further information on the research methodology is presented at Appendix A.

## Presentation of data

1.21 Data presented in this report is based on the 2018 Household Survey carried out as part of the LHNA, unless otherwise stated. Where possible, data are 'triangulated' which means several sources are drawn upon to establish robust outputs.

1.22 It is important to note that survey responses have been weighted to correct for response bias and then grossed up to reflect the total number of households and this process is explained in Appendix A. All survey information presented in this report is for weighted and grossed responses which are rounded up where appropriate.

## Report structure

1.23 The Oldham Council LHNA 2019 report is structured as follows:

- **Chapter 2** reviews the national and regional policy context within which the research needs to be positioned;
- **Chapter 3** considers the main features of the housing market dynamics including house price and rental trends, migration and travel to work patterns;
- **Chapter 4** reviews the current housing stock and provides a detailed analysis of the main tenures;
- **Chapter 5** considers the need for affordable housing;
- **Chapter 6** considers household groups with particular housing needs including those with a disability and additional needs;
- **Chapter 7** sets out an assessment of dwelling type and mix for future housing development within the borough; and
- **Chapter 8** concludes the report with a summary of findings and a consideration of strategic issues.

1.24 The report includes a technical appendix, which provides detailed material that underpins the core outputs of the LHNA. The technical appendix material includes:

- Research methodology (Appendix A);
- Policy review (Appendix B);
- Housing need calculations (Appendix C).

# 2. Policy and strategic review

2.1 The purpose of this chapter is to set out the policy and strategic context for housing delivery in Oldham borough.

## National context

2.2 Under the previous Coalition Government, the period 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy, set within the context of national austerity and an economic policy of deficit reduction and public spending cuts. These reforms championed localism, decentralisation and economic growth.

2.3 This agenda continued to be pursued under the leadership of David Cameron following the election of a majority Conservative Government in May 2015. Further welfare reforms were accompanied by policies seeking to increase the rate of housebuilding and promoting home ownership as the tenure of choice. The Housing and Planning Act 2016 was intended to provide the legislative basis for a number of Conservative Manifesto commitments, including the flagship Starter Homes scheme. The Act also made provisions for other aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.

2.4 The European Union referendum of June 2016 resulted in significant changes in the political climate at a number of levels. Changes in government leadership – with the appointment of Theresa May as Prime Minister – quickly led to discussions regarding the direction of housing and planning policy. Alongside significant delays (and in some cases abandonment) in the implementation of secondary legislation relating to aspects of the Housing and Planning Act 2016; conference speeches, ministerial statements and the Housing White Paper (February 2017) indicated a change in attitude towards housing policy. The 2016-17 Administration signalled a broader 'multi-tenure' housing strategy, including support for a range of tenures in addition to home ownership. The Neighbourhood Planning Act 2017 was passed with the intention of strengthening neighbourhood planning by ensuring that decision-makers take account of well-advanced neighbourhood development plans and giving these plans full legal weight at an earlier stage.

2.5 The snap general election of June 2017 created a new wave of political change and uncertainty, although the overall government leadership remained under Conservative control and ministers appear keen to keep housing as a key domestic policy priority.

2.6 A detailed national policy review is presented at Appendix B.

## Strategic context

### Greater Manchester Spatial Framework (GMSF)

2.7 The Greater Manchester Plan for Homes, Jobs and the Environment: The Greater Manchester Spatial Framework Revised Draft (GMSF) was published in January 2019.

Upon adoption, this will form part of the statutory development plan for Oldham Council. The GMSF:

- sets out how Greater Manchester should develop over the next two decades up to 2037;
- identifies the amount of new development that will come forward across the 10 districts in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
- protects the important environmental assets across the conurbation;
- allocates sites for employment and housing outside of the urban area;
- supports the delivery of key infrastructure, such as transport and utilities; and
- defines a new Green Belt boundary for Greater Manchester.

2.8 A housing strategy is being developed to provide more detail on the type and mix of housing required as well as developing a definition of 'affordable housing' that works for Greater Manchester.

2.9 The Oldham Local Housing Needs Assessment complements the GMSF by providing local evidence to help identify the specific priorities for the borough.

## Concluding comments

2.10 The main purpose of this chapter has been to consider the general policy and strategic context within which this research needs to be positioned. The government has established its housing and planning priorities within the context of local decision-making and accountability, reduced capital expenditure on housing, fundamental changes to welfare, a changing role for social rented housing, and a need for future housing investment to support economic growth.

2.11 The importance of having robust and up-to-date information to help inform decision making at local authority level is evermore essential. In a challenging economic climate, this LHNA provides the council with an excellent range of material to inform the development of its Housing Strategy and Local Plan and shape local strategic housing priorities.

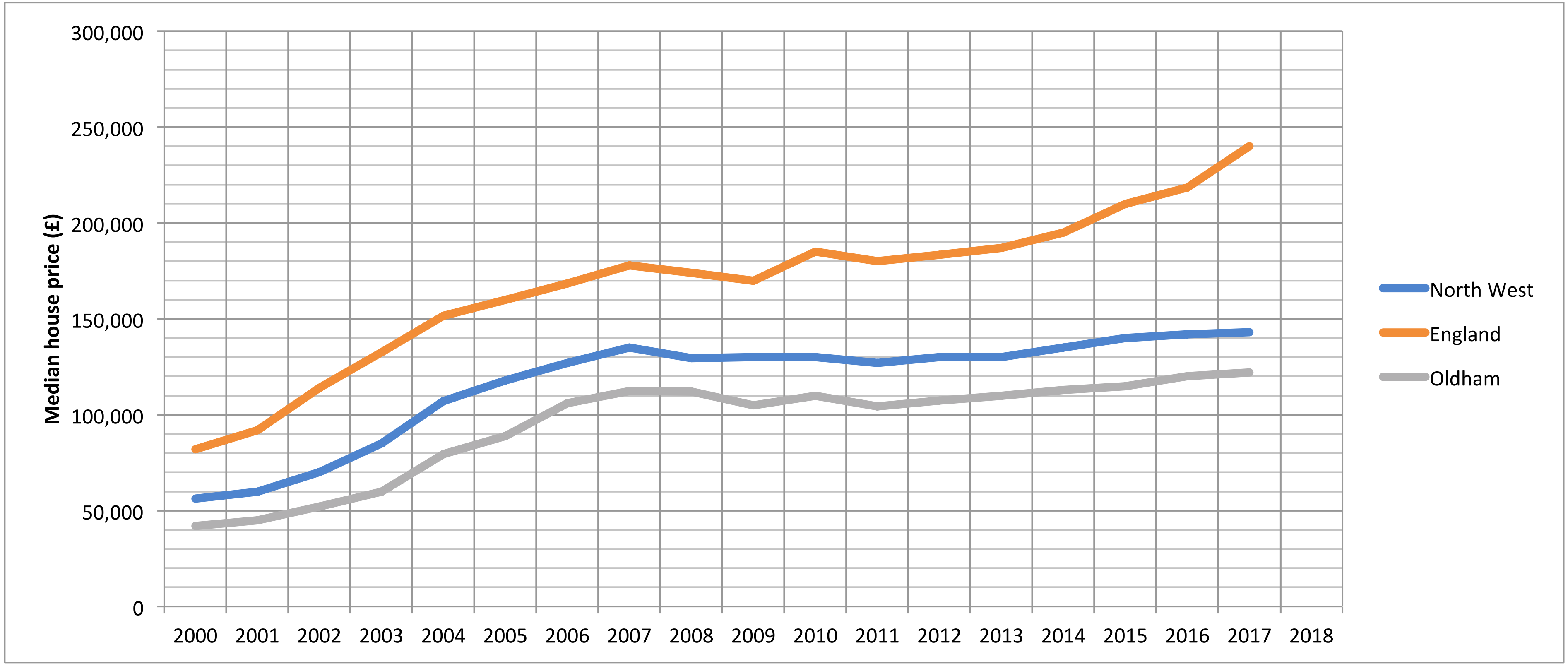
# 3. Understanding housing market dynamics

3.1 The purpose of this chapter is to assess the geographical context of the housing market in the borough and its inter-relationships with other areas. By reviewing house prices, migration and travel to work patterns, a picture of the dynamics of the housing market emerges. Further dimensions are demographic and economic trends. Qualitative research has also been used to more fully understand other factors that are driving the housing market and how they vary across the borough.

## House price trends

3.2 Figure 3.1 shows how house prices in the borough area have changed over the period 2000 to 2017, based on full-year Land Registry price paid data. This is compared with the north west and England.

**Figure 3.1 Median house price trends 2000 to 2017: Oldham borough, North West Region and England**




Source: Data produced by Land Registry © Crown copyright 2018

3.3 Median house prices in the borough have been consistently lower than those for the north west and England. Median house prices in the borough more than doubled in the period 2000-2007, rising from £42,000 in 2000 to £112,500 in 2007. The next five years saw price stagnation, reflecting regional and national trends, with prices fluctuating between £104,500 and £112,000. However, the rate of growth has accelerated since, with the five-year period 2012-2017 seeing a rise from a median price of £107,500 to £122,000.

3.4 Overall, median prices have increased from £42,000 in the year 2000 to £122,000 in 2017, an increase of 190.5%. Table 3.1 sets out comparative house price change over this period, which indicates that this rate of growth is very similar to that experienced across England as a whole (+192.7%) and some of the neighbouring local authority areas such as High Peak (+183.6%) and Bury (+193.3%), and higher than the growth experienced across the North West Region (+154.2%).

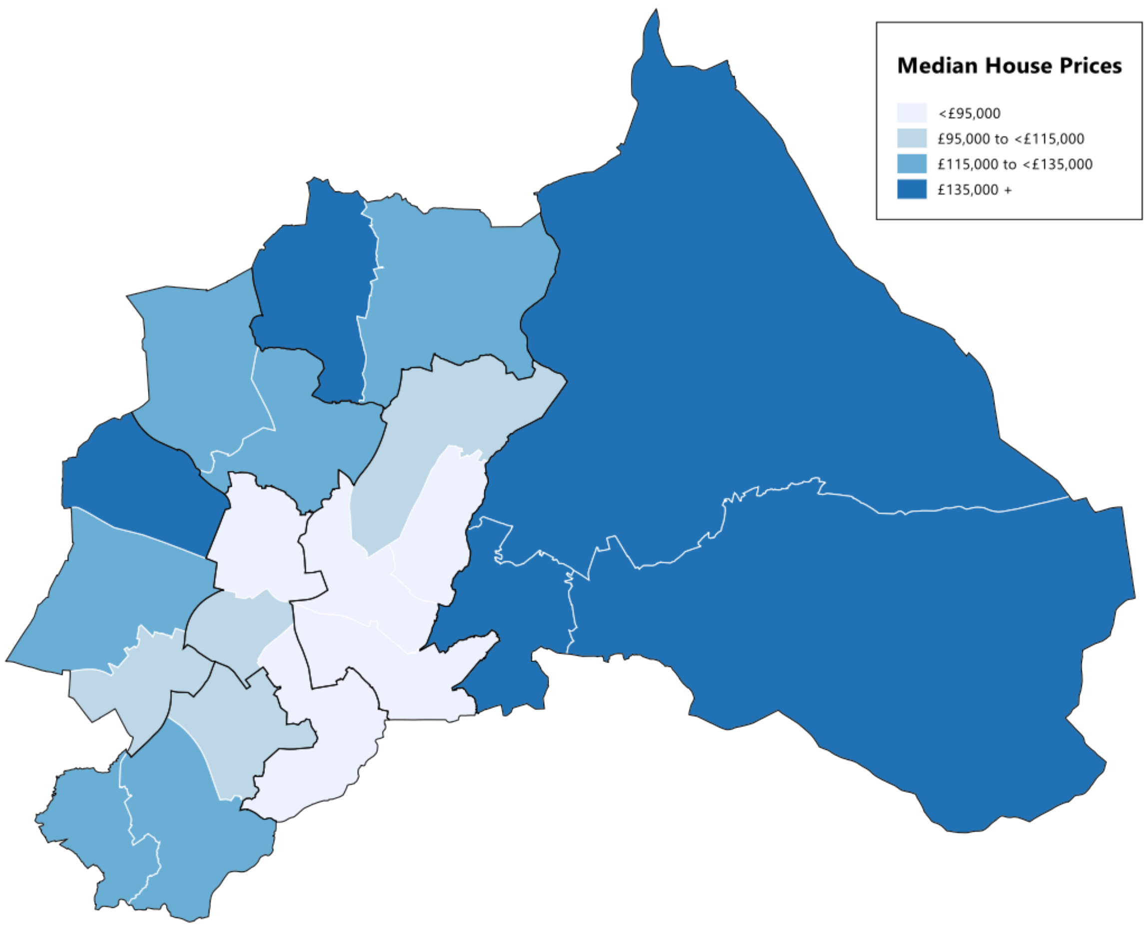
**Table 3.1 Comparative house price change 2000-2017 with neighbouring local authority areas, the North West and England**

| Location | Median price (£) | | % Change 2000-2017 |
|---|---|---|---|
| | 2000 | 2017 | |
| Salford | £46,000 | £150,000 | 226.1 |
| Manchester | £50,000 | £160,000 | 220.0 |
| Trafford | £82,973 | £249,950 | 201.2 |
| Bury | £52,850 | £155,000 | 193.3 |
| **England** | **£82,000** | **£240,000** | **192.7** |
| **Oldham** | **£42,000** | **£122,000** | **190.5** |
| High Peak | £64,000 | £181,500 | 183.6 |
| Tameside | £47,500 | £132,500 | 178.9 |
| Bolton | £47,000 | £131,000 | 178.7 |
| Calderdale | £48,000 | £132,000 | 175.0 |
| Stockport | £73,000 | £199,500 | 173.3 |
| Rochdale | £47,000 | £125,999 | 168.1 |
| Kirklees | £53,000 | £140,000 | 164.2 |
| Wigan | £49,000 | £127,500 | 160.2 |
| **North West** | **£56,250** | **£143,000** | **154.2** |

Source: HM Land Registry data © Crown copyright and database right 2018. This data is licensed under the Open Government Licence v3.0

3.5 During 2017, median prices across the borough were £122,000 and lower quartile prices were £84,000. The distribution of median house prices during 2017 is illustrated in Map 3.1. These indicate relatively higher prices in Saddleworth North and Saddleworth South ward. They also show relatively lower prices in Alexandra, Coldhurst and Wedlock Vale wards.

**Map 3.1 Median house prices 2017 by ward**




Source: HM Land Registry data © Crown copyright and database right 2018. This data is licensed under the Open Government Licence v3.0

## Relative affordability

3.6 The relative affordability of open market dwellings in the Oldham borough is compared with the other local authorities in Greater Manchester and neighbouring local authorities in Tables 3.2 and 3.3. These tables are produced by the MHCLG, based on a ratio of earnings to house prices using Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.

3.7 In terms of relative affordability (ranked based on 2017 least-to-most affordable), the Oldham borough is the fourth most affordable local authority area compared with other areas of Greater Manchester and neighbouring districts to Oldham. At a ratio of 5.21, Oldham is more affordable than the North West and England.

| Table 3.2 | Relative affordability of lower quartile (LQ) prices by local authority area | | |
|---|---|---|---|
| **Area** | **2015** | **2016** | **2017** |
| Trafford | 8.29 | 8.38 | 9.00 |
| Stockport | 6.69 | 6.91 | 7.27 |
| England | 7.11 | 7.16 | 7.26 |
| High Peak | 6.86 | 7.11 | 7.17 |
| Bury | 5.94 | 5.98 | 6.32 |
| Salford | 4.63 | 5.18 | 5.77 |
| Tameside | 5.26 | 5.56 | 5.73 |
| North West | 5.4 | 5.47 | 5.56 |
| Manchester | 5.15 | 5.29 | 5.53 |
| Kirklees | 5.65 | 5.59 | 5.35 |
| Wigan | 4.73 | 4.8 | 5.32 |
| **Oldham** | **4.92** | **5** | **5.21** |
| Calderdale | 4.72 | 4.84 | 4.95 |
| Rochdale | 4.87 | 4.98 | 4.93 |
| Bolton | 4.62 | 4.57 | 4.83 |

Sources: ONS Ratio of house price to residence-based earnings

3.8 Similarly, in terms of relative affordability based on median prices, Oldham borough is the sixth most affordable local authority area, with a median income to house price ratio in 2017 of 5.55, as illustrated in Table 3.3. This is again based on Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.

| Table 3.3 | Relative affordability of median prices by local authority area | | |
|---|---|---|---|
| **Area** | **2015** | **2016** | **2017** |
| Trafford | 8.16 | 8.56 | 8.94 |
| England | 7.53 | 7.72 | 7.91 |
| Stockport | 6.87 | 7.21 | 7.56 |
| High Peak | 6.91 | 7.07 | 7.15 |
| Bury | 5.78 | 5.9 | 6.51 |
| North West | 5.54 | 5.64 | 5.81 |
| Kirklees | 5.75 | 5.68 | 5.67 |
| Salford | 4.6 | 5.03 | 5.63 |
| Rochdale | 5.56 | 5.46 | 5.62 |
| **Oldham** | **5.18** | **5.31** | **5.55** |
| Tameside | 5.75 | 5.56 | 5.54 |
| Manchester | 5.1 | 5.18 | 5.35 |
| Wigan | 5.2 | 5.17 | 5.34 |
| Bolton | 5.11 | 5.07 | 5.23 |
| Calderdale | 5.18 | 5.14 | 5.01 |

Sources: ONS Ratio of house price to residence-based earnings

## Household migration

3.9 Data reported in the 2011 Census suggests that 74.8% of households who moved in the year preceding the Census originated from within Oldham. As shown in Table 3.4, of households moving to a new residence in Oldham, 90% originated from Greater Manchester, with 4.8% from Manchester, 4.1% from Rochdale and 3.4% from Tameside.

**Table 3.4 Origin of moving households**

| Place of Origin | Number | % |
|---|---|---|
| Oldham | 13,966 | 74.8 |
| Manchester | 896 | 4.8 |
| Rochdale | 766 | 4.1 |
| Tameside | 639 | 3.4 |
| Elsewhere Greater Manchester | 557 | 3.0 |
| Lancashire | 231 | 1.2 |
| Cheshire | 96 | 0.5 |
| Merseyside | 70 | 0.4 |
| Cumbria | 26 | 0.1 |
| Kirklees | 75 | 0.4 |
| Leeds | 71 | 0.4 |
| Calderdale | 34 | 0.2 |
| Elsewhere Yorkshire and the Humber | 245 | 1.3 |
| North East | 72 | 0.4 |
| Elsewhere in UK | 929 | 5.0 |
| Total | 18,693 | 100.0 |

Source: 2011 Census

3.10 Table 3.5 sets out the stated first-choice destination of households planning to move in the next five years. The majority of people (67.8%) want to remain living within the Oldham borough. 6.5% of households said they would like to move to elsewhere in the Greater Manchester area, 6.9% to elsewhere in the north west and 10% to elsewhere in the UK.

| Table 3.5 | First choice destination of households planning to move in next five years |
|---|---|
| **Destination** | **% stating as first preference** |
| Within Oldham borough | 67.8 |
| Kirklees | 0.3 |
| Rochdale | 1.3 |
| Manchester | 3.4 |
| Tameside | 0.6 |
| Stockport | 1.9 |
| High Peaks | 0.5 |
| Elsewhere Greater Manchester | 6.5 |
| Elsewhere North West | 6.9 |
| Elsewhere UK | 10 |
| Outside UK | 0.7 |

Source: 2018 Household Survey

## Further information from the Household Survey on households moving home

3.11 Information from the Household Survey relating to **households who moved home in the previous five years** includes:

- A majority (59.1%) moved from a house, 26% from a flat/apartment, 13.8% from a bungalow, 0.6% from a maisonette and 0.5% from another property type;
- 23.2% moved from a property with one bedroom/bedsit, around 39.5% previously had two bedrooms, 25.5% had three bedrooms, 11.3% from four bedrooms and 0.6% had five or more bedrooms;
- In terms of tenure, 41.7% of moving households previously lived in an owner-occupied property, 26.3% previously lived in private rented or tied accommodation, around 16.2% had lived in affordable accommodation, 14.1% had been living with family or friends and around 1.6% stated 'other';
- The three main reasons for moving were wanting to own a home or to live independently (12.9%), wanting a larger property or one which was better in some way (11.1%), and to move to a better neighbourhood or more pleasant area (9.4%);
- 29.2% said they are planning to move again within the next 5 years, with around 7.6% stating they would like to move but are unable to;
- Of those planning to move again, over 75.4% would like to move to a house, with a further 14.1% wanting to move to a bungalow and around 4.4% flat.

3.12 The 2018 Household Survey found that 15,716 (21.1%) households **planned to move in the next five years.** A further 6,591 (8.8%) households would like to move but are unable to. Of all the reasons listed for being unable to move, 62% said that this is because they cannot afford to move and 44% mentioned a lack of suitable accommodation in the area they want to move to.

3.13 The Household Survey identified the following characteristics relating to those households planning to move in the next five years:

- In terms of the number of bedrooms, around 62% of households would like three or more bedrooms and 55.5% would expect three bedrooms as a minimum in their next property;
- 42.3% of households would like a detached house although only 18.5% would expect this type of property, and 10.9% would like some form of terraced house but around 14.5% would expect to move into this type;
- There is a strong desire for owner occupation, with around 63.9% of households planning to move stating they would most likely move to this tenure, while 74.2% would consider it. 11.8% of households would most likely move to rent privately and 20.9% would consider private rent;
- The main reasons why households plan to move are to move to a better neighbourhood/more pleasant area (24.2%), wanting larger property or one that is better in some way (16.7%), and health problems and/or need housing suitable for an older and/or disabled person (10.4%).

## Travel to work trends

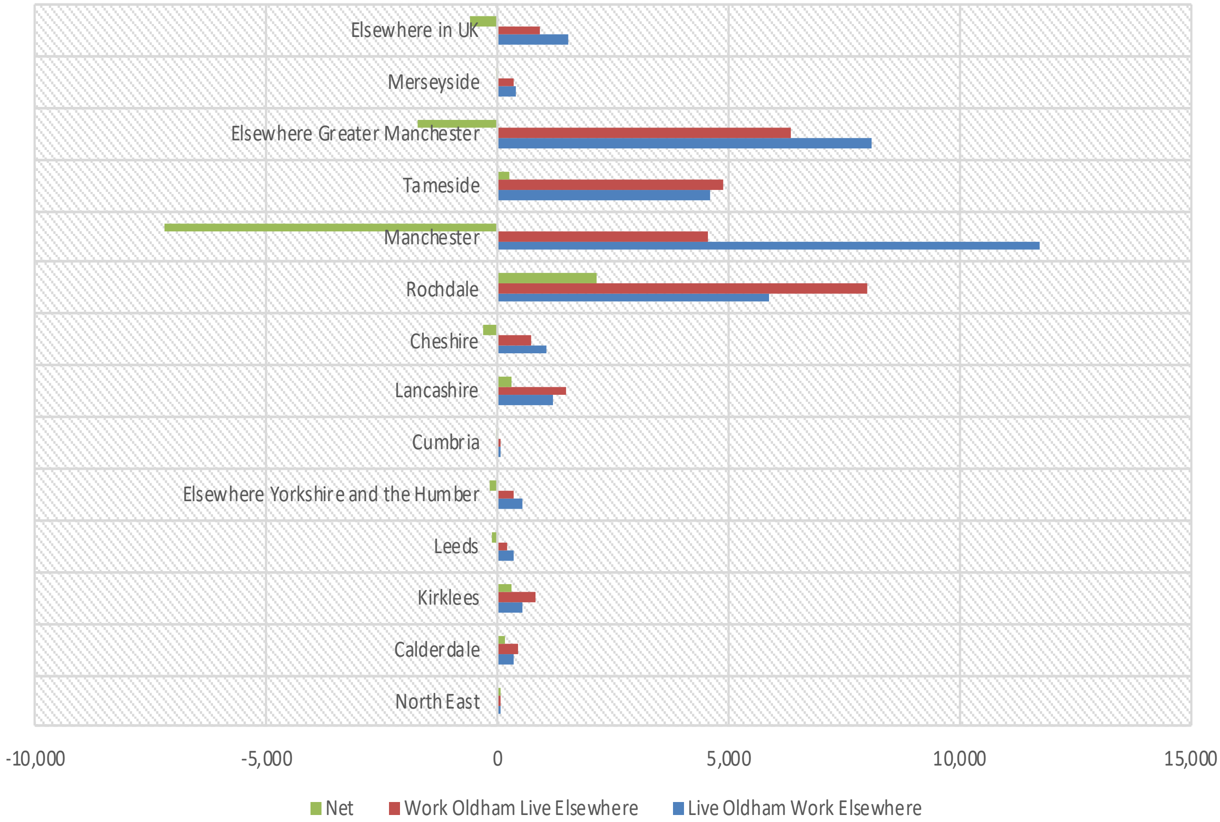
3.14 The 2011 Census provides an analysis of travel to work patterns. This allows an appraisal of the extent to which residents from Oldham borough travel out of the area for work along with the number of people who commute into the borough.

3.15 The 2011 Census identified the following:

- 45,747 people live and work in Oldham borough;
- 36,182 people live in the borough and work elsewhere (they commute out of the borough for work);
- 29,137 people work in the borough and live elsewhere (the commute into the borough for work);
- There is a net out-commute of 7,045 workers;
- An additional 7,433 people mainly work from home, 69 work offshore, 7,148 have no fixed place of work and 89 work outside the UK.

3.16 Figure 3.2 summarises the main commuting flows to/from Oldham borough. The most significant net flows are outflows to Manchester and elsewhere in Greater Manchester (which excludes Rochdale and Tameside) and net inflows from Rochdale.

**Figure 3.2 Travel to work flows to and from Oldham borough**




Source: 2011 Census

## Housing development (past and planned)

3.17 New build housing plays a very important role in the dynamics of a housing market. In addition to the obvious addition to the supply side it:

- enables conveyancing chains to close;
- it creates churn in the market, creating vacancies for households to move into more suitable housing than their existing housing and may ultimately release housing that is affordable to lower income groups or even units of affordable housing;
- where offered with help to buy, it enables households to take a first step into home ownership.

### Past trends in housing delivery

3.18 Over the past five years (2013/14 to 2017/18) there has been an average of 373 completions (net) each year across the Oldham borough (Table 3.6). This compares with a Local Plan target of 289. A comparison of annual completions and the annual target is set out in graphical form in Figure 3.3.

**Table 3.6 Dwelling completions (net) 2003/04 to 2016/17**

| Year | Total | Affordable | Market | Policy Target |
|---|---|---|---|---|
| 2003/04 | 270 | * | * | 289 |
| 2004/05 | 135 | 79 | 56 | 289 |
| 2005/06 | 132 | 66 | 66 | 289 |
| 2006/07 | 315 | 85 | 230 | 289 |
| 2007/08 | 399 | 62 | 337 | 289 |
| 2008/09 | 401 | 126 | 275 | 289 |
| 2009/10 | -80 | 0 | -80 | 289 |
| 2010/11 | 63 | 69 | -6 | 289 |
| 2011/12 | 8 | 112 | -104 | 289 |
| 2012/13 | 252 | 198 | 54 | 289 |
| 2013/14 | 351 | 202 | 149 | 289 |
| 2014/15 | 564 | 280 | 284 | 289 |
| 2015/16 | 277 | 20 | 257 | 289 |
| 2016/17 | 358 | 60 | 298 | 289 |
| 2017/18 | 313 | 42 | 271 | 289 |
| Grand Total (15 years) | 3,758 | 1,401 | 2,087 | |
| **Grand Total (past 5 years)** | 1,863 | 604 | 1,259 | |
| **Annual average (past 5 years)** | 373 | 121 | 252 | |

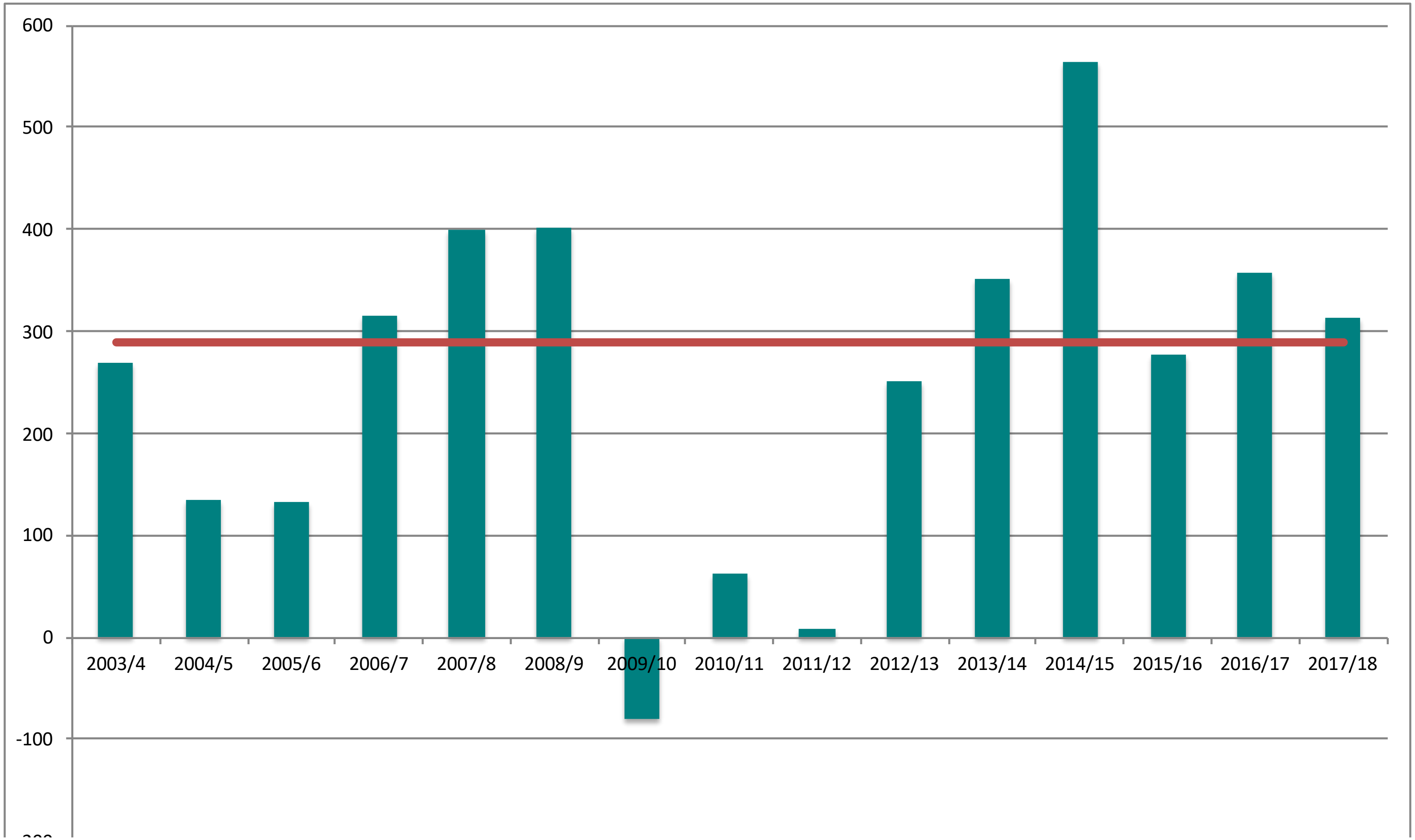
Source: Oldham Council Annual Monitoring Reports

*Not available

Notes: Policy targets 2003/4 to 2016/17 Oldham Local Plan to 2026

3.19 The Census 2011 recorded approximately 93,000 dwellings in Oldham. The 5 year total of dwelling completions represents a gain of approximately 2%. Further context is the annual new build rate compared to annual transactions. For example, the proportion of new build supply compared to resale and relet supply according to the Census is about 2% annually.

**Figure 3.3 Dwelling completions compared with the annual target**



## Economic data

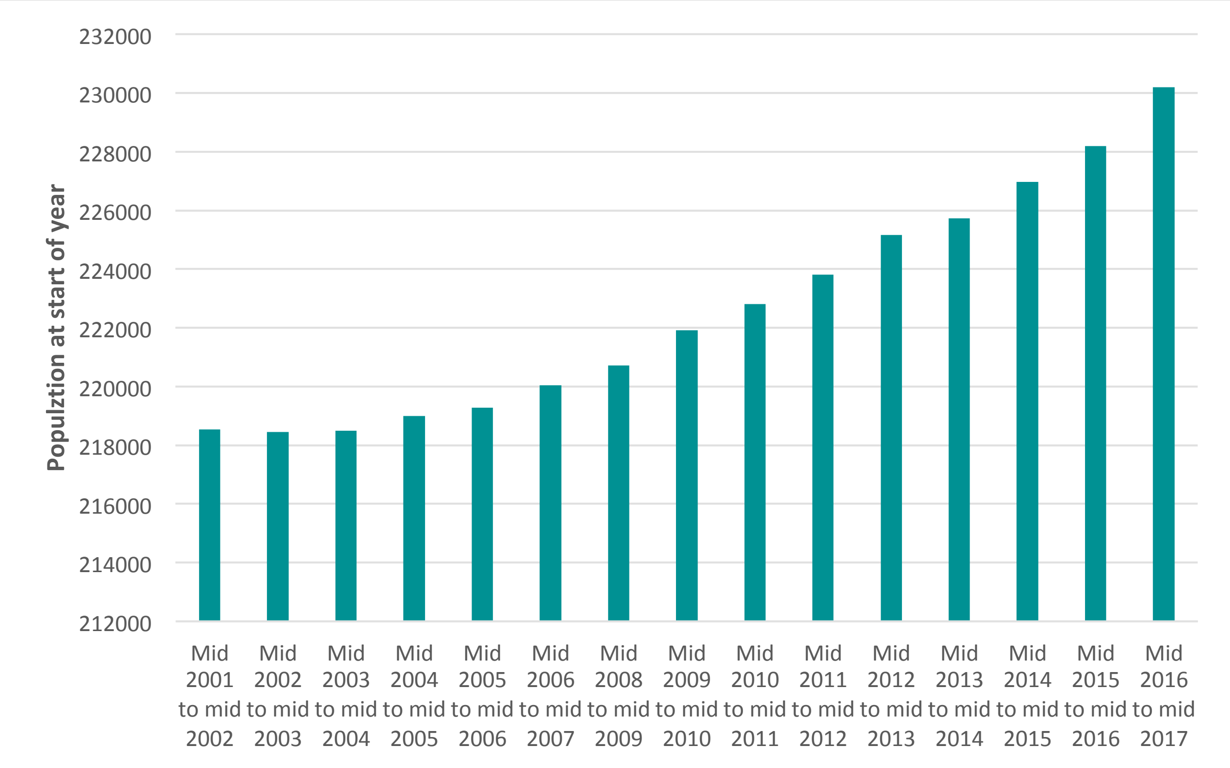
3.20 The following data provides a broad overview of the economic landscape of the borough:

- 56.5% of Household Reference People are economically active and are in employment according to the 2018 Household Survey; a further 28.8% are retired; 4.1% are either looking after the home or provide full-time care; 7.7% are permanently sick/disabled; 2.8% are unemployed and available for work and 0.2% are in full-time education/training;
- According to the 2011 Census, 55.8% of residents in employment work in the borough. Of the people who work in the borough, 61.1% also live in the borough;
- According to the Office for National Statistics (ONS) Annual Survey of Hours and Earnings, lower quartile earnings in 2018 across the borough were £18,093 each year which compares with £19,972 for the North West Region and £21,273 for England;
- Median earnings in 2017 were £25,000, compared with the regional median of £36,129 for the North West and a national median of £27,492.
- In terms of income, the 2018 Household Survey identified that across the borough 19.4% of households receive less than £10,400 gross per year, 18.1% receive between £10,401 and £15,600 per year, 15.2% receive between £15,600 and £20,796 per year, 13.6% receive between £20,797 and £26,000, 16.3% receive between £26,001 and £39,000 and 17.4% receive at least £39,000 each year.

## Historic demographic trends

3.21 Figure 3.4 considers how the population of the borough has changed over the period 2001 to 2017 using official ONS population data. Over this period, the population has increased 5.3% or by around 11,660.

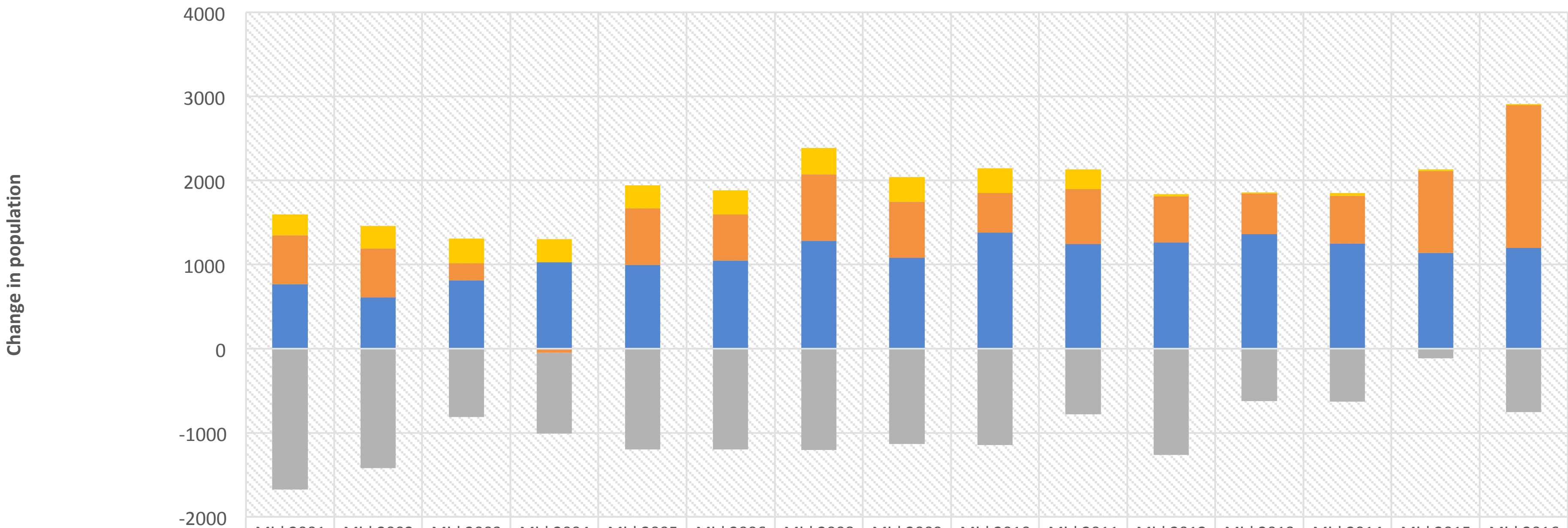
**Figure 3.4 Population change in Oldham Borough 2001 to 2017**




Source: ONS Mid-year estimates

3.22 Figure 3.5 considers the components of population change 2001-2017 and shows the relative influence of natural change, net internal migration and net international migration on annual population change. This shows how natural change (births over deaths) has become an increasingly impotent component of change. Internal net-migration has fluctuated over the period and has been strong in recent years. The role of international migration has resulted in net population growth each year since 2001 and has become a particularly important driver in recent years.

**Figure 3.5 Components of population change in Oldham 2001 to 2017**




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

Source: ONS Mid Year Estimates and components of change

## A qualitative perspective on housing market dynamics and drivers

3.23 Previous sections of this report have focused on describing the policy context and the widely accepted 'big picture' quantitative indicators such as price and affordability trends and flows of people. However, the price Map 3.1 illustrates that housing costs vary considerably across the borough. An understanding of why price and affordability vary across Oldham borough is crucial. The following qualitative research is designed to explain this at a local level and add context to the analysis of Oldham's district data in later chapters of the report.

3.24 Interviews and observations revealed that:

- the borough, although part of the Manchester City Region, has a distinctive self-contained housing market however, local housing markets to the south are difficult to define as there is a continuous urban area with the city of Manchester;
- within the borough, there are local housing markets of distinct character:
- Saddleworth and the Saddleworth villages;
- urban areas consisting of mill towns; and
- Oldham town centre, which in market terms is difficult to distinguish from adjacent mill towns;
- the above has made it difficult to analyse information by ward so our analysis is mostly by character area and towns;
- the street scene of Oldham's towns and some of the Saddleworth villages has arisen due to the town's industrial past and the presence of mills that range from continued economic use to varying states of dereliction. However, like most large towns, Oldham offers a considerable range of market and affordable housing in terms of price and quality;
- there is currently little new build occurring in the borough;
- even with low house prices, demand for private rented sector housing is thought to be increasing but agents told us that investors are not keeping up with rising demand in parts of the borough as many are leaving the sector (for instance due to changing personal taxation rules).

### Introduction

3.25 The following information has been obtained from visiting the area and undertaking 9 interviews with estate and letting agents and 1 on-site new build sales agent. We have also included in the LHNA our observations when visiting most parts of the borough. Our aim was to get a better understanding of housing market dynamics and the geography of sub markets. We have reported agent views and perceptions as stated by them.

3.26 The structure and content of this section is based upon our analysis of the qualitative evidence from agents and our observations. It is apparent that there are 3 functional housing sub markets. This approach is considered to be more informative than one based upon purely spatial analysis. The functional sub markets are:

- Saddleworth and the Saddleworth villages;
- Urban areas consisting of mill towns; and
- Oldham town centre, which in market terms is difficult to distinguish from adjacent mill towns.

## Saddleworth and the Saddleworth villages

3.27 We visited **Denshaw, Delph, Diggle, Uppermill, Greenfield and Grasscroft.** We interviewed an agent based in Uppermill. We noted that in addition to mills, weaver's cottages were present that were very distinctive in appearance, most were now in residential use, some subdivided into more than one home.

3.28 There is a train station at Greenfield that connects north to Huddersfield and Leeds and south to Ashton under Lyne and Manchester. The agent told us that this was of significance to the local area as it enabled people to commute to Huddersfield, Leeds and Manchester. The agent told us that accordingly demand was high from incomers to the area in addition to residents seeking to live in a village rather than an urban environment.

3.29 The agent told us that with the exception of the larger towns of Uppermill and Grasscroft, frail older people might find difficulties with the terrain and lack of essential services. Specialist housing for older people was available in Uppermill but this was a limited solution that comprised of apartments which might not suit or be affordable to some people.

3.30 The agent was clear that the local gap in supply was affordable housing. Commuters had driven up prices locally and there was little prospect of new market development suitable for first time buyers. We were also told that investors were not active in the area so opportunities to rent were rare. Affordable housing was considered to be the best option to retain younger households in the area.

3.31 The agent based in **Lees** asserted that the settlement was connected to the area. We were told that in many respects it was the gateway to Saddleworth but slightly less expensive. This view was supported by town centre agents. It was an area of choice for Oldham residents that could not afford to live in the villages. The agent told us that there was virtually no 1-bedroom housing in the area.

## The urban area excluding the town centre

3.32 The Greater Manchester Metrolink runs from Manchester city centre to Rochdale and there are 10 stations within Oldham's urban area connecting the town centre to Failsworth, South Chadderton, Freehold, Westwood, Shaw and Crompton.

3.33 The town of **Royton** is not serviced by the Metrolink. The town extends to the border with Rochdale and the A671 provides a direct link to Oldham town centre and provides the main access to the Oldham District General Hospital. It also contains Tandle Hill Country Park, the approach to which is one of Oldham's premier residential areas.

3.34 The agent told us that further apartments should not be built in the area as they were slow to sell or let and first purchasers had lost money on them. The agent considered that more 3-bedroom semi-detached homes were needed at around the £150,000 price point for first time movers to enable them to upsize.

3.35 The agent explained that the area surrounding the hospital had high concentrations of rented housing. Studio flats renting at £90pw and rooms in shared housing in this area were evident from window displays and Rightmove.

3.36 To the east of Royton is the town of **Shaw and Crompton** which is on the Metrolink line. There are two large mills in the town operating as distribution warehouses. There is a large quantity of terraced housing built to house mill workers. Outside of the central area the house types are more varied. There is a sizeable high street shopping area which we observed to be very busy on our visit. The area is bordered by the Royton and Crompton golf course and we were told by agents that some of the local schools were highly regarded.

3.37 Agents told us that there was a shortage of housing for older people generally. Bungalows did come onto the market, but some were unsuitable for older people if located in a hilly area. Further, many were too expensive for local people to consider. The agent explained that households living in terraced family homes were limited by the equity in them due to the low price of terraced homes – typically £80,000 to £100,000 in the area. The agent cited two recent enquiries for bungalows that were former residents of the area seeking to return.

3.38 We noted that a high proportion of homes for sale currently were 2-bedroom terraced homes, all priced below £100,000. The agent explained that some were agents disinvesting. Others were slow to sell as investors were not prepared to pay asking prices, seeking the vendor to compensate for the stamp duty. Agents did not consider these dwellings attractive to first time buyers especially those planning families as most had no gardens, just small yards opening onto narrow rear passageway. The agent was clear that these dwellings would let to eastern European workers employed in local distribution centres were they to be offered as rentals.

3.39 **Chadderton** is a large town that is to the south west of the town centre. We found it difficult to distinguish between Chadderton and Oldham along the A669 and Chadderton/Royton and the city of Manchester along the relevant parts of the A663 'Broadway'. Keys landmarks are the shopping centre and mill premises to the east nearer Oldham town centre. As such areas of terraced suburban market and affordable are all present in sub areas of Chadderton.

3.40 Agents advised against further apartment based development for home ownership. They went on to say that first time buyers were by-passing the terraced housing market instead seeking semi-detached housing. Agents told us that first time buyers could afford to pay up to £160,000 for a semi-detached home and suggested that this gap should be filled by new build housing especially using Help to Buy. Agents told us that investors were buying the terraced homes but generally offering less than the asking price. We were told that across Chadderton and Failsworth there was interest in buying properties from Chinese and London based investors. Investors had paused their activities early in the Brexit process but had now returned to the market.

3.41 We were told that none terraced homes or terraced homes with gardens were selling quickly with 3 or 4 offers on every dwelling. Agents considered that there was a shortage of 4-bedroom homes and a shortage of opportunities for elderly downsizers.

3.42 Letting agents told us that few landlords would accept benefit dependent households but working households on top-up benefits were more likely to be considered.

3.43 We were told that the rental market attracted a larger proportion of incomers especially if employed as support workers at the hospital or service and distribution workers in the mills and other enterprises that needed their services. There was still strong demand from eastern European workers although these were not necessarily new to the country.

3.44 At **Failsworth,** to the south west of Oldham, south of the M60, we interviewed a sales representative of Bellway homes. We were told that being on the Manchester city border there was interest in the development from people seeking to re-locate from London and the south east to Manchester for employment. They regarded the site as part of Manchester rather than Oldham. However, most sales to date were from Oldham residents, typically families, currently renting, seeking to become first time buyers using the Help to Buy scheme.

3.45 We could not find an estate and letting agent in Failsworth. We assumed that this area was serviced by Manchester based agents. However, we visited the area noting Brookdale Park and the presence of a former mill and its associated housing as well as the plethora of commercial and retail services along the A62.

3.46 Neither were agents found in nearby **Bardsley** and **Hollinwood** or **Glodwick** further to the east. Close to **Hollinwood** we observed a large former local authority estate in the Limeside area. Recent new build was apparent on the eastern side. There was no agent available and few homes if any remained for sale. With no recourse to agents we looked at resales listed on Rightmove and found that prices were particularly weak for 2-bedroom terraced homes – some listed for auction at under £50,000. We planned to ask town centre estate agents about these areas.

## Oldham town centre

3.47 We noted the effectiveness of the modernisation of the town centre and its associated leisure economy, especially the aspect from the transport interchange uphill to the church. Also noted were the Civic Centre, law courts and University Science Centre, all of which are modern buildings.

3.48 We visited the town centre residential area and found modern apartments, the St. Marys development, very well maintained low and medium rise social housing and areas of terraced housing surrounding a derelict building, formerly the Territorial Army Volunteer Reserve (TAVR) centre. The view from the hillside looking west revealed a mill in close proximity to the A627. We were unsure if this was regarded as the town centre or part of Chadderton. We concluded that apart from the town centre retail and leisure area the residential area contained the characteristics of the towns apart from the apartment market.

3.49 Regrettably the people we spoke to in the estate agencies were 'front desk' and displayed little depth of knowledge. Our main questions were about verifying our view that the town residential area was similar in character and function to the satellite towns – especially those where no agent was present. We were also seeking more information about the St Mary's design concept and if they knew of plans for the TAVR centre.

3.50 We had a productive interview with a town centre specialist letting agent. He thought that the council's selective licensing policy had made a difference to the quality of the private rented sector, 'weeding out the rogue landlord', and in return tenants were staying longer as quality improved. The agent told us that they managed a portfolio of traditional housing stock and had a good relationship with Oldham's social housing provider First Choice Homes, which often referred prospective tenants to the agency. The agent believed that with tenancies lasting longer and some disinvestment in older property there was a growing shortage of private rented sector housing in most parts of the town. He also considered that there was a shortage of affordable housing as many landlords were unable or unwilling to accept benefit claimants. He thought that universal credit was 'a shambles' and making landlords even less likely to offer tenancies or retain tenants who were experiencing difficulty.

3.51 The agent told us that whilst he was maintaining his agency business his attention was becoming more focused on build to let schemes. He cited many projects that had been successfully completed and let based on demolition of redundant mills and rebuilding into apartment blocks. He said that these developments tended to let off plan and more recent developments had responded to the need for larger units, 3 or 4-bedrooms. Some had been let as studio apartments that had proved particularly popular with young professionals when close to a Metrolink station. He also cited examples of developments that would retain the mill structure and provide converted flats and apartments.

## Former mills and their associated housing

3.52 We recognise that mills are part of Oldham's landscape, history and heritage. We understand the council's strategy in relation to these buildings as stated in the local plan strategy and other documents. However, some appear derelict and in poor condition, others are partly occupied with low value businesses and were also in poor condition. The associated housing was mostly small, densely built, 2-bedroom terraced housing with yards and with narrow passageways between blocks. These were being bypassed by some first-time buyers as being unsuitable for children. Some are being advertised for sale at particularly low prices which might be interpreted as an indication of over-supply and market weakness. Clearly the presence of certain mills and their associated housing is having a negative impact on Oldham and its satellite towns.

# 4. Housing stock review

4.1 The purpose of this chapter is to explore the characteristics of Oldham borough and its housing stock, focusing on the current stock profile, condition and tenure characteristics. This includes a detailed analysis of the major tenures: owner occupation, the private rented sector and affordable accommodation.

## Estimates of current dwellings in terms of size, type, condition and tenure

4.2 The most recent data available from various sources relating to dwelling stock and households is reported in Table 4.1.

**Table 4.1 Dwelling stock and household estimates**

| Data source | Total Dwellings | Source |
|---|---|---|
| 2017 Valuation Office Agency | 95,830 | VOA Table CTSOP1.0 |
| 2018 Valuation Office Agency | 96,180 | VOA Table CTSOP1.0 |
| 2017 MHCLG Dwelling Stock Estimates | 94,660 | MHCLG Live Tables on Dwelling Stock Table 100 |
| 2018 Council Tax | 95,197 | Council |
| **Data source** | **Total Households** | **Source** |
| 2018 Council Tax | 92,821 | Council |
| 2014-based DCLG Household Projections 2018 figure | 94,571 | MHCLG |
| 2016-based MHCLG Household Projections 2018 figure | 92,891 | MHCLG |

4.3 Council Tax data reports a total of 95,197 dwellings and 92,821 households across the borough and this latter figure is taken as the total number of households for the purposes of the Household Survey analysis which is in line with the latest ONS household estimates.

4.4 Baseline dwelling and household statistics for each of the districts is set out in Table 4.2.

**Table 4.2 Estimate of households by district**

| District | Total Dwellings | Total Households |
|---|---|---|
| Chadderton | 14,186 | 13,833 |
| East Oldham | 19,865 | 19,528 |
| Failsworth and Hollinwood | 14,402 | 13,998 |
| Royton | 9,378 | 9,421 |
| Saddleworth and Lees | 13,980 | 13,656 |
| Shaw and Crompton | 9,495 | 9,526 |
| West Oldham | 13,851 | 12,929 |
| **Total** | **95,157** | **92,891** |

Source: 2018 Council Tax

4.5 According to 2017 MHCLG dwelling stock statistics, there were 2,893 vacant dwellings (representing 3.1% of the total dwelling stock of 94,660) and 1,126 long-term vacant (1.2% of dwelling stock). This compares with national rates of 2.5% (all vacants) and 0.86% (long-term vacants) in 2017. The vacancy rate in the borough is in line with the 'transactional vacancy level' of 3%, which represents the proportion of stock which would normally be expected to be vacant to allow movement within the market.

## Property size and type

4.6 Based on the 2018 Household Survey, the vast majority (75.5%) of occupied properties are houses (of which 12.5% are detached, 30.9% are semi-detached and 32.1% are terraced/town houses), 14.1% are flats/apartments, 0.8% are maisonettes, 10% are bungalows and 0.4% are other types of property including park homes/caravans.

4.7 Of all occupied properties, 12.3% have one bedroom/bedsit/studio, 34.8% have two bedrooms, 38.1% have three bedrooms, 12.7% have four bedrooms and 2.2% have five or more bedrooms.

4.8 Table 4.3 shows property type and size information for the borough as a whole, based on the findings of the Household Survey.

**Table 4.3 Property type and size of occupied dwellings across Oldham borough**

| | No. Bedrooms (Table %) | | | | | |
|---|---|---|---|---|---|---|
| **Property Type** | One/ bedsit | Two | Three | Four | Five or more | **Total** |
| Detached house | 0.0 | 0.7 | 4.3 | 6.3 | 1.1 | 12.6 |
| Semi-detached house | 0.9 | 6.9 | 18.6 | 4.3 | 0.4 | 31.1 |
| Terraced house / town house | 0.2 | 17.4 | 12.3 | 1.8 | 0.6 | 32.3 |
| Bungalow | 2.7 | 4.5 | 2.4 | 0.3 | 0.0 | 9.9 |
| Maisonette | 0.0 | 0.8 | 0.0 | 0.0 | 0.0 | 0.8 |
| Flat / apartment | 8.3 | 4.4 | 0.2 | 0.0 | 0.0 | 12.8 |
| Caravan / Park Home | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Other | 0.0 | 0.2 | 0.2 | 0.0 | 0.0 | 0.4 |
| Total | 12.2 | 34.9 | 38.0 | 12.7 | 2.2 | 100.0 |
| *Base (Valid response)* | 11,022 | 31,577 | 34,332 | 11,507 | 1,973 | 90,411 |

Source: 2018 Household Survey

4.9 Table 4.4 compares the occupied dwelling stock profile with the latest (2017) Valuation Office Agency (VOA) data. The profiles were broadly similar, although the survey reported slightly lower proportions of 1 and 2 bedroom houses and slightly higher proportions of 4+ bedroom houses compared with the VOA data.

| Table 4.4 | Property type and size comparison between VOA and Household Survey | |
|---|---|---|
| Dwelling type/size | 2018 Survey (Occupied households) | 2017 VOA Dwellings |
| 1/2 Bed House | 26.2 | 34.0 |
| 3 Bed House | 35.2 | 34.5 |
| 4 Bed House | 14.6 | 8.9 |
| 1 Bed Flat | 8.3 | 6.7 |
| 2 Bed Flat | 5.3 | 5.3 |
| 3+ Bed Flat | 0.2 | 0.6 |
| 1 Bed Bungalow | 2.7 | 1.5 |
| 2 Bed Bungalow | 4.5 | 4.6 |
| 3+ Bed Bungalow | 2.7 | 3.9 |
| Total | 100.0 | 100.0 |
| Base | 90,401 | 94,890 |

Source: 2018 Household Survey (90,401 valid responses and 92,891 households in total); 2017 VOA

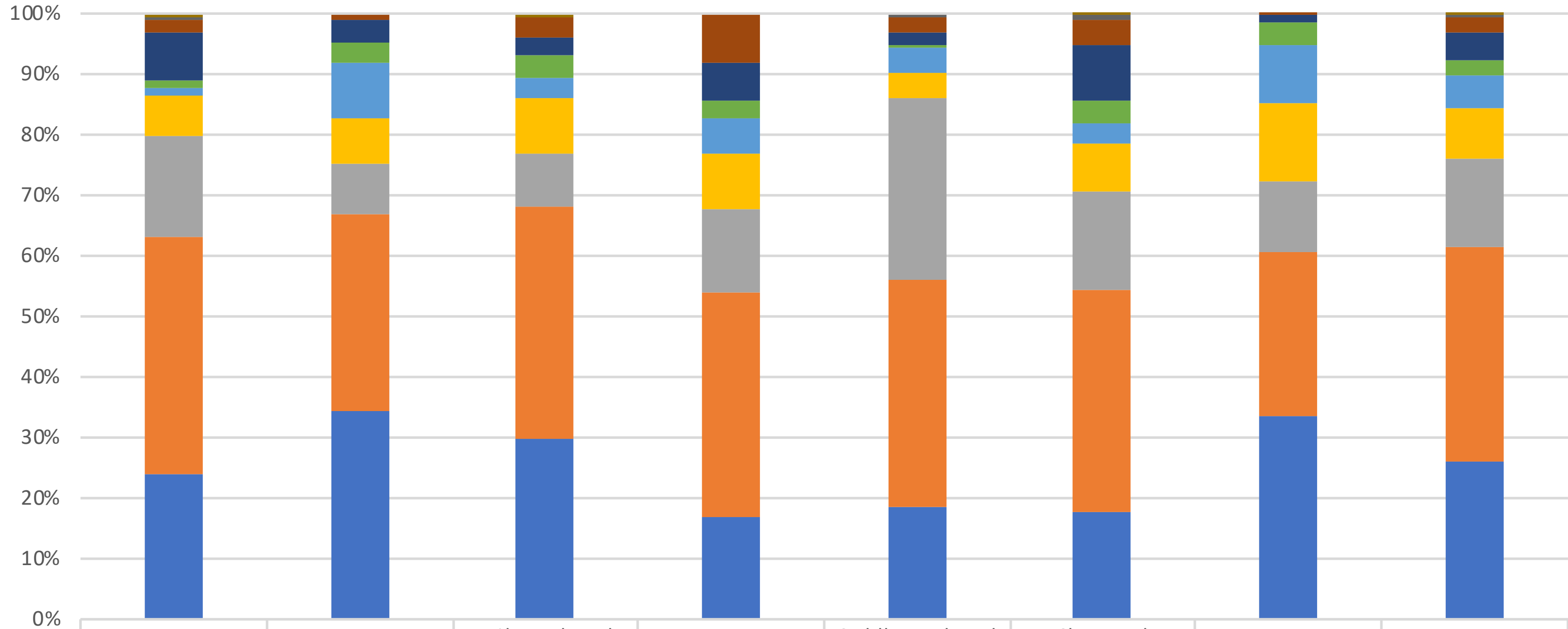
4.10 How property type and size vary by district using 2018 Household Survey evidence is set out in summary in Figure 4.1 and in detail in Table 4.6. Overall, 76% of dwellings are houses, 13.6% are flats, 9.9% are bungalows and 0.4% are other property types (e.g. caravans/park homes). In terms of number of bedrooms, 12.2% have 1-bedroom, 34.9% have 2-bedrooms, 38% have 3-bedrooms and 14.9% have 4 or more bedrooms.

4.11 Regarding the type of houses, 12.6% are detached, 31.1% are semi-detached and 32.3% are terraced.

4.12 Table 4.5 shows the districts with the highest and lowest proportions of particular dwelling types and sizes to illustrate the degrees of variation across the districts.

| Table 4.5 | Dwelling type and size observations by district | |
|---|---|---|
| **Dwelling type** | **Highest** | **Lowest** |
| Detached houses | Saddleworth and Lees (24.1%) | East Oldham (6.3%), West Oldham (6.5%) |
| Semi-detached houses | Failsworth and Hollinwood (36.5%) | West Oldham (20.8%) |
| Terraced houses | West Oldham (44.9%), East Oldham (38%) | Shaw and Crompton (22.5%) |
| Flats | East Oldham (16.7%), Royton (14.9%) | Saddleworth and Lees (8.3%) |
| Bungalow | Shaw and Crompton (17.4%), Royton (17.2%) | Saddleworth and Lees (5.1%) |
| **Dwelling size** | **Highest** | **Lowest** |
| 1/2 Bed | West Oldham (60.4%), East Oldham (58.2%) | Saddleworth and Lees (29.6%) |
| 3 Bed | Royton (44.4%) | West Oldham (28.2%) |
| 4+ Bed | Saddleworth and Lees (30.5%) | East Oldham (8.4%), Failsworth and Hollinwood (8.6%) |

**Figure 4.1 Property type and size by district**




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

**Table 4.6 Detailed dwelling type/size by district**

| Dwelling type/size | District | | | | | | | Total |
|---|---|---|---|---|---|---|---|---|
| | Chadderton | East Oldham | Failsworth and Hollinwood | Royton | Saddleworth and Lees | Shaw and Crompton | West Oldham | |
| 1/2 Bed Detached House | 1.1 | 1.6 | 0.0 | 0.7 | 1.4 | 0.1 | 0.0 | 0.8 |
| 3 Bed Detached House | 6.1 | 3.4 | 1.9 | 2.9 | 6.0 | 6.3 | 4.2 | 4.3 |
| 4+ Bed Detached House | 10.7 | 1.2 | 5.1 | 9.2 | 16.7 | 11.0 | 2.3 | 7.5 |
| 1/2 Bed Semi-Detached House | 5.4 | 11.6 | 10.7 | 2.5 | 4.6 | 5.4 | 10.5 | 7.8 |
| 3 Bed Semi-Detached House | 23.8 | 15.6 | 22.9 | 24.1 | 18.6 | 21.4 | 6.7 | 18.6 |
| 4+ Bed Semi-Detached House | 5.5 | 3.6 | 2.9 | 4.0 | 9.8 | 3.8 | 3.7 | 4.8 |
| 1/2 Bed Terraced House | 17.6 | 21.1 | 19.0 | 13.9 | 12.6 | 12.4 | 23.1 | 17.7 |
| 3 Bed Terraced House | 9.1 | 13.6 | 13.6 | 9.8 | 12.9 | 8.7 | 16.3 | 12.3 |
| 4+ Bed Terraced House | 0.5 | 3.4 | 0.6 | 0.7 | 3.4 | 1.3 | 5.5 | 2.3 |
| 1 Bed Flat | 6.9 | 7.9 | 9.4 | 9.1 | 4.3 | 8.1 | 13.2 | 8.3 |
| 2+ Bed Flat | 1.0 | 8.9 | 3.3 | 5.8 | 4.0 | 3.1 | 9.4 | 5.3 |
| 1/2 Bed Bungalow | 9.3 | 7.1 | 6.6 | 9.2 | 2.4 | 13.1 | 5.1 | 7.2 |
| 3+ Bed Bungalow | 1.8 | 1.1 | 3.3 | 8.1 | 2.8 | 4.4 | 0.2 | 2.7 |
| 1/2 Bed Other | 0.7 | 0.0 | 0.0 | 0.0 | 0.4 | 0.8 | 0.0 | 0.2 |
| 3+ Bed Other | 0.5 | 0.0 | 0.6 | 0.0 | 0.0 | 0.1 | 0.0 | 0.2 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Base | 13,347 | 18,597 | 13,939 | 9,159 | 13,378 | 9,305 | 12,694 | 90,419 |

Source: 2018 Household Survey

## House condition and repair problems

4.13 The 2018 Household Survey reviewed the extent to which households were satisfied with the state of repair of their home. Overall 74.7% of respondents expressed satisfaction (37.8% were very satisfied and 36.9% were satisfied); 13.6% were neither satisfied nor dissatisfied; a total of 11.4% expressed degrees of dissatisfaction, of whom 8.8% were dissatisfied and 2.6% were very dissatisfied. Note that severe disrepair is a factor considered in assessing affordable housing need.

4.14 Table 4.7 explores how the level of dissatisfaction with state of repair varied by dwelling and household characteristics. Note that the data relates to perception and across the private and social rented sectors this may be more reflective of tenant expectations in landlord responses to repairs.

4.15 Households expressing the highest levels of dissatisfaction by characteristics were: households living in East Oldham (22.1%); renting privately (21.7%) and living in affordable housing (22.5%); living in terraced houses (15.1%), flats (17.9%) and maisonettes (17.6); living in pre-1919 dwellings (15.4%); and having an income of less than £200 each week (20.6%); had a young Household Reference Person (HRP) (19.8% of 15-24 and 16.8% 25-34 were dissatisfied).

4.16 Households containing someone with an illness/disability were more likely to be dissatisfied (14.7%) compared with 11.4% overall and 20.7% of households with a wheelchair user were dissatisfied with the state of repair.

**Table 4.7 Dissatisfaction with quality of accommodation by dwelling and household characteristics**

| District | No. Dissatisfied | % Dissatisfied | *Base* |
|---|---|---|---|
| Chadderton | 997 | 7.2 | 13,833 |
| East Oldham | 4,321 | 22.1 | 19,528 |
| Failsworth and Hollinwood | 1,339 | 9.6 | 13,998 |
| Royton | 435 | 4.6 | 9,421 |
| Saddleworth and Lees | 828 | 6.1 | 13,656 |
| Shaw and Crompton | 905 | 9.5 | 9,526 |
| West Oldham | 1,762 | 13.6 | 12,929 |
| Total | 10,587 | 11.4 | 92,891 |
| **Tenure** | **No. Dissatisfied** | **% Dissatisfied** | ***Base*** |
| Owner Occupier | 3,378 | 5.6 | 60,329 |
| Private Rented | 2,730 | 21.7 | 12,607 |
| Affordable | 4,480 | 22.5 | 19,955 |
| **Total** | 10,588 | 11.4 | 92,891 |
| **Property Type** | **No. Dissatisfied** | **% Dissatisfied** | ***Base*** |
| Detached house | 72 | 0.6 | 11,488 |
| Semi-detached house | 2,764 | 9.7 | 28,428 |
| Terraced house / town house | 4,466 | 15.1 | 29,523 |
| Bungalow | 764 | 8.3 | 9,176 |
| Maisonette | 134 | 17.6 | 761 |
| Flat / Apartment | 2,179 | 17.9 | 12,173 |
| Other | 58 | 14.9 | 389 |
| **Total** | 10,437 | 11.4 | 91,938 |

Continued overleaf/…

| Table 4.7 (Continued) Dissatisfaction with quality of accommodation by dwelling and household characteristics | | | |
|---|---|---|---|
| **Property Age** | **No. Dissatisfied** | **% Dissatisfied** | ***Base*** |
| Pre 1919 | 2,084 | 15.4 | 13,495 |
| 1919 to 1944 | 1,672 | 11.8 | 14,159 |
| 1945 to 1964 | 2,241 | 12.6 | 17,840 |
| 1965 to 1984 | 2,061 | 9.2 | 22,373 |
| 1985 to 2004 | 394 | 3.0 | 12,973 |
| 2005 onwards | 115 | 3.9 | 2,942 |
| Unsure/don't know/missing | 2,084 | 15.4 | 13,495 |
| **Total** | 10,587 | 11.4 | 92,891 |
| **Household income** | **No. Dissatisfied** | **% Dissatisfied** | ***Base*** |
| Up to £200 each week (Up to £867 per month) | 2,948 | 20.6 | 14,332 |
| £200 to under £300 per week (£867 to under £1,300 per month) | 1,230 | 9.2 | 13,340 |
| £300 to under £400 per week (£1,300 to under £1,733 per month) | 1,083 | 9.6 | 11,252 |
| £400 to under £500 per week (£1,733 to under £2,167 per month) | 1,346 | 13.4 | 10,009 |
| £500 to under £750 per week (£2,167 to under £3,250 per month) | 750 | 6.2 | 12,034 |
| £750 per week or more (£3,250 or more) | 736 | 5.7 | 12,833 |
| Unsure/don't know/missing | 2,495 | | 19,089 |
| Total | 10,587 | | 92,891 |
| **Age group** | **No. Dissatisfied** | **% Dissatisfied** | ***Base*** |
| 15-24 | 278 | 19.8 | 1,407 |
| 25-34 | 1,145 | 16.8 | 6,828 |
| 35-44 | 1,580 | 14.1 | 11,168 |
| 45-59 | 4,566 | 14.6 | 31,235 |
| 60-84 | 1,999 | 6.1 | 32,974 |
| 85+ | 91 | 4.5 | 2,041 |
| Total | 10,587 | 11.4 | 92,891 |
| **Disability** | **No. Dissatisfied** | **% Dissatisfied** | ***Base*** |
| Household contains someone with illness/disability | 6,342 | 14.7 | 43,201 |
| Household contains a wheelchair user | 872 | 20.7 | 4,210 |

Note: Response rate variations result in slight differences between base levels.

Source: 2018 Household Survey

4.17 Asked if their home had any repair problems, around 54.4% of households across the borough stated that they have no repair problems and 45.6% stated a repair problem. Of those stating a repair problem (42,378 base), those most frequently mentioned across the borough include dampness/mould growth (38.7%) windows (30.6%), and roof (28.7%).

4.18 Table 4.8 summarises the range of repair problems by tenure. Overall 40.4% of owner occupiers, 53.4% of private renters and 56.4% of households in affordable accommodation stated repair problems. The main repair problem among households living in owner occupation stated was with the roof (34%) and dampness/mould growth (31.3%); across the private rented sector a very concerning 62.1% mentioned dampness/mould growth; and across the affordable sector dampness/mould growth was mentioned by 40.7% and windows by 37.6%.

| Table 4.8 Repair problems by property tenure | | | | |
|---|---|---|---|---|
| | Tenure (%) | | | |
| Repair problem | Owner Occupier | Private rented | Affordable | Total |
| Brick / stonework | 25.0 | 20.8 | 21.9 | 23.5 |
| Roof | 34.0 | 27.9 | 17.6 | 28.7 |
| Windows | 28.0 | 28.1 | 37.6 | 30.6 |
| Kitchen | 23.2 | 21.5 | 22.6 | 22.8 |
| Doors | 14.2 | 26.3 | 27.2 | 19.6 |
| Bathroom / toilet | 18.2 | 15.5 | 33.2 | 21.8 |
| Cold / heating problems | 13.9 | 29.6 | 17.7 | 17.4 |
| Dampness / mould growth | 31.3 | 62.1 | 40.7 | 38.7 |
| Wiring / electrics | 12.9 | 26.6 | 17.2 | 16.2 |
| Base (Households stating repair problem) | 24,398 | 6,727 | 11,253 | 42,378 |
| % stating repair problem | 40.4% | 53.4% | 56.4% | 45.6% |

Source: 2018 Household Survey

4.19 The Household Survey also asked respondents why the repairs have not been done. Whilst around 24.6% of respondents said that they haven't got the time, 9.9% could not physically manage, 40.9% said that they could not afford, 38.4% said that the repairs were not their responsibility and 4.8% stated the repair problems were too severe.

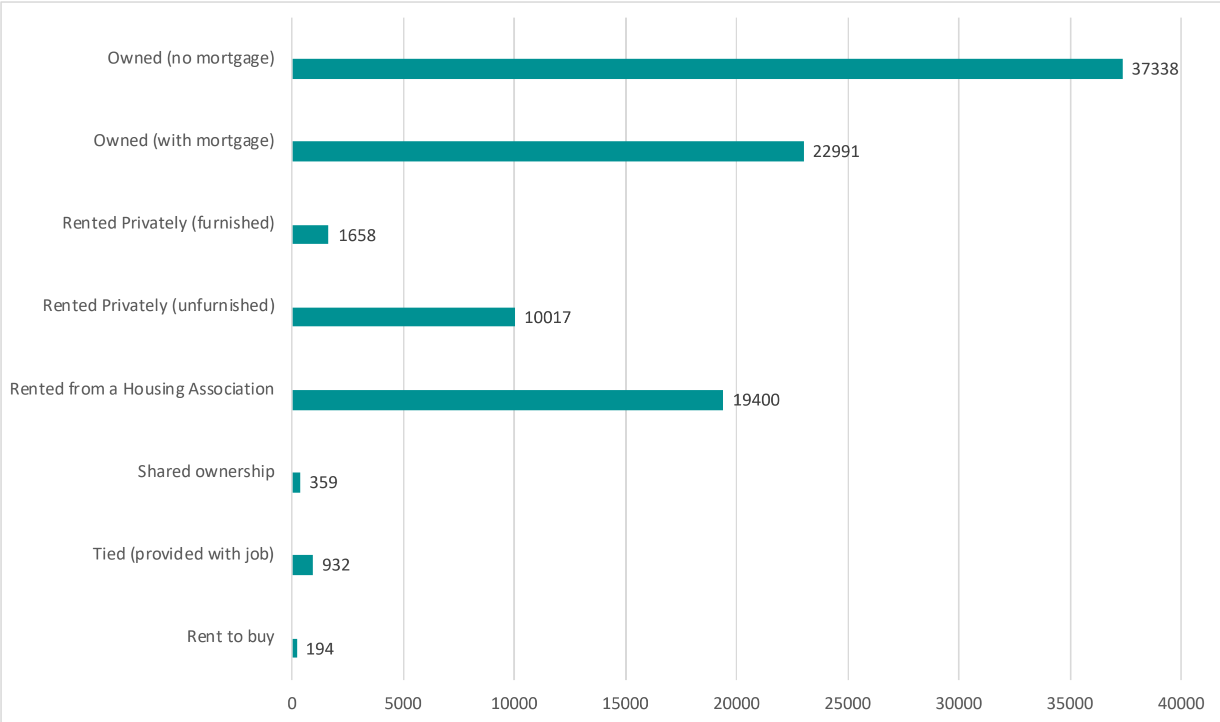
## Household tenure

4.20 Based on the findings of the 2018 Household Survey, the tenure profile of borough households is summarised in Figure 4.2. Overall, 64.9% of occupied dwellings are owner-occupied, 13.6% are private rented (including tied accommodation), 20.9% are rented from a social housing provider and 0.6% are intermediate tenure dwellings. The tenure profile is based on the 2011 Census as there is no comparative data available to assess the change of profile since 2011. However, it is worth noting that nationally the proportion of private rented sector (PRS) dwellings increased from 18.5% according to the 2011 Census to 20.3% in 2016/17[12].

[12] 2016/17 English Housing Survey

4.21 Assuming that the PRS has grown 10% over the period 2011 to 2016/17 which reflects national trends, the tenure profile would alter slightly to 63.6% owner occupied, 14.9% private rented and 21.5% affordable tenures.

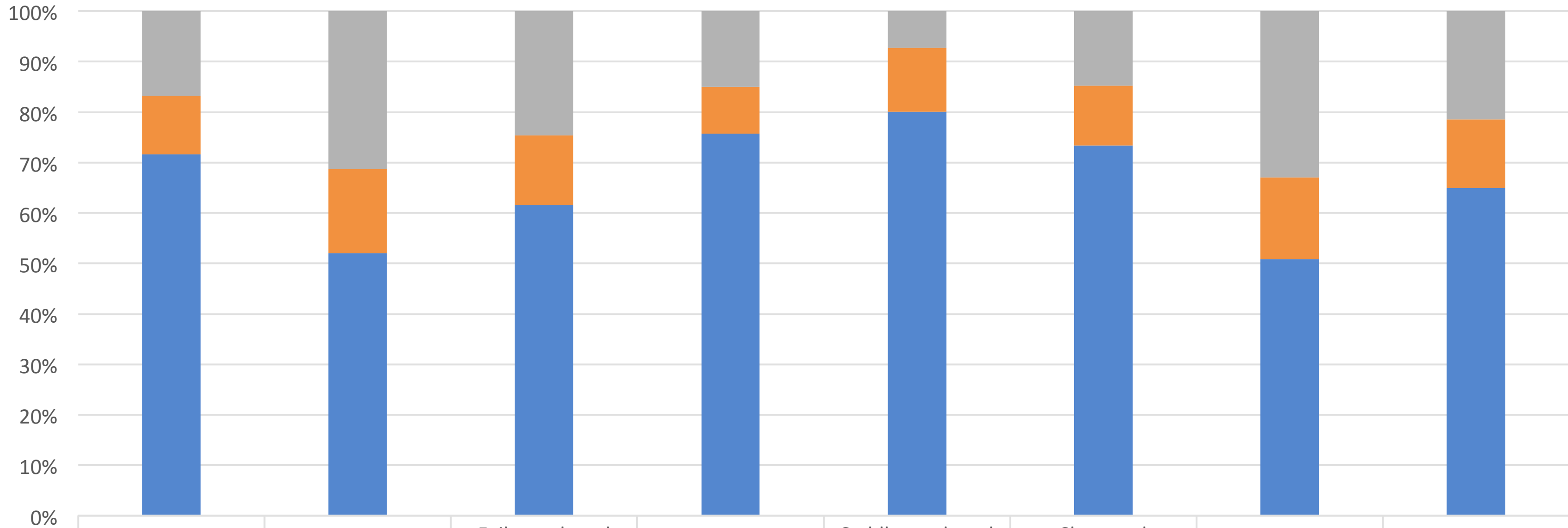
**Figure 4.2 Oldham borough: tenure profile of occupied dwellings**




Source: 2018 Household Survey

4.22 The tenure profile varies across the borough, as set out in Figure 4.3, based on the findings of the 2018 Household Survey. This indicates that the proportion of owner occupied dwellings is highest in Saddleworth and Lees (80.1%); private renting is highest in East Oldham (16.7%) and affordable dwellings is highest in West Oldham (33%).

**Figure 4.3 Household tenure by district**




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

Source: 2018 Household Survey

## The owner-occupied sector

4.23 The 2018 Household Survey identified that 64.9% (60,329) of households across the borough are owner-occupiers. 40.2% of all households (37,338) own outright and 24.8% of all households (22,991) have a mortgage.

4.24 The Household Survey provides the following information on owner occupied housing:

- Most owner-occupied homes are houses (88%), with 17.5% detached, 36.3% semi-detached and 34.3% terraced; a further 9.5% are bungalows, 1.9% flats/maisonettes and 0.3% other property types;
- 47.8% of owner occupied homes have three-bedrooms, 21% have four or more bedrooms; a further 29.6% have two-bedrooms and 1.6% have one-bedroom;
- 17.5% of owner-occupied homes were built pre-1919, 38.1% were built between 1919 and 1964; 26% were built between 1965 and 1984 and 18.4% have been built since 1985.

4.25 Over the period 2000 to 2017, Land Registry data reveals that lower quartile, median and average house prices across the borough have increased dramatically. This is summarised in Table 4.9.

4.26 It is interesting to note that in 2000, a household income of £6,943 was required for a lower quartile price to be affordable; by 2017 this had increased to £21,600. In comparison, an income of £10,800 was required for median priced housing to be affordable in 2000 compared with £31,371 in 2017.

**Table 4.9 Lower Quartile and median price and income required to be affordable**

| | House Price | | Income to be affordable* | |
|---|---|---|---|---|
| Year | Lower Quartile | Median | Lower Quartile Price | Median Price |
| 2000 | £27,000 | £42,000 | £6,943 | £10,800 |
| 2001 | £29,950 | £45,000 | £7,701 | £11,571 |
| 2002 | £33,950 | £52,000 | £8,730 | £13,371 |
| 2003 | £35,000 | £59,995 | £9,000 | £15,427 |
| 2004 | £49,000 | £79,500 | £12,600 | £20,443 |
| 2005 | £62,000 | £89,000 | £15,943 | £22,886 |
| 2006 | £77,950 | £106,000 | £20,044 | £27,257 |
| 2007 | £85,000 | £112,500 | £21,857 | £28,929 |
| 2008 | £85,000 | £112,000 | £21,857 | £28,800 |
| 2009 | £78,850 | £105,000 | £20,276 | £27,000 |
| 2010 | £80,000 | £110,000 | £20,571 | £28,286 |
| 2011 | £73,000 | £104,500 | £18,771 | £26,871 |
| 2012 | £74,000 | £107,500 | £19,029 | £27,643 |
| 2013 | £73,000 | £110,000 | £18,771 | £28,286 |
| 2014 | £78,000 | £113,000 | £20,057 | £29,057 |
| 2015 | £80,000 | £115,000 | £20,571 | £29,571 |
| 2016 | £82,000 | £120,000 | £21,086 | £30,857 |
| 2017 | £84,000 | £122,000 | £21,600 | £31,371 |

Source: HM Land Registry data © Crown copyright and database right 2018. This data is licensed under the Open Government Licence v3.0

*Assuming a 3.5x income multiple and a 10% deposit is available

4.27 A range of socio-economic and demographic information from respondents has been obtained from the 2018 Household Survey. Some further insights relating to owner-occupiers include:

- In terms of household type, 18.1% are couples with children under 18, 27.9% of owner occupiers are older (65 or over) singles and couples, 20.7% are couples (under 65 with no children), 9.8% are couples with adult children (18+), 13.5% are singles (under 65), 3.8% are lone parents with adult children and 3.3% are lone parents with children under 18, 3.0% are other household types;
- 59.7% of HRP[13] living in owner occupied dwellings are in employment and a further 33.4% are wholly retired from work;
- 33.5% of owner occupied households receive less than £18,200 gross per year, 22.6% receive between £18,200 and £26,000 per year, 30.9% receive between £26,000 and £49,400 per year, and 13.0% receive more than £49,400 per year.
- In terms of length of residency, 48.1% of owner occupiers have lived in the same property for 20-years or more.

## The private rented sector (PRS)

4.28 The government's Housing Strategy (November 2011)[14], set out the government's plans to boost housing supply. It recognised an increasingly important role for the private rented sector, both in meeting people's housing needs and in supporting economic growth by enabling people to move to take up jobs elsewhere and to respond to changing circumstances.

4.29 The private rented sector in England is growing; the Census figures for 2011 confirmed that the sector totalled 16.8%, an increase from 8.8% in 2001. Increasing house prices pre-2007 and the struggling sales market when the down turn came are both factors that have underpinned the growth of the rental market for both 'active choice' renters and 'frustrated would-be' homeowners. Tenure reform and less accessible social rented housing are also likely to be an increasing factor to the growth in the private rented sector and the sector clearly now plays a vital role in meeting housing needs as well as providing an alternative to homeownership.

4.30 Local authorities have an important role in ensuring that the private rented sector meets both these requirements. Balancing good quality supply with demand will help to stabilise rents and encouraging good quality management will improve the reputation of the sector and encourage longer term lets and lower turnover. However,

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[13] HRP = Household Reference Person. This is usually the oldest person in the household and is now used as an alternative to 'Head of Household'

[14] *Laying The Foundations*; A Housing Strategy for England, 2011

this is a challenging task where existing partners need to be encouraged to participate and new partners and investors need to be identified.

4.31 The 2018 Household Survey found that the private rented sector accommodates around 13.6% (12,607) of households across the borough; of these 12.6% are privately rented and 1% live rent free or in tied accommodation.

4.32 In terms of the cost of renting, Tables 4.10 and 4.11 set out the comparative median and lower quartile rents for the borough, the North West region and England as a whole.

4.33 The tables indicate that 2017 median (£498 per calendar month) and lower quartile (£451 pcm) rental prices are lower in the borough compared with the North West and England as a whole.

4.34 Comparing the rental price in 2017 with that in 2010 indicates that there has been an inflation increase of around 6% in median and lower quartile rental prices in the borough during the period. The rate of increase in median rents has been similar to the North West average but the increase in lower quartile rents has been higher compared with the regional average. However, both borough and regional increases have lagged behind national trends.

**Table 4.10 Comparative median rental price 2010-2017**

| Location | Median price by year (£) | | % change 2010-2017 |
|---|---|---|---|
| | 2010 | 2017 | |
| Oldham | 472 | 498 | 5.5 |
| North West | 546 | 576 | 5.5 |
| England | **893** | **1,101** | **23.3%** |

Source: © 2018 Zoopla Limited

**Table 4.11 Comparative lower quartile rental price 2010-2017**

| Location | Lower quartile price by year (£) | | % change 2010-2017 |
|---|---|---|---|
| | 2010 | 2017 | |
| Oldham | 425 | 451 | 6.1 |
| North West | 472 | 477 | 1.1 |
| England | **598** | **676** | **13.0%** |

Source: © 2018 Zoopla Limited

4.35 The Local Housing Allowance rates for the borough were also examined. Oldham borough is within the Oldham and Rochdale Broad Rental Market Area (BRMA)[15]:

- Shared accommodation rate - £55.90 per week
- 1-bedroom rate - £83.91 per week
- 2-bedroom rate - £97.81 per week
- 3-bedroom rate - £113.92 per week
- 4-bedroom rate - £149.59 per week

4.36 Figure 4.3 (above) indicates the proportion of stock made up of private rented dwellings by district. This indicates that the highest proportions of private rented stock are found in East Oldham (16.7%), West Oldham (16.1%) and Failsworth and Hollinwood (13.9%).

4.37 The 2018 Household Survey found that 74.6% were houses, of which 41.4% are terraced, 27.6% are semi-detached and 5.6% are detached; a further 19.9% were flats/maisonettes, 4.9% were bungalows and 0.6% other types of housing. 19.7% of privately rented properties have one bedroom/bedsit, 57.2% have two bedrooms, 18.5% have three bedrooms and 4.7% have four or more bedrooms.

4.38 Around 27.7% of private rented stock was built before 1919, 33.7% between 1919 and 1964, 21.3% between 1965 and 1984 and 17.3% has been built since 1985.

4.39 The characteristics of tenants are diverse and the Household Survey revealed that in particular the private rented sector accommodates singles (under 65) (31.4%), couples with children under 18 (22.2%), couples (under 65 with no children) (16.8%), older singles and couples (10.8%), lone parents with children under 18 (8.9%), lone parents with adult children (3.5%), couples with adult children (3.1%) and other household types (3.6%).

4.40 Just over a third (35.5%) of private renting households have lived in their accommodation for less than three years.

4.41 In terms of income, the 2018 Household Survey found that 59.5% of households privately renting receive less than £18,200 gross per year, 18.1% receive between £18,200 and £26,000 per year, 19.4% receive between £26,000 and £49,400 per year, and 3% receive more than £49,400 per year.

4.42 65.5% of Household Reference People (heads of household) living in private rented accommodation are employed, 14.3% are permanently sick/disabled, 9.2% are wholly retired from work, 6.4% look after the home and children and 4.1% are unemployed.

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[15] A Broad Rental Market Area is an area 'within which a person could reasonably be expected to live having regard to facilities and services for purposes of health, education, recreation, personal banking and shopping, taking account of the distance of travel, by public and private transport and from those facilities and services'. A BRMA must contain 'residential premises for a variety of types, including such premises held on a variety of tenures' PLUS 'sufficient privately rented residential premises, to ensure that, in the rent officer's opinion, the LHA for the area is representative of the rents that a landlord might reasonably be expected to obtain in that area' Source: VOA BRMA statistics

## The affordable housing sector

4.43 The 2018 Household Survey found that there are around 19,953 households who live in an affordable (social rented or intermediate tenure) property across the borough, accounting for 21.5% of all occupied dwellings. Of these, 19,400 households live in accommodation rented from a housing association (20.9%) and 553 live in intermediate tenure properties, mainly shared ownership.

4.44 The Household Survey identified that flats/apartments and maisonettes account for 47% of occupied affordable accommodation (43.5% flats/apartments and 3.5% maisonettes), 38% are houses (of which 16.6% are semi-detached, 19.5% are terraced and 1.8% are detached), 14.6% are bungalows and 0.5% other types of housing. In terms of size, affordable dwellings in the borough typically have one bedroom/bedsit (40%), two bedrooms (36%) or three bedrooms (21%), with a further 3% having four or more bedrooms.

4.45 In terms of household composition, the 2018 Household Survey found that 37.7% are singles under 65, 26.4% are older singles and couples (one or both aged over 65 years), 8.5% are couples or lone parents with adult children living at home, 8.1% are couples under 65 with no children, 7.3% are lone parents with children under 18, 6.8% are couples with children under 18, and a further 5.1% are other household types.

4.46 Amongst the older households (12.2% of whom are singles over 65 and 13% are couples), 21.8% have lived in their current affordable property for over 20 years or more. 44.1% live in a flat/apartment, 29.6% live in a bungalow, around 12.4% live in a terraced house and 10.1% live in a semi-detached home. Around 57% of those aged over 65 live in a 1-bedroom home and 23.5% live in a 2-bedroom home.

4.47 39.9% of Household Reference People living in affordable housing are in employment. A further 27.3% are wholly retired from work, 20.6% are permanently sick/disabled, 6.7% are unemployed and 5.5% look after the home/are caring for someone.

4.48 Incomes are generally low, with 78.6% of households in affordable housing receiving an income of less than £18,200 gross per year (and around 13% receive less than £5,200 per year). 15.7% receive between £18,200 and £26,000 per year, 4.8% receive between £26,000 and £49,400 per year, and 0.9% receive more than £49,400 per year.

4.49 In terms of the potential to encourage higher-earning households currently living in affordable accommodation to consider intermediate tenure products, a 50% shared ownership product requires a household income of around £25,100 and the Household Survey data indicates that around 5.7% of these households have a gross annual income of £26,000 or more. Therefore, only a small proportion living in affordable housing are able to afford the transition from social rented to intermediate housing.

## Relative affordability of housing tenure options

4.50 The relative cost of alternative housing options across the borough and individual districts is explored in Table 4.12. This includes affordable and market rent options, open market purchase prices and intermediate tenure options. This table also shows the income required for alternative tenure options to be affordable and Table 4.13 presents the assumptions underpinning the analysis.

4.51 This analysis indicates that for open market housing at borough-level the minimum income required is £21,648 (for lower quartile or entry-level renting) or £21,600 (for lower quartile or entry-level house prices). These amounts do vary by district, for example income requirements for entry-level renting range between £20,784 in East Oldham and £25,152 in Saddleworth and Lees. For entry-level home ownership, income requirements range between £15,429 in East Oldham and £33,427 in Saddleworth and Lees.

4.52 Figure 4.4 summarises in graphical form the relative affordability of alternative tenures at the borough level, setting out the income and deposit required for different options set against prevailing lower quartile and median earnings. It uses lower quartile and median earnings derived from the ONS Annual Survey of Hours and Earnings for 2017.

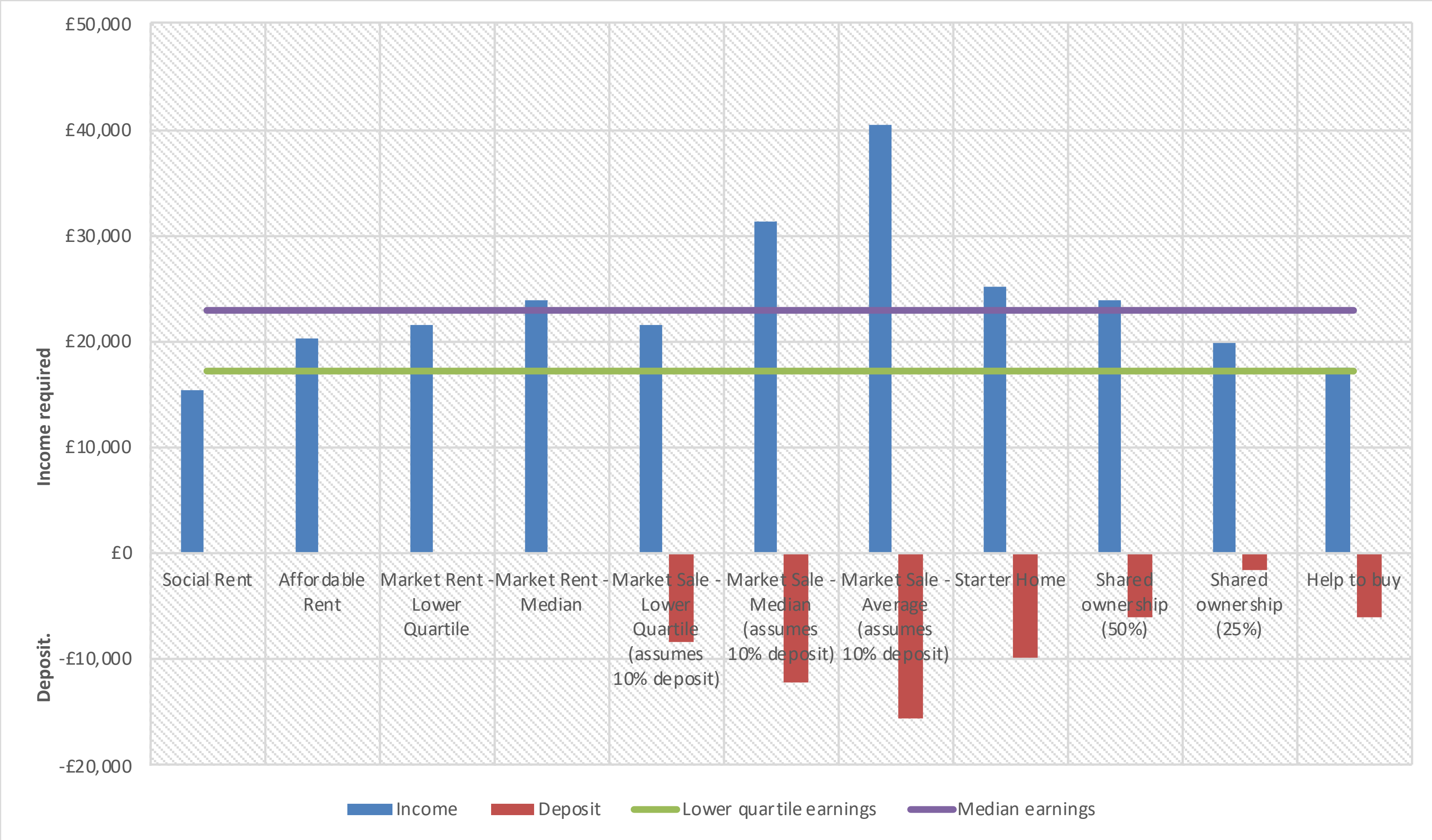
4.53 This indicates that only social renting and help to buy is affordable for lower quartile earners. For median income earners, a broader range of tenure options are available including open market renting, lower quartile purchase and a range of intermediate tenure options.

**Table 4.12 Cost of alternative tenure options by district**

| Tenure option | Price (2017) | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | Chadderton | East Oldham | Failsworth and Hollinwood | Royton | Saddleworth | Shaw and Crompton | West Oldham | OLDHAM MBC TOTAL |
| Social Rent (average) | £320 | £320 | £320 | £320 | £320 | £320 | £320 | £320 |
| Affordable Rent (80% of median private rent) | £424 | £424 | £424 | £424 | £424 | £424 | £424 | £424 |
| Market Rent - Lower Quartile | £477 | £433 | £481 | £433 | £524 | £477 | £451 | £451 |
| Market Rent - Median | £524 | £477 | £550 | £509 | £650 | £550 | £494 | £498 |
| Market Sale - Lower Quartile | £88,000 | £60,000 | £90,000 | £100,000 | £129,995 | £97,000 | £63,000 | £84,000 |
| Market Sale - Median | £122,500 | £82,000 | £115,000 | £132,000 | £185,000 | £130,000 | £85,000 | £122,000 |
| Market Sale - Average | £169,549 | £115,035 | £152,009 | £147,169 | £222,025 | £145,730 | £122,394 | £156,938 |
| Starter Home | £98,000 | £65,600 | £92,000 | £105,600 | £148,000 | £104,000 | £68,000 | £97,600 |
| Shared ownership (50%) | £61,250 | £41,000 | £57,500 | £66,000 | £92,500 | £65,000 | £42,500 | £61,000 |
| Shared ownership (25%) | £30,625 | £20,500 | £28,750 | £33,000 | £46,250 | £32,500 | £21,250 | £30,500 |
| Help to buy | £122,500 | £82,000 | £115,000 | £132,000 | £185,000 | £130,000 | £85,000 | £122,000 |
| **Tenure option** | Income required (2017) | | | | | | | |
| | Chadderton | East Oldham | Failsworth and Hollinwood | Royton | Saddleworth | Shaw and Crompton | West Oldham | OLDHAM MBC TOTAL |
| Social Rent | £15,363 | £15,363 | £15,363 | £15,363 | £15,363 | £15,363 | £15,363 | £15,363 |
| Affordable Rent | £20,351 | £20,351 | £20,351 | £20,351 | £20,351 | £20,351 | £20,351 | £20,351 |
| Market Rent - Lower Quartile | £22,896 | £20,784 | £23,088 | £20,784 | £25,152 | £22,896 | £21,648 | £21,648 |
| Market Rent - Median | £25,152 | £22,896 | £26,400 | £24,432 | £31,200 | £26,400 | £23,712 | £23,904 |
| Market Sale - Lower Quartile (assumes 10% deposit) | £22,629 | £15,429 | £23,143 | £25,714 | £33,427 | £24,943 | £16,200 | £21,600 |
| Market Sale - Median (assumes 10% deposit) | £31,500 | £21,086 | £29,571 | £33,943 | £47,571 | £33,429 | £21,857 | £31,371 |
| Market Sale - Average (assumes 10% deposit) | £43,598 | £29,580 | £39,088 | £37,843 | £57,092 | £37,473 | £31,473 | £40,356 |
| Starter Home | £25,200 | £16,869 | £23,657 | £27,154 | £38,057 | £26,743 | £17,486 | £25,097 |
| Shared ownership (50%) | £24,024 | £16,589 | £22,647 | £25,767 | £35,497 | £25,400 | £17,140 | £23,932 |
| Shared ownership (25%) | £19,955 | £13,865 | £18,827 | £21,383 | £29,352 | £21,082 | £14,316 | £19,880 |
| Help to buy | £17,500 | £11,714 | £16,429 | £18,857 | £26,429 | £18,571 | £12,143 | £17,429 |

| Table 4.13 Assumptions in assessing income required for alternative tenure options | | |
|---|---|---|
| **Tenure** | **Tenure price assumptions** | **Affordability assumptions** |
| Social rent | Prevailing prices | Affordability 25% of income |
| Affordable Rent | Affordable homes based on social rent levels for low income households | Affordability 25% of income |
| Market Rent – lower quartile | Prevailing prices | Affordability 25% of income |
| Market Rent – median | Prevailing prices | Affordability 25% of income |
| Market Rent – upper quartile | Prevailing prices | Affordability 25% of income |
| Market Sale – lower quartile | Prevailing prices | 90% LTV, 3.5x income |
| Market Sale – median | Prevailing prices | 90% LTV, 3.5x income |
| Market Sale – average | Prevailing prices | 90% LTV, 3.5x income |
| Starter Home | 20% discount on full value (assumed to be median), 10% deposit on discounted portion, remainder mortgage based on 3.5x income | 90% LTV, 3.5x income |
| Shared ownership (50%) | Total price based on median price and 50% ownership. Mortgage based on 40%. 10% deposit required, annual service change £395. Annual rent based on 2.75% of remaining equity | 90% LTV, 3.5x income for equity and 25% of income for rental element |
| Shared ownership (25%) | Total price based on median price and 25% ownership. Mortgage based on 20%. 5% deposit required, annual service change £395. Annual rent based on 2.75% of remaining equity | 90% LTV, 3.5x income for equity and 25% of income for rental element |
| Help to buy | Total price based on median price. Mortgage based on 75% equity. 20% loan and deposit of 5%. Loan fee of 1.75% in year 6 of outstanding equity loan increasing annually from yr7 at RPI+1% | 70% LTV, 3.5x income |

**Figure 4.4 Oldham borough household income and housing costs**




Source: Data produced by Land Registry © Crown copyright 2018, Zoopla 2018, CLG, ASHE 2017

Note: The deposit requirements are shown on the table as a negative number

## Concluding comments

4.54 The purpose of this chapter has been to explore the current housing market dynamics affecting and influencing the housing market within the borough. This chapter has provided detail on the current profile of dwellings by type, tenure and size along with property condition and property prices.

4.55 The majority of dwellings in the borough are houses (75.5%), 14.1% are flats/apartments/maisonettes, 10% are bungalows and 0.4% other types of housing. 47% of properties have one or two bedrooms, 38.1% of existing properties contain three bedrooms and a further 14.9% contain four or more bedrooms.

4.56 Whilst 64.9% of households are owner occupiers and a further 13.6% in private rented accommodation, an analysis of house prices indicates that open market housing has become more expensive in the borough in recent years but prices are below national and regional levels.

4.57 The 2018 Household Survey reveals that 21.5% of the housing stock is affordable accommodation. The highest proportions of this stock tenure are located within West Oldham (33%) and East Oldham (31.3%).

4.58 The relative affordability of alternative tenures has been analysed and overall a household income of at least £15,363 is required for social, at least £20,351 for affordable rent which is only marginally lower than the income required for lower quartile rents (£21,648). In terms of open market purchase options, an income of £21,600 is needed for entry-level open market purchase (based on a lower quartile price).

# 5. Affordable housing need

## Introduction

5.1 The 2019 NPPF (Paragraph 61) requires that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy. It sets out that these should include, but not be limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.

5.2 The 2019 NPPF (Paragraph 62) also states that where a need for affordable housing is identified, planning policies should specify the type of affordable housing required.

5.3 The 2019 PPG considers how the housing need of particular groups relates to overall housing need calculated using the standard model:

'*The need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is on the basis that the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method.*

*When producing policies to address the need of specific groups strategic policy-making authorities will need to consider how the needs of individual groups can be addressed within the constraint of the overall need established.*

*The standard method for assessing housing need does not breakdown the overall figure into different types of housing. Therefore the need for particular sizes, types and tenures of homes as well as the housing needs of particular groups should be considered separately.*

*The household projections that form the baseline of the standard method are inclusive of all households including Gypsies and Travellers as defined with Planning Policy for Traveller Sites'*[16]

5.4 This chapter uses evidence from secondary data sources and the Household Survey to assess affordable housing requirements in the borough. Chapter 6 then considers the needs of particular groups through primary and secondary data analysis and through discussions with key stakeholders. The evidence presented will assist the council and its strategic partners in making policy decisions regarding future housing development.

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[16] PPG 2018 Paragraph 020 Reference ID: 2a-004-20180913

## Affordable Housing Needs Assessment

5.5 PPG 2018 states '*all households whose needs are not met by the market can be considered (to be) in affordable housing need*'[17].

5.6 The 2019 NPPF defines affordable housing as follows:

'*housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)…*' (Annex 2).

5.7 The 2019 NPPF provides detailed definitions of different forms of affordable housing; these definitions are set out in Chapter 1 of this report.

5.8 This section considers affordable housing need for those households who cannot afford to meet their needs in the open market through home ownership or private rental.

5.9 A detailed analysis of the following factors determines the extent to which there is a shortfall of affordable housing:

- households currently in housing which is unsuitable for their use and who are unable to afford to buy or rent in the market (backlog need); and those who can afford private rent but cannot afford to buy;
- new households forming who cannot afford to buy or rent in the market;
- existing households expected to fall into need; and
- the supply of affordable housing through social/affordable renting and intermediate tenure stock.

5.10 Two sources of evidence have been considered in the assessment of affordable housing need: firstly, analysis based on Household Survey evidence and secondly, relevant secondary data.

### Assessing affordable housing need

5.11 The 2018 Household Survey provided a range of evidence on the scale and range of need within communities across the borough. Detailed analysis is presented at Appendix C of this report and follows PPG.

5.12 Table 5.1 sets out housing need across the borough based on the Household Survey and reasons for household need. This shows that there are 10,173 existing households in need, which represents 11% of all households.

[17] PPG 2018 Paragraph 021 Reference ID: 2a-004-20180913

**Table 5.1 Housing need in Oldham borough**

| Category | Factor | Oldham borough Total |
|---|---|---|
| Homeless households or with insecure tenure | N1 Under notice, real threat of notice or lease coming to an end | 783 |
| | N2 Too expensive, and in receipt of housing benefit or in arrears due to expense | 854 |
| Mismatch of housing need and dwellings | N3 Overcrowded according to the 'bedroom standard' model | 4,913 |
| | N4 Too difficult to maintain | 1,466 |
| | N5 Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household | 259 |
| | N6 Household containing people with mobility impairment or other special needs living in unsuitable accommodation | 2,214 |
| Dwelling amenities and condition | N7 Lacks a bathroom, kitchen or inside WC and household does not have resource to make fit | 229 |
| | N8 Subject to major disrepair or unfitness and household does not have resource to make fit | 448 |
| Social needs | N9 Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved except through a move | 1,120 |
| **Total no. households in need (with one or more housing needs)** | | **10,173** |
| Total Households | | 92,891 |
| **% households in need** | | **11%** |

**Note:** A household may have more than one housing need. The total number of households in need is the total number with one or more housing need so there is no double counting. .

Source: 2018 Household Survey

5.13 Table 5.2 summarises overall housing need (before further analysis to test the extent to which households can afford open market provision to offset their need) by district and the extent to which housing need varies across the borough. The proportion of households in need is highest in West Oldham (16.2%), East Oldham (14.4%) and Chadderton (13.9%) and lowest in Shaw and Crompton (5.4%).

| Table 5.2 Households in need by district | | | |
|---|---|---|---|
| Ward | No. of households in need | % of households in need | Total No. households |
| Chadderton | 1,923 | 13.9 | 13,833 |
| East Oldham | 2,806 | 14.4 | 19,528 |
| Failsworth and Hollinwood | 1,145 | 8.2 | 13,998 |
| Royton | 692 | 7.3 | 9,421 |
| Saddleworth and Lees | 1,000 | 7.3 | 13,656 |
| Shaw and Crompton | 511 | 5.4 | 9,526 |
| West Oldham | 2,096 | 16.2 | 12,929 |
| **Total** | **10,173** | **11.0** | **92,891** |

Source: 2018 Household Survey

5.14 Table 5.3 demonstrates how the proportion of households in housing need varies by tenure and household type for the borough. Private rented households are more likely to be in housing need, at 22% of households, followed by 13.8% in affordable housing and 7.7% of owner occupiers.

| Table 5.3 Housing need by tenure | | | |
|---|---|---|---|
| Tenure | No. H'holds in need | % H'holds in need | Total no. households |
| Owner Occupier | 4,635 | 7.7 | 60,329 |
| Private Rented | 2,776 | 22.0 | 12,607 |
| Affordable | 2,762 | 13.8 | 19,955 |
| **Borough Total (All households in need)** | **10,173** | **11.0** | **92,891** |

Source: 2018 Household Survey

5.15 Table 5.4 sets out housing need by type of household. Larger families with dependent children (couples and lone parents) are more likely to be in housing need (42.9% of couples with three or more children under 18 are in housing need). The Household Survey data identifies 10,530 households with adult children living with parent(s), which provides a broad indication of the scale of hidden housing need. Of these, 1,269 were categorised as being in housing need (12.1%).

**Table 5.4 Housing need by household type**

| Household Type | No. H'holds in need | % H'holds in need | Total no. households |
|---|---|---|---|
| Single Adult (under 65) | 2,073 | 10.6 | 19,551 |
| Single Adult (65 or over) | 760 | 6.7 | 11,269 |
| Couple only (both under 65) | 1,273 | 7.9 | 16,215 |
| Couple only (one or both over 65) | 597 | 4.9 | 12,079 |
| Couple with at least 1 or 2 child(ren) under 18 | 733 | 6.7 | 10,965 |
| Couple with 3 or more children under 18 | 1,755 | 42.9 | 4,094 |
| Couple with child(ren) aged 18+ | 1,143 | 16.4 | 6,972 |
| Lone parent with at least 1 or 2 child(ren) under 18 | 351 | 10.0 | 3,496 |
| Lone parent with 3 or more children under 18 | 229 | 21.3 | 1,076 |
| Lone parent with child(ren) aged 18+ | 126 | 3.4 | 3,738 |
| Other type of household (e.g. friends sharing) | 1,134 | 34.7 | 3,268 |
| **Borough Total (All households in need)** | 10,173 | 11.0 | 92,891 |

Source: 2018 Household Survey

5.16 In addition to establishing the overall affordable housing requirements, analysis considers the supply/demand variations by analysis area and property size (number of bedrooms). Analysis provides a gross figure (absolute shortfalls in affordable provision) and a net figure (which takes into account supply of existing affordable accommodation). Modelling suggests an annual gross imbalance of 1,780 dwellings and after taking account of affordable supply an annual net imbalance of 203 affordable dwellings across the borough as shown in Table 5.5.

5.17 In terms of the size of affordable housing required, when the likely annual affordable supply is taken into account, the overall shortfalls are 25.3% one-bedroom, 40.5% two-bedroom, 26.9% three-bedroom and 7.3% four or more bedroom. It is therefore appropriate for the continued delivery of affordable housing to reflect underlying need.

5.18 Analysis is based on the next five years and in the absence of any updated information this should be extrapolated forward to the Local Plan period.

| Table 5.5 | Net annual affordable housing imbalance by district and property size 2018/19 to 2022/23 | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | District (%) | | | | | | | |
| **No. Beds** | Chadderton | East Oldham | Failsworth and Hollinwood | Royton | Saddleworth and Lees | Shaw and Crompton | West Oldham | **Total** |
| 1 | 23.2 | 21.2 | 20.4 | 31.0 | 31.6 | 29.0 | 22.6 | 25.3 |
| 2 | 37.1 | 36.3 | 46.4 | 38.6 | 37.7 | 44.6 | 42.5 | 40.5 |
| 3 | 31.9 | 26.4 | 28.8 | 25.1 | 27.0 | 22.7 | 27.5 | 26.9 |
| 4 | 7.9 | 16.1 | 4.5 | 5.3 | 3.7 | 3.7 | 7.4 | 7.3 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| **Gross annual imbalance** | **335** | **293** | **206** | **241** | **107** | **377** | **221** | **1,780** |
| **Net Annual imbalance** | **38** | **33** | **24** | **27** | **12** | **43** | **25** | **203** |
| | **District (number based on net annual imbalance)** | | | | | | | |
| **No. Beds** | Chadderton | East Oldham | Failsworth and Hollinwood | Royton | Saddleworth and Lees | Shaw and Crompton | West Oldham | **Total** |
| 1 | 9 | 7 | 5 | 9 | 4 | 12 | 6 | 51 |
| 2 | 14 | 12 | 11 | 11 | 5 | 19 | 11 | 82 |
| 3 | 12 | 9 | 7 | 7 | 3 | 10 | 7 | 55 |
| 4 | 3 | 5 | 1 | 1 | 0 | 2 | 2 | 15 |
| **Total** | **38** | **33** | **24** | **27** | **12** | **43** | **25** | **203** |

Sources: 2018 Household Survey; RP CORE Lettings and Sales

6.21 Of all households where the HRP was 55 or over, the 2018 Household Survey found that 15.7% would like to move in the next 5 years; 6.1% would like to move but are unable to; and 78.1% do not want to move.

6.22 Of households with an HRP aged 55 and over who are unable to move, over half (53.2%) stated they could not afford to because other properties are too expensive; 52.2% stated that there is a lack of suitable property in the area wanted and 46.4% stated that there is a lack of suitable property of the type wanted, 23.5% stated a lack of suitable accommodation with adaptations needed (Table 6.8).

| **Table 6.8** | **Reasons why households with a HRP aged 55 and over are unable to move** |
|---|---|
| Cannot afford to | 53.2% |
| Lack of suitable accommodation with adaptations needed | 23.5% |
| Lack of suitable accommodation in area wanted | 52.2% |
| Lack of suitable accommodation of type wanted | 46.4% |
| Need to give support | 3.9% |
| Need to receive support | 16.6% |
| Employment (work locally) | 17.5% |
| Brexit uncertainty | 11.1% |
| Other reasons | 6.0% |
| *Base (households responding)* | *2,273* |

Source: 2018 Household Survey

6.23 Of households with an HRP aged 55 and over and planning to move, the Household Survey found that the main reasons for moving were to move to a better neighbourhood/more pleasant area (29.9%), needing a smaller property (for instance too big to manage) (19.2%) and health problems (17.7%).

6.24 Table 6.9 considers the future housing choices being considered by older households within the next 5 years by reference to their current number of bedrooms and the number of bedrooms aspired towards and expected to move to. In terms of moving to a smaller property, 40.4% of older households aspired to downsize and 53.4% expected to achieve this (i.e. move to a property with fewer bedrooms). 43.9% aspired to move into a property with the same number of bedrooms as they presently occupy; 33.8% expected to achieve this. A further 15.7% of older households aspired towards upsizing to a property with a larger number of bedrooms, and 12.7% expected to achieve this.

| **Table 6.9** | **Future housing choices of older households (downsizing/upsizing)** | |
|---|---|---|
| **Housing choice** | **Aspiration (%)** | **Expectation (%)** |
| Downsizing (moving to a smaller property) | 40.4 | 53.4 |
| Staying same | 43.9 | 33.8 |
| Upsizing (moving to larger property) | 15.7 | 12.7 |
| Total | 100.0 | **100.0** |
| *Base (households responding)* | *5,435* | *4,180* |

Source: 2018 Household Survey

*Assistance in the home*

6.25 The range of assistance required from all households including older person households by 60-84 and 85+ age groups is explored in Table 6.10. The level of assistance required increases with age group and around half of 85+ households require help with cleaning the home and other practical tasks.

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

| | Under 60 | 60-84 | 85+ | All households |
|---|---|---|---|---|
| Help with repair and maintenance of home | 13.7 | 10.8 | 18.5 | 12.7 |
| Help with gardening | 25.1 | 39.9 | 46.0 | 31.3 |
| Help with cleaning home | 12.2 | 23.1 | 49.5 | 17.3 |
| Help with other practical tasks | 11.7 | 18.7 | 56.9 | 15.5 |
| Help with personal care | 10.7 | 12.6 | 28.4 | 11.8 |
| Want company / friendship | 10.8 | 11.5 | 23.1 | 11.4 |
| *Base (All households)* | 50,638 | 32,974 | 2,041 | 85,653 |

Source: 2018 Household Survey

6.26 Given the high proportion of older households who want to continue living in their own home (Table 6.6 and associated discussion), the provision of home-based assistance, support and care is an increasingly important issue in the meeting of housing needs for older people. The key challenge for local authorities is the funding of services for growing numbers of older people.

*Adaptations and home improvements*

6.27 The 2018 Household Survey found that overall 9.1% of all properties across the borough have been adapted or purpose built for a person with a long-term illness, health problem or disability. 8.1% of households said they require care or support to enable them to stay in their current home. 56.3% of households stated that there is sufficient space for a carer to stay overnight if this was needed.

6.28 Table 6.11 summarises this data by district and highlights areas with high levels of adaptation and high levels of need for care/support. It also highlights areas where there are lower levels of space available for a carer to stay overnight. In terms of adaptations, these are most prevalent in East Oldham (13.9%) and Chadderton (11.3%). Interestingly, these two districts also had the highest levels of care/support needs to enable household members to stay at their home and had the lowest proportions of dwellings with sufficient space for a carer to stay overnight.

**Table 6.11 Adaptations, support requirements and space for carer to stay by district**

| District | Current home has been adapted or purpose-built for a person with a long-term illness, health problem or disability (%) | You or other members of your household require care or support to enable you/them to stay in this home (%) | Sufficient space in your home for a carer to stay overnight, if this was needed, is available (%) |
|---|---|---|---|
| Chadderton | 11.30% | 13.6% | 57.8% |
| East Oldham | 13.90% | 10.0% | 47.5% |
| Failsworth and Hollinwood | 5.20% | 6.1% | 60.2% |
| Royton | 7.20% | 7.0% | 58.2% |
| Saddleworth and Lees | 5.20% | 5.2% | 69.3% |
| Shaw and Crompton | 9.10% | 5.4% | 60.9% |
| West Oldham | 9.60% | 7.4% | 45.2% |
| **Borough Total** | 9.10% | 8.1% | 56.3% |

Source: 2018 Household Survey

6.29 The 2018 Household Survey asked whether adaptations were required by households (Table 6.12). This takes account of the PPG which asks councils to consider the extent to which existing dwelling stock can help meet the needs of older people. When asked about adaptations and home improvements required in the home, households aged 60+ years generally stated a need for adaptations related to mobility issues. These include adaptations to bathrooms (13% of 60-84 HRP households and 22.9% 85+ households), internal handrails (10.6% 60-84 and 14.5% 85+), external handrails (8.7% 60-84 and 13.1% 85+) downstairs WC (10.5% 85+) and stairlifts (9.6% 85+). By comparison, younger households (HRP under 60 years) most frequently mentioned home improvements such as more insulation (25.6%) and double glazing (18.5%).

**Table 6.12 Adaptations and home improvements required either now or in next 5 years by age group**

| Adaptation/improvement required | Age group (% of households) Under 60 years | 60-84 years | 85+ | Total |
|---|---|---|---|---|
| More insulation | 25.6 | 14.2 | 7.0 | 20.8 |
| Double glazing | 18.5 | 9.1 | 3.0 | 14.5 |
| Adaptations to bathroom | 13.3 | 13.0 | 22.9 | 13.4 |
| Security alarm | 12.7 | 7.3 | 9.8 | 10.6 |
| Internal handrails | 8.5 | 10.6 | 14.5 | 9.5 |
| Sound Proofing | 12.2 | 3.6 | 1.2 | 8.6 |
| Improved Ventilation | 12.0 | 3.4 | 2.4 | 8.4 |
| External handrails | 8.0 | 8.7 | 13.1 | 8.4 |
| Downstairs WC | 8.6 | 8.0 | 10.5 | 8.4 |
| Adaptations to kitchen | 9.2 | 4.2 | 4.6 | 7.2 |
| Stair lift / vertical lift | 6.5 | 7.1 | 9.6 | 6.8 |
| Increase the size of property | 9.8 | 2.5 | 1.8 | 6.8 |
| Better heating | 9.2 | 3.4 | 4.0 | 6.8 |
| Community alarm service | 7.5 | 4.8 | 13.7 | 6.6 |
| Improvements to access | 6.3 | 3.7 | 6.8 | 5.3 |
| Room for a carer | 6.2 | 2.1 | 5.2 | 4.6 |
| Level door handles | 5.0 | 1.6 | 1.2 | 3.6 |
| Preparing Meals | 0.0 | 0.0 | 0.0 | 0.0 |
| Wheelchair adaptations | 5.3 | 3.9 | 6.0 | 0.0 |
| Base (all households) | 50,638 | 32,974 | 2,041 | 85,653 |

Source: 2018 Household Survey

6.30 Resources for aids and adaptations remain limited, particularly for households in the private sector (owner occupation or privately rented accommodation). However, as mentioned above in respect of support requirements, the provision of appropriate adaptations is essential to older households in maintaining independent living. Alternative sources of funding, such as equity loans, could be considered to finance remedial measures required by older person households. It should be pointed out that whilst local authorities will assess anyone's needs, assistance is means tested and many will self-fund.

6.31 As a preventative measure, the government has given local authorities discretionary powers to require housebuilders to build a proportion of new homes to defined access standards. This is explored later in this chapter.

## Conclusions of the need for older persons housing

6.32 In accordance with PPG, the LHNA has considered the future need for specialist accommodation, the need for residential care institutions and considered the role of general housing in meeting needs, in particular bungalows and homes that can be adapted to meet a change in needs.

6.33 The number of households headed by someone aged 60 or over is expected to increase by 12,547 by 2037. The majority (69.3%) want to continue to live in their current home with support when needed according to the Household Survey, with help with repair/maintenance, gardening, cleaning and other practical tasks key support which would help people remain in their own home. However, the Household Survey also points to a need to deliver a range of smaller dwellings for older people in the general market and specialist older housing provision.

6.34 There are currently around 4,718 units of specialist older persons' accommodation including 1,640 units of residential care (C2) units. 65.1% is provided by a registered provider and 34.9% by a private organisation. It is estimated that an additional 1,604 units of specialist older person (C3) and 855 units of residential care (C2) will be required to 2037.

6.35 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.

## Housing for people with disabilities and additional needs

6.36 A range of data has been used to consider the housing needs of people with disabilities and additional needs. This section considers data which sets out the likely scale of residents who have particular disabilities and additional needs; and then considers any evidence regarding the nature of dwelling stock required to help meet the needs of different groups.

6.37 The data assembled falls into the following categories:

- National sources including the Census, national disability prevalence rates applied to the borough population, Disability Living Allowance statistics;
- Data from the Household Survey;
- Qualitative data obtained from service providers within the council through in-depth discussions; and
- Feedback from general stakeholder consultation carried out as part of the research process.

6.38 It should be noted that there can be variation in the estimates of residents with particular disabilities and additional needs. There are several reasons for this, for instance a person may self-report as having an illness/disability on the 2011 Census or the 2018 Household Survey but not be known to service providers; and some data may be collected for specific administrative purposes, for instance when someone presents themselves to service providers for assistance. There are also variations in the timescales for data reported across different groups. Therefore, the data is not necessarily consistent across each of the needs group but a genuine attempt has been made to compile available data from published sources, primary research and data from council officers and consider the accommodation needs of particular groups.

6.39 arc4 considers that the following categories of need should be considered in an assessment of needs for people with disabilities and additional needs. This forms the basis of our assessment of housing need for people with disabilities and additional needs:

***A.*** People with disability and health needs:

- People with learning disabilities,
- People with profound intellectual and multiple disabilities (complex needs),
- People with Autism including Aspergers,
- People with behaviours which challenge e.g. people with complex mental health needs, learning disabilities and autism (Transforming Care cohort) who may be a risk to self and to others,
- People with physical disabilities,
- People with sensory impairments,
- Rehabilitation or Reablement support (e.g. acquired brain injury, stroke, following a hospital stay),
- People with profound/complex needs who have a combination of conditions which can also include long-term conditions (e.g. diabetes, heart disease),
- People experiencing early onset dementia.

***B.*** Other people with support needs

- People with multiple disadvantages,
- People with mental health issues,
- Rehabilitation support for substance users (e.g. drugs, alcohol),
- People experiencing homelessness and rough sleepers,
- Young people with support needs (including NEET, floating support, leaving care and at risk),
- People fleeing domestic abuse,
- Ex-offenders and people using probation services,
- People with learning difficulties (e.g. ADHD, dyslexia, dyspraxia, dysphasia),
- Ex-armed forces,
- People without recourse and access to finances (not in receipt of benefits) – e.g. asylum seekers, refugees and people unable to claim benefits.

6.40 Whilst information is not necessarily readily available for all of these groups, it is recommended that this analysis provides basis for future reviews of supported and special needs housing across the borough.

## Establishing the overall level of disability/support needs across the borough

6.41 A range of sources can be drawn upon to establish the overall scale of disability/support needs across the borough. The extent to which specific accommodation for different groups may be required is then explored using available data and specific gaps in understanding are also highlighted.

6.42 The data available from a range of sources are now explored to establish a broad measure of the overall level of disability/support needs across the borough, drawing upon: the 2011 Census; Household Survey evidence; and likely prevalence based on national rates.

## Adult Social Care Market Position Statement

6.43 The Oldham Borough Market Position Statement (MPS) 2017 sets out a range of intelligence on prevalence rates across a range of groups to assist with evidence-based commissioning of housing and support. The document encourages existing and potential providers from all sectors to support the council's vision for the future of adult social care and address the demands highlighted in the document.

6.44 A key outcome that adult social care is looking to deliver is integrated care in Oldham which delivers: -

- Services that are organised and delivered to get the best possible health and wellbeing outcomes for citizens of all ages and communities.
- They will be in the right place – which is in our neighbourhoods, making the most of the strengths and resources in the community as well as meeting their needs.
- Care, information and advice will be available at the right time, provided proactively to avoid escalating ill health, and with the emphasis on wellness.
- Services will be designed with citizens and centred on the needs of the individual, with easy and equitable access for all and making best use of community and voluntary sector provision.
- They will be provided by the right people – those skilled to work as partners with citizens, and who enable them to be able to look after their own health and wellbeing.
- Safeguarding adults whose circumstances make them vulnerable and protecting them from avoidable harm.

6.45 Evidence in the MPS for particular needs groups is presented where appropriate in this chapter.

6.46 The MPS reports that in Oldham, according to figures from POPPI, there are currently 10,223 people aged 65+ with limiting long term illnesses and whose day to day activities are limited a lot. The number has been predicted to rise by about 9% in 2020 (to 11,191) and by 37% (13,955) in 2030.

6.47 The MPS provides an indication of demand from particular needs groups (Table 6.13).

| Table 6.13 Protected demand by categories of need | | |
|---|---|---|
| **Category of need** | **2012** | **2020** |
| Adults predicted to have a learning disability | 3,290 | 3,328 |
| Adults predicted to have a moderate or severe learning disability | 738 | 757 |
| Adults predicted to have a moderate or serious personal care disability | 6,190 | 6,385 |
| Drugs and alcohol disability | 4,577 | 4,620 |
| Mental health issue | 9,724 | 9,809 |
| Older people living alone | 7,591 | 8,989 |
| Older people living in a care home | 1,378 | 1,620 |
| Older people unable to complete a least one domestic task | 13,740 | 15,876 |
| Older people unable to complete at least one self-care activity on their own | 11,277 | 12,992 |
| Older people with a limited long-term illness | 17,904 | 20,336 |
| Older people with depression | 2,977 | 3,350 |
| Older people with dementia | 2,300 | 2,727 |
| Older people with a longstanding health condition caused by a heart attack/stroke | 3,015 | 3,455 |
| Older people predicted to have a fall | 9,040 | 10,346 |
| Older people admitted to hospital as a result as a fall | 689 | 813 |
| Older people predicted to have a moderate or severe visual impairment | 966 | 1,152 |
| Older people with mobility issues | 6,150 | 7,135 |
| Older people with a BMI or 30 or more/diabetes | 9,093 / 4,264 | 10,114 / 4,835 |
| Older people with a severe learning difficulty | 98 | 109 |

Source: Market Position Statement

6.48 Table 6.14 summarises the range and number of adult social care clients receiving support by age group as at August 2016. The largest number in receipt of support were those requiring physical support (personal care support) and learning disability support.

| Table 6.14 Adult Social Care Clients | | | |
|---|---|---|---|
| **Client group** | **18-64** | **65+** | **Total** |
| Learning disability support | 545 | 67 | 612 |
| Mental health support | 160 | 191 | 351 |
| Physical support: access and mobility | 19 | 37 | 56 |
| Physical support: personal care support | 367 | 1,460 | 1,827 |
| Sensory support: support for dual impairment | 2 | 4 | 6 |
| Sensory support: support for hearing impairment | 11 | 54 | 65 |
| Sensory support: support for visual impairment | 18 | 20 | 38 |
| Social support: substance misuse | 1 | 1 | 2 |
| Social support: support for social isolation/other | 1 | 1 | 2 |
| Support with memory and cognition | 2 | 115 | 117 |
| Total | 1,126 | 1,950 | 3,076 |

## Census 2011 data

6.49 The Census 2011 recorded a baseline of broad measures of disability across the population. Table 6.15 reports that across the borough, 6.7% of residents stated they were in bad or very bad health (and particularly associated with older age groups) and a further 14.4% were in ‘fair’ health. The majority (79%) were in ‘very good or good health’. Overall, the 2011 Census estimated that around 46,950 residents were in fair or bad/very bad health (21% of residents). This compares with 18.3% for England.

**Table 6.15 Long-term health problem or disability**

| | Measure of health (%) | | |
|---|---|---|---|
| **Age Group** | Very good or good health (%) | Fair health (%) | Bad or very bad health (%) |
| Age 0 to 15 | 96.4 | 2.8 | 0.8 |
| Age 16 to 24 | 94.0 | 4.8 | 1.3 |
| Age 25 to 34 | 89.3 | 8.1 | 2.6 |
| Age 35 to 49 | 80.9 | 13.1 | 6.0 |
| Age 50 to 64 | 64.7 | 22.8 | 12.5 |
| Age 65 to 74 | 52.3 | 33.0 | 14.7 |
| Age 75 to 84 | 35.2 | 43.7 | 21.1 |
| Age 85 and over | 23.1 | 49.0 | 27.9 |
| All categories: Age | 79.0 | 14.4 | 6.7 |
| Total by measure of health | 176,216 | 32,039 | 14,915 |

Source: 2011 Census Table DC3302EW

6.50 The Census also reported that around 21,200 (9.5%) of residents reported that their daily activities were limited ‘a lot’ and 21,500 (9.6%) ‘a little’. This compares with slightly lower figures for England (8.3% and 9.3% respectively).

## Household Survey evidence

6.51 Across the borough, the 2018 Household Survey identified around 51,450 people who stated they had an illness/disability (21.9% of residents). A total of 43,200 households (46.5%) contained at least one person with at least one illness/disability.

6.52 Table 6.16 summarises the proportion of households containing someone with a particular illness or disability by ward. The most frequently mentioned illnesses/disabilities across the whole borough are long-standing health conditions (9%), physical mobility/impairment (5.8%) and mental health (4.8%).

| Table 6.16 | Number of people stating illness/disability | |
|---|---|---|
| **Illness/disability** | **Number of people** | **As % of population** |
| Physical / mobility impairment | 13,620 | 5.8 |
| Learning disability / difficulty | 3,118 | 1.3 |
| Mental health problem | 11,201 | 4.8 |
| Visual impairment | 4,753 | 2.0 |
| Hearing impairment | 9,696 | 4.1 |
| Long standing illness or health condition | 21,100 | 9.0 |
| Older Age-related illness or disability | 2,990 | 1.3 |
| Other | 12,305 | 5.2 |
| Total residents with one or more illness/disability | 51,447 | 21.9 |

Source: 2018 Household Survey

## National disability prevalence rates applied to Oldham borough

6.53 The ONS Family Resources Survey provides national data on the number of people with disabilities by age group. This can be applied to population projections by age group to establish the potential number of residents who have a disability at the start of the plan period and how this is likely to change over the plan period 2018-2037 (Table 6.17). Although the number of people does not necessarily translate to a specific housing need, it provides a further insight into the likely level of disability experienced by residents in the borough. A total of around 46,800 people experiencing a disability is suggested which represents 19.9% of residents in households and this is expected to increase to 21.5% by 2037 (which results in an additional 7,422 people with an illness or disability.

| Table 6.17 | Estimate of the number of people with a particular disability | | |
|---|---|---|---|
| | **Estimated of residents with Disability** | | |
| | **2018** | **2037** | **Change** |
| Base (total in households with disability) | 46,786 | 54,208 | 7,422 |
| **% of population with disability** | 19.9 | 21.5 | 1.6 |

Source: ONS Family Resources Survey 2016/17 and ONS 2016-based population projections

## Benefit claimants – Disability Living Allowance (DLA) by disabling condition

6.54 The Department of Work and Pensions (DWP) publishes information about the number of people receiving Disability Living Allowance (DLA) and the conditions associated with the claim. Table 6.18 indicates that 3.8% of the population receive DLA, with 4.5% of all residents under 16, 2.6% of residents aged 16-49, 3.9% of residents aged 50-64 and 9.0% of all residents aged 65 and over in receipt of DLA. The disabling conditions reported by borough residents in receipt of DLA are shown in Table 6.19 and indicates that the most prevalent conditions are learning difficulties and arthritis.

**Table 6.18 DLA claimants by age group**

| Age group | Number of claimants | % of claimants | Population 2018 est | % population DLA claimant |
|---|---|---|---|---|
| Under 16 | 2,280 | 25.7 | 50,400 | 4.5 |
| 16-24 | 260 | 2.9 | 28,600 | 0.9 |
| 25-49 | 1,270 | 14.3 | 76,300 | 1.7 |
| 50-64 | 1,650 | 18.6 | 41,900 | 3.9 |
| 65 and over | 3,400 | 38.4 | 37,800 | 9.0 |
| Total | 8,860 | 100.0 | 235,000 | 3.8 |

Source: NOMIS

**Table 6.19 DLA claimants by disabling condition**

| Disabling Condition | Age Group | | | Total % |
|---|---|---|---|---|
| | <65 | 65+ | Total | |
| Total | 5,460 | 3,400 | 8,860 | |
| Learning Difficulties | 1,660 | 40 | 1,700 | 19.2 |
| Arthritis | 370 | 1,170 | 1,540 | 17.4 |
| Disease of the Muscles, Bones or Joints | 270 | 230 | 500 | 5.6 |
| Psychosis | 370 | 70 | 440 | 5.0 |
| Back pain - other / Precise diagnosis not Specified | 170 | 180 | 350 | 4.0 |
| Heart Disease | 80 | 270 | 350 | 4.0 |
| Neurological Diseases | 270 | 60 | 330 | 3.7 |
| Unknown / Transfer from Attendance Allowance | 180 | 130 | 310 | 3.5 |
| Spondylosis | 60 | 230 | 290 | 3.3 |
| Psychoneurosis | 210 | 80 | 290 | 3.3 |
| Behavioural Disorder | 280 | 0 | 280 | 3.2 |
| Cerebrovascular Disease | 70 | 170 | 240 | 2.7 |
| Blindness | 160 | 70 | 230 | 2.6 |
| Chest Disease | 60 | 160 | 220 | 2.5 |
| Epilepsy | 170 | 40 | 210 | 2.4 |
| Deafness | 160 | 30 | 190 | 2.1 |
| Hyperkinetic Syndromes | 170 | 0 | 170 | 1.9 |
| Diabetes Mellitus | 90 | 40 | 130 | 1.5 |
| Malignant Disease | 60 | 60 | 120 | 1.4 |
| Trauma to Limbs | 50 | 50 | 100 | 1.1 |
| Asthma | 50 | 50 | 100 | 1.1 |
| Multiple Sclerosis | 60 | 40 | 100 | 1.1 |
| Other (conditions each representing less than 1% of total recipients) | 400 | 240 | 640 | 7.2 |

Source: Nomis and DWP 2018

## Identified needs for people with disabilities

6.55 Available information from the MPS identifies the following key needs:

- Current estimates to 2030 anticipate a growth in numbers of the population with:
  - Moderate physical disabilities; and
  - People aged over 65 with a learning disability.
- Across all categories of need demand is projected to increase from a baseline of 2012 to 2020:
  - Adults predicted to have a learning disability is projected to rise from 3,290 to 3,328;
  - Adults predicted to have a moderate or severe learning disability is projected to rise from 738 to 757;
  - Adults predicted to have a moderate or serious personal care disability is projected to rise from 6,190 to 6,385; and
  - Numbers with drugs and alcohol disability is projected to rise from 4,577 to 4,620.

## Recommendations for optional accessibility and wheelchair standard housing

6.56 The 2018 Household Survey indicates that 9.1% of households live in properties that have been adapted or purpose built for those with an illness/disability. Analysis of demographic data would suggest that the number of adapted properties will need to increase by 1,343 over the plan period (Table 6.20). This figure has been derived from data on the number of households with adaptations by age group of the Household Reference Person; how the number of households by HRP age group is expected to change; and applying the proportion of adapted properties to future household numbers by age group.

**Table 6.20 Future need for adapted properties**

| Age Group | Year | | | % properties with adaptations | No. Adapted properties required by age group | | |
|---|---|---|---|---|---|---|---|
| | 2018 | 2037 | change | | 2018 | 2037 | change |
| Under 65 | 67,484 | 66,675 | -809 | 6.3 | 4,251 | 4,201 | -51 |
| 65+ | 27,089 | 39,534 | 12,445 | 11.2 | 3,034 | 4,428 | 1,394 |
| Total | 94,573 | 106,209 | 11,636 | 7.7 | 7,285 | 8,628 | 1,343 |
| Source | ONS 2016-based | ONS 2016-based | | 2018 Household Survey | 2018 survey applied to ONS 2016 | 2018 survey applied to ONS 2016 | |

6.57 Residents in 4.5% of all properties across the borough have stated that they need their dwelling to be wheelchair accessible. Demographic modelling of data would suggest that the number of wheelchair accessible dwellings needs to increase by 550 dwellings over the plan period.

6.58 It is important to consider that some dwellings will not be capable of adaptation or they are situated in an area that is unsuitable for people with disabilities. For example, dwellings that are built on a hill, have poor vehicular access, or are located some distance from health care, support and retail facilities.

6.59 In line with the GMSF, all new dwellings must be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable. It is also recommended that 4%[21] of new dwellings are built to M4(3) wheelchair accessible standard.

6.60 These recommendations also assume that there will be ongoing adaptation of existing dwellings to support those with additional needs.

## Student households

6.61 There were no particular strategic housing issues identified through the Household Survey and stakeholder discussions.

## Houses in multiple occupation

6.62 A house in multiple occupation (HMO) is a property rented out by at least three people who are not from one 'household' (for example a family) but share facilities like the bathroom and kitchen. A licence is required for a 'large' HMO, defined as a property where all of the following apply:

- It is rented for 5 or more people who form more than 1 household;
- Some or all tenants share toilet, bathroom or kitchen facilities; and
- At least one tenant pays rent (or their employer pays it for them).

6.63 According to official data, there are 600 HMOs across the borough in 2015/16[22] of which 30 are licenced. This compares with an estimate of 172 HMOs in 2011[23].

[21] Based on a need of 552 over the plan period and total delivery of 14,320 dwellings (716x20 years)

[22] Local Authority Housing Statistics 2016/17

[23] Housing Strategy Statistical Appendix 2011/12

## Homeless and previously-homeless households

6.64 Ministry of Housing, Communities and Local Government (MHCLG) Homelessness Statistics for the year 2017/18 indicate that a total of 479 decisions were made on households declaring themselves as homeless across the borough (Table 6.21). Of these households, 147 were classified as homeless and in priority need. Over the five years 2013/14 to 2017/18, there has been an increase in the number of decisions made (+415%) and the numbers accepted as homeless (+220), particularly in 2016/17 and again in 2017/18. Over the five year period an annual average of 201 decisions were made across the borough and an average of 75 households each year were declared as homeless and in priority need.

| Table 6.21 | Homeless decisions and acceptances 2013/14 to 2017/18 | |
|---|---|---|
| Year | Decisions made | Accepted as homeless |
| 2013/14 | 46 | 93 |
| 2014/15 | 49 | 67 |
| 2015/16 | 47 | 125 |
| 2016/17 | 86 | 242 |
| 2017/18 | 147 | 479 |
| Total | 375 | 1,006 |
| Annual Average | 75 | 201.2 |

Source: MHCLG Homelessness Statistics

6.65 The 2018 Household Survey identified 375 households that had been previously homeless or living in temporary accommodation and had moved to their present accommodation in the past five years.

6.66 Table 6.22 presents a range of information relating to the characteristics of previously homeless households and the dwelling choices that they have made. 88.6% of households previously homeless have moved into social rented or affordable accommodation and 11.4% now live in owner occupied dwellings while none have moved into the private rented sector. Over a third (38.6%) of previously homeless households have moved into flats or apartments, with most moving into small dwellings (38.6% with one bedroom). A further third (34.7%) moved into houses and 34.7% moved into properties with three or more bedrooms. Half (50%) of previously homeless households have moved within the borough area however a quarter of responses (26.7% ) were unknown.

6.67 The incomes of previously homeless households are generally low with 26.7% receiving less than £100 each week, and a further 56.2% receiving between £100 and £350 each week. While 53.4% of previously-homeless households identified as single adults under 65 years, 23.3% of households include three or more children under the age of 18.

**Table 6.22 Characteristics of households previously homeless**

| Household Type | % | Property Type | % |
|---|---|---|---|
| Single Adult (under 65) | 53.4 | House | 34.7 |
| Single Adult (65 or over) | 11.9 | Flat/apartment | 38.6 |
| Couple only (both under 65) | 0 | Bungalow | 26.7 |
| Couple only (65 or over) | 0 | | |
| Couple with 1 or 2 child(ren) under 18 | 0 | | |
| Couple with 3+ children under 18 | 23.3 | | |
| Couple with child(ren) aged 18+ | 11.4 | | |
| Lone parent with 1 or 2 child(ren) under 18 | 0 | | |
| Lone parent with 3+ children under 18 | 0 | | |
| Other | 0 | | |
| Total | 100 | Total | 100 |
| **Current tenure** | **%** | **Origin** | **%** |
| Owner Occupied | 11.4 | Within the Borough | 50 |
| Private Rented | 0 | Outside the Borough | 23.3 |
| Social Rented/Affordable | 88.6 | Unknown | 26.7 |
| Total | 100 | Total | 100 |
| **Current income (Gross weekly)** | **%** | **Property size** | **%** |
| Under £100 | 26.7 | Studio/1 Bed | 38.6 |
| £100 to <£350 | 56.2 | 2 Beds | 26.7 |
| £350+ | 17 | 3 or more Beds | 34.7 |
| Total | 100 | Total | 100 |

Base: 375 households previously homeless

Source: 2018 Household Survey

## Armed forces personnel

6.68 The 2018 Household Survey identified that 644 (0.7%) of households across the borough include someone who is currently in the armed forces. 0.4% of households identified as including someone who has served in the armed forces in the past five years.

6.69 54 households identified as including current or ex-armed forces personnel with injuries that require adapted accommodation. 326 households identified as including current personnel who will require temporary supported accommodation when they leave the armed forces.

6.70 The housing register currently has 13 armed forces applicants.

## Black and Minority Ethnic households (BAME)

6.71 The 2018 Household Survey indicates that 89.1% of Household Reference People describe themselves as White British and 10.8% describe themselves as having other ethnicities. Of these, 6.2% are Asian or Asian British, 1.5% White Central/Eastern European, 1.3% are Black, African, Caribbean or Black British, 0.7% are White Other and 0.3% are White Irish. A further 0.5% have a mixed ethnicity and 0.3% are other ethnic groups.

6.72 In terms of spatial trends, analysis of ethnicity across the district areas shows some variations. Above-average proportions of HRPs identified as White British in Saddleworth (98.1%), Shaw and Crompton (95.9%) and Royton (93.9%). Compared with the borough average of 89.1%; higher proportions of HRPs identified as Asian or Asian British in West Oldham (22.3%), Chadderton (7.4%) and East Oldham (6.6%). In East Oldham a high of 3.9% HRPs identified as White Central/Eastern European, compared with the borough-wide average of 1.5%.

6.73 Based on the 2018 Household Survey, housing information relating to BAME households includes:

- Around 54.3% are owner occupiers, 19% rent privately and 26.7% live in affordable housing (social rented or intermediate tenures); and
- 27.8% BAME households were in some form of housing need (compared with 11% of all households), with overcrowding the main reason (19.2%) of households in need.
- Of moving BAME households, there were particular aspirations towards larger dwellings (38.5% 3 bedroom houses and 37.6% four or more bedroom houses). Expectations were 46.5% 3 bedroom houses and 34.7% four or more bedroom houses.

6.74 The 2011 Census identified 62 people with Gypsy and Traveller ethnicity living in 21 households. All households lived in bricks and mortar housing. The latest 2017 Gypsy and Traveller Accommodation Assessment identified no Gypsy and Travellers living on sites or Travelling Showpeople living on yards in the borough. The GTAA also identified no need for pitches or plots in Oldham. However, a total of 59 transit pitches are required across Greater Manchester.

## Summary

6.75 This chapter has considered the needs of different groups in line with the NPPF and requirements of the brief. Key findings are now summarised.

6.76 In terms of older people, it is evident that the vast majority of older people wish to stay within their existing homes. For most, this is an informed and appropriate choice where current and future housing needs can be addressed through in situ solutions (including adaptations).

6.77 There are currently around 4,718 units of specialist older persons' accommodation including 1,640 units of residential care (C2) units. 65.1% is provided by a registered provider and 34.9% by a private organisation. It is estimated that an additional 1,604 units of specialist older person (C3) and 855 units of residential care (C2) will be required to 2037.

6.78 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.

***6.79*** A range of information has been assembled from various sources which helps to scope out the likely level of disability across the borough's population. Although it is a challenge to quantify the precise accommodation and support requirements, the LHNA has helped to scope out where needs are arising.

# 7. Dwelling type and mix

## Introduction

7.1 The purpose of this chapter is to consider the dwelling type and size mix which is appropriate for Oldham. There are two main data sources that inform this analysis: household projections and data exploring the relationship between households and dwellings derived from the 2018 Household Survey.

7.2 The latest ONS 2014-based household projections are used to establish the number of households by HRP and household type and how this is expected to change over the plan period 2016-2037.

7.3 Household Survey data can be used to establish the relationship between HRP age group and household type and the dwelling types and sizes occupied (Table 7.1). The Household Survey also provides data on household aspirations and what households would expect to move to. This data can also be broken down by HRP age group and household type.

7.4 By combining this range of data, it is possible to model the likely change in dwelling type/size requirements with reference to:

- The current relationship between HRP/household type and dwelling type/size and this remains constant over the plan period (demographic baseline);
- Household aspirations by HRP/household type (aspirations); and
- What households would expect by HRP/household type (expectations).

**Table 7.1 Age groups, household type and dwelling types used**

| Age group of Household Reference Person | Household (HH) type | Dwelling type | Dwelling size |
|---|---|---|---|
| 15_24 | One Person | 1 Bedroom House | 1 Bedroom |
| 25_34 | Couple only | 2 Bedroom House | 2 Bedrooms |
| 35_44 | HH with 1/2 Child(ren) | 3 Bedroom House | 3 Bedrooms |
| 45_59 | HH with 3 Children | 4 or more bed House | 4+ Bedrooms |
| 60_84 | Other Multi-person | 1 Bedroom Flat | All |
| 85+ | All | 2 Bedroom Flat | |
| All | | 3+ Bedroom flat | |
| | | 1 Bedroom Bungalow | |
| | | 2 Bedroom Bungalow | |
| | | 3+ Bedroom Bungalow | |
| | | All | |

7.5 For each age group, the proportion of HRPs by household type living in different type and size of dwelling has been calculated. Further analysis considers the relationship between age and household type with what moving households within those groups would expect to move to.

## Applying the data at borough level

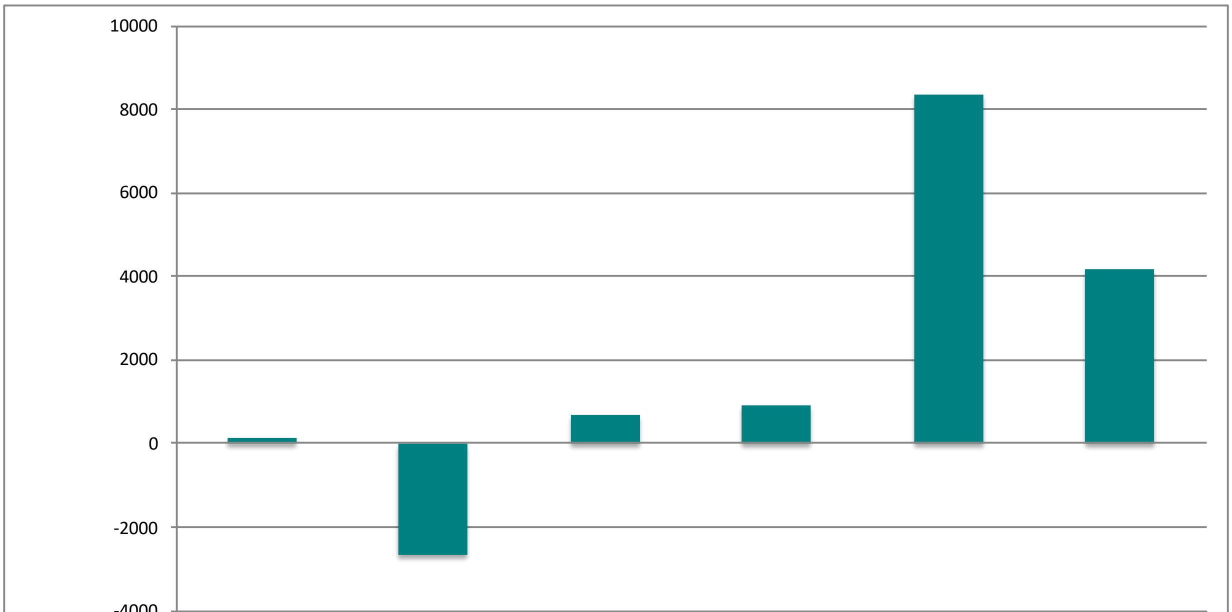
7.6 Applying the data at borough level is done in a systematic way. Firstly, the change in the number of households by age group and household type is established from household projections. Assuming that the dwelling needs of these households do not change over the Local Plan period, the overall impact on type/size of dwellings can be determined.

7.7 This is further explained by a worked example.

- In 2018, 66% of couples (1,132) with an HRP aged 25-34 lived in a two bedroom house and there was a total of 1,699 households in this age and HRP cohort. By 2037, the number of households in this cohort is expected to reduce to 1,070 and assuming that 23.1% live in a two bedroom house, the need will reduce to 713 two bedroom dwellings. There will be a net reduction in need by 419 from this particular cohort for two bedroom dwellings.
- In contrast, the number of couples aged 60-84 is expected to increase from 12,300 in 2018 to 16,761 in 2037. In 2018, 14.7% (1,806) lived in two bedroom houses and this would increase to 2,461 in 2037. There would be a net increase need of 655 from this particular cohort for two bedroom dwellings.

7.8 Tables 7.2A and 7.2B present the baseline demographic data for the borough. This illustrates that the total number of households is expected to increase by around 11,640 over the period 2018-2037 using 2014-based DCLG household projections. Analysis however indicates an absolute decline in households where the HRP is aged under 60 (-905) and an increase in households where the HRP is aged 60 and over (12,547). Figure 7.1 illustrates how the number of households by HRP age is expected to change over the Local Plan period 2018-2037. This demonstrates a dramatic increase in the number of households with an HRP aged 60 and over.

**Figure 7.1 Change in HRP age groups 2018-2037**




| | 15_24 | 25_34 | 35_44 | 45_59 | 60_84 | 85+ |
|---|---|---|---|---|---|---|
| Change in HRP | 129 | -2653 | 683 | 936 | 8351 | 4196 |

Source: DCLG 2014-based household projections

| Table 7.2A | Change in number of households by age group 2018-2037 | | | |
|---|---|---|---|---|
| Age group | Household Type | Year | | Change in households |
| | | 2018 | 2037 | 2018-2037 |
| 15-24 | One Person | 697 | 549 | -148 |
| | Couple only | 273 | 168 | -105 |
| | HH with 1/2 children | 1,806 | 2,033 | 227 |
| | HH with 3 children | 123 | 108 | -15 |
| | Other Multi-person | 385 | 555 | 170 |
| | **Total** | 3,284 | 3,413 | 129 |
| 25-34 | One Person | 2,025 | 1,243 | -782 |
| | Couple only | 1,699 | 1,070 | -629 |
| | HH with 1/2 children | 5,416 | 3,701 | -1,715 |
| | HH with 3 children | 2,066 | 1,893 | -173 |
| | Other Multi-person | 1,127 | 1,773 | 646 |
| | **Total** | 12,333 | 9,680 | -2,653 |
| 35-44 | One Person | 3,571 | 4,897 | 1,326 |
| | Couple only | 1,336 | 1,249 | -87 |
| | HH with 1/2 children | 7,375 | 5,944 | -1,431 |
| | HH with 3 children | 3,494 | 4,405 | 911 |
| | Other Multi-person | 852 | 816 | -36 |
| | **Total** | 16,628 | 17,311 | 683 |
| 45-59 | One Person | 6,940 | 8,074 | 1,134 |
| | Couple only | 4,604 | 2,736 | -1,868 |
| | HH with 1/2 children | 8,460 | 9,676 | 1,216 |
| | HH with 3 children | 1,329 | 1,507 | 178 |
| | Other Multi-person | 6,668 | 6,944 | 276 |
| | **Total** | 28,001 | 28,937 | 936 |
| 60-84 | One Person | 13,224 | 15,378 | 2,154 |
| | Couple only | 12,300 | 16,761 | 4,461 |
| | HH with 1/2 children | 773 | 950 | 177 |
| | HH with 3 children | 48 | 35 | -13 |
| | Other Multi-person | 4,678 | 6,250 | 1,572 |
| | **Total** | 31,023 | 39,374 | 8,351 |
| 85+ | One Person | 2,391 | 5,099 | 2,708 |
| | Couple only | 469 | 1,058 | 589 |
| | HH with 1/2 children | 19 | 21 | 2 |
| | HH with 3 children | 0 | 0 | 0 |
| | Other Multi-person | 422 | 1,319 | 897 |
| | **Total** | 3,301 | 7,497 | 4,196 |

Continued overleaf/...

| Table 7.2B | Change in number of households 2018-2037 | | | |
|---|---|---|---|---|
| Age group | Household Type | Year | | Change in households 2018-2037 |
| | | 2018 | 2037 | |
| ALL | One Person | 28,848 | 35,237 | 6,389 |
| | Couple only | 20,682 | 23,042 | 2,360 |
| | HH with 1/2 children | 23,850 | 22,325 | -1,525 |
| | HH with 3 children | 7,060 | 7,948 | 888 |
| | Other Multi-person | 14,131 | 17,657 | 3,526 |
| | **Total** | 94,571 | 106,209 | 11,638 |

Source: DCLG 2014-based household projections (subject to rounding)

7.9 Table 7.3 summarises the change in the number of households by age group and household type over the plan period 2018-37 based on ONS 2014-based household projections.

| Table 7.3 | Change in number of households by age group 2018-2037 | | | | | | |
|---|---|---|---|---|---|---|---|
| Year and Household Type | Household Reference Person Age Group | | | | | | |
| **2018** | **15_24** | **25_34** | **35_44** | **45_59** | **60_84** | **85+** | **Total** |
| One Person | 697 | 2,025 | 3,571 | 6,940 | 13,224 | 2,391 | 28,848 |
| Couple only | 273 | 1,699 | 1,336 | 4,604 | 12,300 | 469 | 20,681 |
| HH with 1/2 Children | 1,806 | 5,416 | 7,375 | 8,460 | 773 | 19 | 23,849 |
| HH with 3 Children | 123 | 2,066 | 3,494 | 1,329 | 48 | 0 | 7,060 |
| Other Multi-person | 385 | 1,127 | 852 | 6,668 | 4,678 | 422 | 14,132 |
| Total | 3,284 | 12,333 | 16,628 | 28,001 | 31,023 | 3,301 | 94,570 |
| | | | | | | | |
| **2037** | **15_24** | **25_34** | **35_44** | **45_59** | **60_84** | **85+** | **Total** |
| One Person | 549 | 1,243 | 4,897 | 8,074 | 15,378 | 5,099 | 35,240 |
| Couple only | 168 | 1,070 | 1,249 | 2,736 | 16,761 | 1,058 | 23,042 |
| HH with 1/2 Children | 2,033 | 3,701 | 5,944 | 9,676 | 950 | 21 | 22,325 |
| HH with 3 Children | 108 | 1,893 | 4,405 | 1,507 | 35 | 0 | 7,948 |
| Other Multi-person | 555 | 1,773 | 816 | 6,944 | 6,250 | 1,319 | 17,657 |
| Total | 3,413 | 9,680 | 17,311 | 28,937 | 39,374 | 7,497 | 106,212 |
| | | | | | | | |
| **Change 2018-37** | **15_24** | **25_34** | **35_44** | **45_59** | **60_84** | **85+** | **Total** |
| One Person | -148 | -782 | 1,326 | 1,134 | 2,154 | 2,708 | 6,392 |
| Couple only | -105 | -629 | -87 | -1,868 | 4,461 | 589 | 2,361 |
| HH with 1/2 Children | 227 | -1,715 | -1,431 | 1,216 | 177 | 2 | -1,524 |
| HH with 3 Children | -15 | -173 | 911 | 178 | -13 | 0 | 888 |
| Other Multi-person | 170 | 646 | -36 | 276 | 1,572 | 897 | 3,525 |
| Total | 129 | -2,653 | 683 | 936 | 8,351 | 4,196 | 11,642 |

Source: 2014-based ONS Household Projections

## Demographic baseline scenario

7.10 Under the demographic baseline, the relationship between HRP/household type and dwelling type/size remains constant over the Local Plan period. The impact of this on overall dwelling type/mix is shown in Table 7.4. Analysis indicates that highest level of need will be for 3-bedroom (40.6%) and 2-bedroom (31.9%) dwellings followed by one-bedroom (17.2%) and 4+ bedroom (10.3%) dwellings. Regarding dwelling type, analysis suggests a broad split of 61.9% houses, 16.2% flats, 21.1% bungalows (or level-access accommodation) and 0.8% other types.

**Table 7.4 Impact of Change in households by age group on dwellings occupied: baseline demographic**

| Dwelling type/size | Age group of Household Reference Person | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | **15-24** | **25-34** | **35-44** | **45-59** | **60-84** | **85+** | **Total** | **% change** |
| 1 Bedroom House | 0 | 0 | 0 | 11 | 17 | 0 | 28 | 0.2 |
| 2 Bedroom House | 46 | -1,256 | 171 | 254 | 1,693 | 898 | 1,807 | 15.5 |
| 3 Bedroom House | 43 | -676 | 244 | 334 | 3,224 | 1,008 | 4,178 | 35.9 |
| 4 or more Bedroom House | 26 | -193 | 191 | 165 | 911 | 97 | 1,197 | 10.3 |
| 1 Bedroom Flat | 9 | -186 | 20 | 72 | 725 | 819 | 1,460 | 12.5 |
| 2 Bedroom Flat | 5 | -321 | 39 | 30 | 408 | 242 | 404 | 3.5 |
| 3+ Bedroom Flat | 0 | 0 | 6 | 0 | 18 | 0 | 24 | 0.2 |
| 1 Bedroom Bungalow | 0 | 0 | 2 | 12 | 231 | 254 | 498 | 4.3 |
| 2 Bedroom Bungalow | 0 | 0 | 5 | 35 | 687 | 754 | 1,481 | 12.7 |
| 3+ Bedroom Bungalow | 0 | -22 | 4 | 16 | 358 | 123 | 480 | 4.1 |
| 1 Bedroom Other | 0 | 0 | 0 | 0 | 20 | 0 | 20 | 0.2 |
| 2 Bedroom Other | 0 | 0 | 0 | 4 | 17 | 0 | 21 | 0.2 |
| 3+ Bedroom Other | 0 | 0 | 0 | 0 | 42 | 0 | 42 | 0.4 |
| **Total** | 129 | -2,653 | 683 | 934 | 8,351 | 4,196 | 11,640 | 100.0 |
| **No. of Bedrooms** | **Age group of Household Reference Person** | | | | | | | |
| | **15-24** | **25-34** | **35-44** | **45-59** | **60-84** | **85+** | **Total** | **% change** |
| 1 | 9 | -186 | 22 | 96 | 993 | 1,073 | 2,007 | 17.2 |
| 2 | 51 | -1,577 | 215 | 324 | 2,804 | 1,895 | 3,713 | 31.9 |
| 3 | 43 | -698 | 255 | 350 | 3,642 | 1,132 | 4,724 | 40.6 |
| 4 or more | 26 | -193 | 191 | 165 | 911 | 97 | 1,197 | 10.3 |
| **Total** | 129 | -2,653 | 683 | 934 | 8,351 | 4,196 | 11,640 | 100 |

Note totals by age group may vary slightly due to rounding errors

Source: ONS 2014-based household projections and 2018 Household Survey

## Aspiration scenario

7.11 Under the aspiration scenario, the relationship between HRP/household type and dwelling type/size is based on the aspirations of households who are intending to move in the next 5 years. The profile of dwellings is applied to changes in

HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table 7.5. Analysis indicates that the highest level of need is for 3-bedroom (42.5%) and 2-bedroom (27.4%) dwellings followed by four or more bedroom dwellings (20.3%) and one bedroom (9.8%) dwellings. Regarding dwelling type, analysis suggests a marked shift towards bungalow/level access accommodation, with broad split of 50.4% houses, 38.8% bungalows (or level-access accommodation), 5.7% flats and with a marked increase in other property types (5.1% which is principally older persons specialist accommodation).

**Table 7.5 Impact of Change in households by age group on dwellings occupied: aspirations**

| Dwelling type/size | Age group of Household Reference Person | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | 15-24 | 25-34 | 35-44 | 45-59 | 60-84 | 85+ | Total | % change |
| 1 Bedroom House | 0 | 0 | 0 | 0 | 175 | 0 | 175 | 1.5 |
| 2 Bedroom House | 15 | -1,767 | 0 | 124 | 768 | 1,083 | 224 | 1.9 |
| 3 Bedroom House | 71 | -886 | 468 | 211 | 2,455 | 785 | 3,103 | 26.7 |
| 4 or more Bedroom House | 0 | 0 | 215 | 460 | 1,503 | 185 | 2,363 | 20.3 |
| 1 Bedroom Flat | 15 | 0 | 0 | 27 | 0 | 67 | 109 | 0.9 |
| 2 Bedroom Flat | 0 | 0 | 0 | 64 | 225 | 264 | 553 | 4.8 |
| 3+ Bedroom Flat | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 |
| 1 Bedroom Bungalow | 7 | 0 | 0 | 0 | 454 | 230 | 691 | 5.9 |
| 2 Bedroom Bungalow | 21 | 0 | 0 | 0 | 1,350 | 684 | 2,055 | 17.7 |
| 3+ Bedroom Bungalow | 0 | 0 | 0 | 34 | 1,010 | 726 | 1,770 | 15.2 |
| 1 Bedroom Other | 0 | 0 | 0 | 0 | 109 | 55 | 163 | 1.4 |
| 2 Bedroom Other | 0 | 0 | 0 | 17 | 225 | 113 | 356 | 3.1 |
| 3+ Bedroom Other | 0 | 0 | 0 | 0 | 75 | 0 | 75 | 0.6 |
| **Total** | 129 | -2,653 | 683 | 936 | 8,351 | 4,192 | 11,638 | 100.0 |
| **No. of Bedrooms** | **Age group of Household Reference Person** | | | | | | | |
| | 15-24 | 25-34 | 35-44 | 45-59 | 60-84 | 85+ | Total | % change |
| 1 | 22 | 0 | 0 | 27 | 738 | 352 | 1,139 | 9.8 |
| 2 | 36 | -1,767 | 0 | 205 | 2,569 | 2,145 | 3,188 | 27.4 |
| 3 | 71 | -886 | 468 | 244 | 3,541 | 1,511 | 4,948 | 42.5 |
| 4 or more | 0 | 0 | 215 | 460 | 1,503 | 185 | 2,363 | 20.3 |
| **Total** | 129 | -2,653 | 683 | 936 | 8,351 | 4,192 | 11,638 | 100 |

## Expect scenario

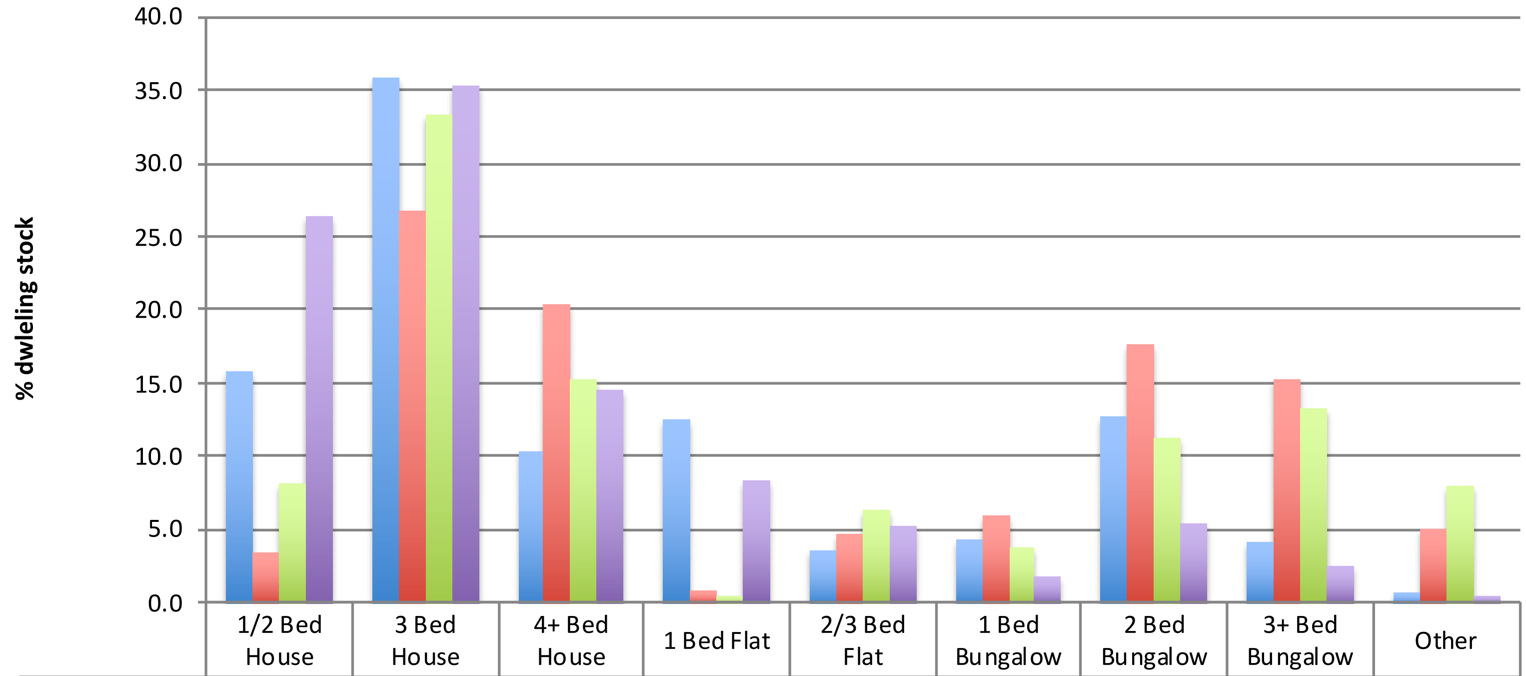
7.12 Under the expect scenario, the relationship between HRP/household type and dwelling type/size is based on what households would expect to move to if they are intending to move in the next 5 years. The profile of dwellings is applied to changes in HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table 7.6. Analysis indicates a continued focus on the need for 3-bedroom (47.6%) and 2-bedroom (28.2%) dwellings, followed by 4 or more bedroom (15.2%) and 1-bedroom (8.9%). Regarding dwelling type, analysis continues to suggest a marked shift towards bungalow/level access accommodation, with broad split of

56.7% houses, 28.4% bungalows (or level-access accommodation), 6.8% flats and 8.1% other property types (principally older persons specialist accommodation).

| Table 7.6 | Impact of Change in households by age group on dwellings occupied: expect | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| **Dwelling type/size** | **Age group of Household Reference Person** | | | | | | | |
| | **15-24** | **25-34** | **35-44** | **45-59** | **60-84** | **85+** | **Total** | **% change** |
| 1 Bedroom House | 0 | 0 | 0 | 0 | 100 | 0 | 100 | 0.9 |
| 2 Bedroom House | 113 | -1,881 | 200 | 34 | 1,261 | 1,125 | 851 | 7.3 |
| 3 Bedroom House | 0 | 0 | 371 | 347 | 2,522 | 638 | 3,878 | 33.3 |
| 4 or more Bedroom House | 0 | 0 | 112 | 382 | 1,052 | 227 | 1,773 | 15.2 |
| 1 Bedroom Flat | 0 | -772 | 0 | 31 | 551 | 256 | 66 | 0.6 |
| 2 Bedroom Flat | 0 | 0 | 0 | 83 | 518 | 105 | 706 | 6.1 |
| 3+ Bed Flat | 0 | 0 | 0 | 0 | 0 | 25 | 25 | 0.2 |
| 1 Bedroom Bungalow | 4 | 0 | 0 | 9 | 267 | 165 | 445 | 3.8 |
| 2 Bedroom Bungalow | 12 | 0 | 0 | 27 | 794 | 490 | 1,322 | 11.4 |
| 3+ Bedroom Bungalow | 0 | 0 | 0 | 22 | 952 | 571 | 1,545 | 13.3 |
| 1 Bedroom Other | 0 | 0 | 0 | 0 | 0 | 428 | 428 | 3.7 |
| 2 Bedroom Other | 0 | 0 | 0 | 0 | 242 | 168 | 410 | 3.5 |
| 3+ Bedroom Other | 0 | 0 | 0 | 0 | 100 | 0 | 100 | 0.9 |
| **Total** | 129 | -2,653 | 683 | 935 | 8,359 | 4,196 | 11,649 | 100.0 |
| **No. of Bedrooms** | **Age group of Household Reference Person** | | | | | | | |
| | **15-24** | **25-34** | **35-44** | **45-59** | **60-84** | **85+** | **Total** | **% change** |
| 1 | 4 | -772 | 0 | 40 | 918 | 849 | 1,039 | 8.9 |
| 2 | 125 | -1,881 | 200 | 144 | 2,815 | 1,887 | 3,289 | 28.2 |
| 3 | 0 | 0 | 371 | 370 | 3,574 | 1,234 | 5,548 | 47.6 |
| 4 or more | 0 | 0 | 112 | 382 | 1,052 | 227 | 1,773 | 15.2 |
| **Total** | 129 | -2,653 | 683 | 935 | 8,359 | 4,196 | 11,649 | 100 |

7.13 Figure 7.2 provides a further illustration of the variance between current stock and the alternative dwelling mix scenarios. Under the baseline demographic scenario, delivery of three and four or more bedroom houses and an increasing proportion of bungalows is identified. However, under aspiration and expectation scenarios, there is a marked shift towards smaller flats and bungalows.

**Figure 7.2 Summary of dwelling types under baseline demographic and aspiration/expectation scenarios**




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

**Dwelling type and size**

Source: 2018 Household Survey

## Summary of scenarios

7.14 Table 7.7 summarises the outcome of the dwelling type/mix scenario analysis. The key message is by taking into account what people aspire to and what they expect to move to, there is a marked shift towards a need for smaller dwellings and a reduced emphasis of houses in favour of flats and bungalows/level access accommodation. Of particular note is the marked increase in need for other property types, principally older persons' specialist housing, under both the aspiration and expectation scenarios.

**Table 7.7 Summary of dwelling type/mix scenarios**

| | Scenario | | |
|---|---|---|---|
| **Dwelling type/size** | **Demographic baseline (%)** | **Aspiration (%)** | **Expectation (%)** |
| 1/2 Bedroom House | 15.7 | 3.4 | 8.2 |
| 3 Bedroom House | 35.9 | 26.7 | 33.3 |
| 4+ Bedroom House | 10.3 | 20.3 | 15.2 |
| 1 Bedroom Flat | 12.5 | 0.9 | 0.6 |
| 2/3 Bedroom Flat | 3.7 | 4.8 | 6.3 |
| 1 Bedroom Bungalow | 4.3 | 5.9 | 3.8 |
| 2 Bedroom Bungalow | 12.7 | 17.7 | 11.4 |
| 3+ Bedroom Bungalow | 4.1 | 15.2 | 13.3 |
| Other | 0.8 | 5.1 | 8.1 |
| TOTAL | 100.0 | 100.0 | 100.0 |
| **Dwelling type** | **Demographic baseline (%)** | **Aspiration (%)** | **Expectation (%)** |
| House | 61.9 | 50.4 | 56.7 |
| Flat | 16.2 | 5.7 | 6.8 |
| Bungalow | 21.1 | 38.8 | 28.4 |
| Other | 0.7 | 5.1 | 8.1 |
| TOTAL | 100.0 | 100.0 | 100.0 |
| **Number of bedrooms** | **Demographic baseline (%)** | **Aspiration (%)** | **Expectation (%)** |
| 1 | 17.2 | 9.8 | 8.9 |
| 2 | 31.9 | 27.4 | 28.2 |
| 3 | 40.6 | 42.5 | 47.6 |
| 4 | 10.3 | 20.3 | 15.2 |
| TOTAL | 100.0 | 100.0 | 100.0 |

## Overall dwelling mix by tenure

7.15 Finally, Table 7.8 summarises dwelling type/size mix based on the baseline demographic scenario. Note that the only major difference under the aspiration and expectation scenario is a higher proportion of larger dwellings. This assumes the council's annual dwelling target of 716 dwellings, an affordable housing target of around 30% and factors in the dwelling type/size analysis carried out as part of the affordable housing need calculation.

**Table 7.8 Overall dwelling type/size and tenure mix under baseline demographic scenario**

| Dwelling type/size | Tenure | | |
|---|---|---|---|
| | Market (70%) | Affordable (30%) | Total |
| 1/2 Bedroom House | 67 | 46 | 113 |
| 3 Bedroom House | 202 | 55 | 257 |
| 4+ Bedroom House | 63 | 10 | 74 |
| 1 Bedroom Flat | 64 | 26 | 90 |
| 2/3 Bedroom Flat | -17 | 43 | 26 |
| 1-2 Bedroom Bungalow | 102 | 20 | 122 |
| 3+ Bedroom Bungalow | 27 | 2 | 30 |
| Other | 5 | 0 | 5 |
| TOTAL | 513 | 203 | 716 |
| **Dwelling type** | **Market (70%)** | **Affordable (30%)** | **Total** |
| House | 332 | 112 | 443 |
| Flat | 47 | 69 | 116 |
| Bungalow | 129 | 22 | 151 |
| Other | 5 | 0 | 5 |
| Total | 513 | 203 | 716 |
| **Number of bedrooms** | **Market (70%)** | **Affordable (30%)** | **Total** |
| 1 | 90 | 34 | 123 |
| 2 | 130 | 99 | 228 |
| 3 | 230 | 60 | 291 |
| 4 | 63 | 10 | 74 |
| Total | 513 | 203 | 716 |

## Conclusions

7.16 The purpose of this chapter has been to explore the relationship between households and dwellings occupied to establish an indication of appropriate dwelling mix for Oldham over the Local Plan period.

7.17 Having established future household change and the implications this has for dwelling type, size and tenure mix, the council can make informed strategic decisions in the range of dwellings to be built over the plan period.

# 8. Conclusion: policy and strategic issues

8.1 This document has been prepared to equip the council and their partners with robust, defensible and transparent information to help inform strategic decision-making and the formulation of appropriate housing and planning policies. The work also takes account of existing and emerging government policy and guidance.

8.2 The Oldham Borough Local Housing Needs Assessment 2019 will help the council plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. It complements the wider Greater Manchester SHMA and identifies the size, type and tenure of housing required by considering current market demand relative to supply; and also identifies a continued affordable housing imbalance across the borough.

8.3 This concluding chapter summarises key messages from the research findings, structured around a commentary on the current and future housing markets and key local strategic issues.

## Dwelling type and mix

8.4 The LHNA assumes a total of 716 dwellings to be built each year based on MHCLG's standard methodology. The relationship between household change and dwelling type/size and tenure requirements have been fully explored. Evidence will help the council deliver an appropriate range of dwelling stock for residents over the plan period. Analysis concludes there is a particular need for three and four or more bedroom houses and an increasing proportion of bungalows is identified. However, under aspiration and expectation scenarios, there is a marked shift towards smaller flats and bungalows. There is also a marked increase in the need for older persons' specialist accommodation.

8.5 Analysis of affordable housing need indicates an ongoing need for a range of affordable housing, with a broad range of requirements: 16.7% one-bedroom, 48.7% two-bedroom, 29.6% three-bedroom and 5% four or more bedroom dwellings. An appropriate affordable tenure split for the borough is 50% rented and 50% intermediate tenure split.

## Meeting the needs of older people and those with disabilities

8.6 There is evidence to support a programme of accommodation delivery to help meet the needs of older people and those with disabilities. Although the vast majority of older people want to remain in their own home with support when needed, there is a need to diversify options available to older people wanting to move to more appropriate accommodation. Currently there are around 4,700 units of specialist older person accommodation including around 1,640 units of residential care (C2) dwellings. Analysis of demographic change would suggest a need for an additional 1,604 units of specialist (C3) units and 855 additional units of residential (C2) units to 2037.

8.7 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.

8.8 A wealth of information has been assembled from various sources which helps to scope out the likely level of disability across the borough's population. Although it is a challenge to quantify the precise accommodation and support requirements, the LHNA has helped to scope out where needs are arising.

8.9 In line with the GMSF, all new dwellings must be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable. It is also recommended that 4% of new dwellings are built to M4(3) wheelchair accessible standard.

8.10 These recommendations also assume that there will be ongoing adaptation of existing dwellings to support those with additional needs.

## Final comments

8.11 The evidence presented in this LHNA suggests that there are three main policy areas that require particular attention from both a planning policy and social policy perspective:

- the challenge of enabling the quantity and mix of housing that needs to be delivered;
- the challenge of ensuring that the housing and support needs of older people are met going forward; and
- ensuring that new development takes account of the particular needs across housing market areas within the borough.

# Introduction to Technical Appendices

- Technical Appendix A: Research methodology
- Technical Appendix B: Policy review
- Technical Appendix C: Housing need

# Technical Appendix A: Research methodology

## Overall approach

A.1 A multi-method approach was adopted in order to prepare a robust and credible Local Housing Needs Assessment for Oldham borough:

- A survey of households across the borough. 17,300 households were contacted and invited to complete a questionnaire and 2,080 questionnaires were returned and used in data analysis. This represents a 12% response rate overall resulting in a borough-level sample error of +/-2.12%;
- An online survey of key stakeholders including representatives from neighbouring local authorities, housing associations, voluntary groups and some independent representatives;
- Interviews with estate and letting agents operating within the borough; and
- A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and CLG Statistics.

## Baseline dwelling stock information and Household Survey sample errors

A.2 Table A1 summarises total dwelling stock and the number of households contacted by district, achieved responses and sample errors.

**Table A1 Household Survey sample information**

| District | Total Households (Council Tax) | Mail out | Achieved Response | Sampling Error | Achieved Response Rate | |
|---|---|---|---|---|---|---|
| | | | | | Rate (%) | Census or Sample |
| Chadderton | 13,833 | 2471 | 292 | 5.67% | 11.8 | Sample |
| Failsworth and Hollinwood | 13,998 | 2471 | 267 | 5.94% | 10.8 | Sample |
| Royton | 9,421 | 2471 | 355 | 5.10% | 14.4 | Sample |
| Saddleworth and Lees | 13,656 | 2471 | 455 | 4.52% | 18.4 | Sample |
| Shaw and Crompton | 9,526 | 2471 | 338 | 5.24% | 13.7 | Sample |
| East Oldham | 19,528 | 2471 | 214 | 6.66% | 8.7 | Sample |
| West Oldham | 12,929 | 2471 | 159 | 7.72% | 6.4 | Sample |
| **Total** | **92,891** | **17,302** | **2,080** | 2.12% | 12.0 | Sample |

Source: Council Tax Data 2017

Sample error is based on the 95% confidence interval which is the industry standard to establish result accuracy.

## Weighting and grossing

A.3 In order to proceed with data analysis, it is critical that survey data is weighted to take into account response and non-response bias and grossed up to reflect the total number of households. Weighting for each survey area was based on:

- **Tenure** (the proportion of affordable (social rented and intermediate tenure) and open market dwellings based on 2011 Census data);
- **Age of Household Reference Person** based on the proportions of HRPs aged under 65 and 65 or over living in affordable and open market provision derived from the 2011 Census; and
- **Council Tax occupied dwellings** based on the number of occupied dwellings and used as a grossing factor in the weighting to ensure that there is a suitable uplift on the Census 2011 data.

A.4 Ultimately, the survey element of the assessment is sufficiently statistically robust to undertake detailed analysis and underpin core outputs of the study down to the survey areas presented in Table A1. Furthermore, the survey findings are enhanced and corroborated through analysis of secondary data and stakeholder consultation.

# Technical Appendix B: Policy review

B.1 The purpose of this appendix is to set out the national policy agenda of relevance to this Local Housing Needs Assessment.

## Introduction

B.2 Under the Conservative and Liberal Democrat Coalition Government, the period 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy. This was set within the context of national austerity and an economic policy of deficit reduction and public spending cuts following a period of recession and financial turbulence. The reforms championed localism, decentralisation and economic growth.

B.3 This agenda continued to be pursued under the leadership of David Cameron following the election of a majority Conservative Government in May 2015. Further welfare reforms were accompanied by policies seeking to increase the rate of housebuilding and promoting home ownership as the tenure of choice. The Housing and Planning Act 2016 was intended to provide the legislative basis for a number of Conservative Manifesto commitments, including the flagship Starter Homes scheme. The Act also made provisions for other aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.

B.4 The European Union Referendum of June 2016 resulted in significant changes in the political climate at a number of levels. Changes in government leadership – with the appointment of Theresa May as Prime Minister – quickly led to discussions regarding the direction of housing and planning policy. Alongside significant delays (and in some cases abandonment) in the implementation of secondary legislation relating to aspects of the Housing and Planning Act 2016; conference speeches, ministerial statements and the Housing White Paper (February 2017) indicated a change in attitude towards housing policy. The 2016-17 Administration signalled a broader 'multi-tenure' housing strategy, including support for a range of tenures in addition to home ownership. The Neighbourhood Planning Act 2017 was passed with the intention of strengthening neighbourhood planning by ensuring that decision-makers take account of well-advanced neighbourhood development plans and giving these plans full legal weight at an earlier stage.

B.5 The snap General Election of June 2017 created a new wave of political change and uncertainty, although the overall government leadership remains under Conservative control and ministers are keen to keep housing as a key domestic policy priority.

## 2010-2015 (Coalition Government)

B.6 Following the Coalition Agreement of May 2010, the Localism Act 2011 was passed with the express intention of devolving power from central government towards local people. The Localism Act set out a series of measures to seek a substantial and lasting shift of powers including:

- new freedoms and flexibilities for local government, including directly elected mayors and empowering cities and other local areas;
- new rights and powers for communities and individuals;
- reform to make the planning system more democratic and more effective, including the abolition of regional spatial strategies (RSS), the introduction of the 'Duty to Cooperate', neighbourhood planning, Community 'Right to Build', reforming the community infrastructure levy and reforming the Local Plan process; and
- reform to ensure that decisions about housing are taken locally.

B.7 In terms of housing reform, the Localism Act enabled more decisions about housing to be made at the local level. Local authorities were granted greater freedom to set their own policies about who can qualify to go on the waiting list in their area. In addition, the Act allowed for more flexible tenure arrangements for people entering social housing, with social landlords able to grant tenancies for a fixed length of term rather than lifetime tenancies for all. In respect to homelessness, the Act allowed local authorities to meet their homelessness duty by providing private rented accommodation, rather than in temporary accommodation until long-term social housing becomes available. The Act also reformed social housing funding, allowing local councils to keep the rent they collect and use it locally to maintain their housing stock.

B.8 The **National Housing Strategy for England, *Laying the Foundations: A Housing Strategy for England***, was published in November 2011 under the Coalition Administration and it currently remains in place. The Strategy acknowledged some of the problems within the housing market and set out the policy response. The measures set out promote home ownership, including a new-build mortgage indemnity scheme (providing up to 95% loan-to-value mortgages guaranteed by government) and a 'FirstBuy' 20% equity loan scheme for first-time buyers.

B.9 The National Housing Strategy acknowledges the importance of social housing and the need for more affordable housing. However, the document reaffirms the programme of reforming this sector, including *'changes to the way people access social housing, the types of tenancies that are provided and the way the homelessness duty is discharged'* . The private rented sector is considered to play *'an essential role in the housing market, offering flexibility and choice to people and supporting economic growth and access to jobs'* . The document sets out an intention to support the growth of the private rented sector through innovation and investment, to meet continuing demand for rental properties.

B.10 The National Housing Strategy set out the objectives of preventing homelessness, protecting the most vulnerable and providing for older people's housing needs. However, it also confirmed a radical package of welfare reforms, including a reduction in Housing Benefit, changes to the Local Housing Allowance (Housing Benefit in the private sector) and the introduction of 'Universal Credit' to replace other means-tested working age benefits and tax credits.

B.11 The **National Planning Policy Framework (NPPF)** was published in March 2012. It sets out the government's planning policies for England and how these are expected to be applied. The NPPF formed a key part of the Coalition Government's planning system reforms, simplifying national guidance (previously contained in multiple Planning Policy Statements and Planning Policy Guidance) and reducing the quantity of policy pages. Fundamentally, it must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions. The document states that *'at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.'*

B.12 The NPPF sets out 12 core planning principles to underpin both plan-making and decision-taking. It also establishes 13 aspects to achieving sustainable development, which include delivering a wide choice of high quality homes (#6) and promoting healthy communities (#8). The Framework also sets out the accepted definitions of affordable housing covering social rented housing, affordable rented housing and intermediate housing.

B.13 **National Planning Practice Guidance** (PPG) on a range of specific topics has been made available through an online system since March 2014 . PPG topics include Duty to Cooperate, Housing and Economic Development Needs Assessments, Housing and Economic Land Availability Assessment, Housing - Optional Technical Standards, Local Plans, Neighbourhood Planning, Rural Housing and Starter Homes.

B.14 Revisions to both NPPF and NPPG were published for consultation in March 2018 (see below).

## 2015-2016 (Conservative Government under David Cameron)

B.15 Following the election of a majority Conservative Government in May 2015 under David Cameron, the government's **Summer Budget 2015** was presented to Parliament by the then-Chancellor George Osborne. The Budget set out widespread reforms to the welfare system, including a four-year freeze on working-age benefits; a reduction in the household benefit cap; restrictions on Child Tax Credit; training requirements for those on Universal Credit aged 18 to 21; the removal of automatic entitlement to Housing Benefit for those on Universal Credit aged 18 to 21; and the removal of the Family Premium element of Housing Benefit for new claims from April 2016. Alongside these welfare cuts, it was announced that rents for social housing will be reduced by 1% per year for four years, while tenants on incomes of over £30,000, or £40,000 in London, will be required to pay market rate (or near market rate) rents. A review of 'lifetime tenancies' was confirmed, with a view to limiting their use to ensure the best use of social housing stock. Support for home ownership measures was reiterated with measures such as the extension of the Right to Buy to housing association tenants and the introduction of Help to Buy ISAs.

B.16 Alongside the Summer Budget 2015 the government published a '**Productivity Plan**', ***Fixing the foundations: Creating a more prosperous nation*** (10th July 2015). This sets out a 15-point plan that the government will put into action to boost the UK's productivity growth, centred around two key pillars: encouraging long-term investment and promoting a dynamic economy. Of particular relevance to housing was the topic regarding 'planning freedoms and more houses to buy'. This set out a number of proposals in order to increase the rate of housebuilding and enable more people to own their own home, including a zonal system to give automatic planning permission on suitable brownfield sites; speeding up local plans and land release, stronger compulsory purchase powers and devolution of planning powers to the Mayors of London and Manchester, extending the Right to Buy to housing association tenants, delivering 200,000 Starter Homes and restricting tax relief to landlords.

B.17 The Spending Review and Autumn Statement 2015 (November 2015) continued the policy themes of the Summer Budget. This included:

- Plans to extend the 'Local Housing Allowance' to social landlords so that the Housing Benefit payed to tenants living in housing association properties will be capped at the LHA rate;
- A new 'Help to Buy Shared Ownership' scheme, removing restrictions on who can buy shared ownership properties to anyone with a household income of less than £80,000 outside London and £90,000 in London;
- 'London Help to Buy' – an equity loan scheme giving buyers 40% of the new home value (as opposed to 20% under the Help to Buy scheme);
- 200,000 'Starter Homes' to be built over the following five years;
- From 1st April 2016 an extra 3% in stamp duty to be levied on people purchasing additional properties such as buy-to-let properties or second homes;
- Right to Buy extension to housing association tenants;
- £400 million for housing associations and the private sector to build more than 8,000 new 'specialist' homes for older people and people with disabilities;
- Consulting on reforms to the New Homes Bonus, with a preferred option for savings of at least £800 million which can be used for social care; and
- A commitment to extra funding for targeted homelessness intervention.

B.18 In December 2015, DCLG published a **Consultation on proposed changes to National Planning Policy**, which was open for consultation until February 2016. This consultation sought views on some specific changes to NPPF in terms of the following:

- broadening the definition of affordable housing, to expand the range of low cost housing opportunities for those aspiring to own their new home;
- increasing residential density around commuter hubs, to make more efficient use of land in suitable locations;
- supporting sustainable new settlements, development on brownfield land and small sites, and delivery of housing allocated in plans; and
- supporting the delivery of Starter Homes.

B.19 The March 2018 publication of a Draft Revised NPPF is set out below.

B.20 The 2015-16 Parliament saw several Acts passed with special relevance to housing and planning, implementing some of the policies set out in the preceding Budgets:

- The Cities and Local Government Devolution Act 2016 makes provision for the election of mayors for the areas of combined authorities established under Part 6 of the Local Democracy, Economic Development and Construction Act 2009. It makes provision about local authority governance and functions; to confer power to establish, and to make provision about, sub-national transport bodies; and for connected purposes. This Act is central to the government's devolution plans for England, facilitating its vision of a 'Northern Powerhouse'.

- The Welfare Reform and Work Act 2016 makes provisions relating to a range of welfare benefits and employment schemes, including the benefit cap, social security and Tax Credits, loans for mortgage interest, social housing rents and apprenticeships. Secondary legislation (Social Housing Rents Regulations, March 2016) sets out that the 1% cut to social housing rents will not apply to households with an income of £60,000 or more.
- The Housing and Planning Act 2016 sets out the legislative framework for the Starter Homes scheme and includes provisions relating to other important aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.

B.21 The **Budget 2016 (March 2016)** continued the policy emphasis of promoting home ownership and facilitating first-time buyers to enter the market. A new 'Lifetime ISA' was announced, extending the principle of the Help to Buy ISA by incentivising saving for under-40s. Of relevance to the private rented sector were stamp duty increases for institutional investors and the withholding of capital gains reductions from companies investing in residential property. In seeking to deliver more homes for ownership, announcements were made of further planning reforms; releasing public land for development; and a £1.2 billion Starter Homes Fund for brownfield remediation. The anticipated 'duty to prevent' homelessness was not announced, but instead the Chancellor committed £115 million to preventing and reducing rough sleeping.

B.22 A **Technical consultation on Starter Homes regulations** (March 2016) sought views on the framework to be established in the forthcoming regulations, including the restrictions that should be placed on Starter Homes, how age eligibility criteria should work, what threshold (size of site/development) should apply, what the percentage requirement should be, whether exemptions should apply and whether off-site payments should be acceptable. The consultation document set out that, in terms of the period within which Starter Homes should not be sold at full market value, the DCLG does not support a period of longer than 8 years. The paper proposed that the requirement to provide 20% of dwellings as Starter Homes should apply to sites of 10 dwellings or more (or 0.5 hectares). However, secondary legislation relating to Starter Homes has still not been published.

## Post EU-Referendum (Theresa May Administration)

B.23 The resignation of David Cameron following the European Union Referendum of June 2016 and subsequent appointment of Theresa May as Prime Minister led to a Cabinet reshuffle and a change in the policy climate within government. The **Autumn Statement (2016)** brought an important focus onto housing; provisions included:

- £1.4 billion of extra cash to build 40,000 affordable homes, with a relaxation of restrictions on grant funding;

- £2.3 billion Housing Infrastructure Fund to pave the way for up to 100,000 new homes to be built in areas of high demand;
- £3.15 billion of the Affordable Homes Programme will be given to London to deliver 90,000 homes;
- New regional pilots of the Right to Buy extension, allowing more than 3,000 tenants to buy their properties;
- £1.7 billion to pilot 'accelerated construction' on public sector land;
- Letting agents in the private rented sector to be banned from charging fees; and
- Confirmation that compulsory Pay to Stay will not be implemented for councils.

B.24 The Autumn Statement indicated a clear shift in housing policy, away from an exclusive focus on homeownership and towards boosting overall housing supply. A removal of grant-funding restrictions will allow housing associations to increase the delivery of sub-market rented housing, including affordable rented, shared ownership and rent-to-buy homes.

B.25 Many of the 'flagship' housing policies of the Cameron Administration have their legislative basis in the provisions of the Housing and Planning Act 2016, but require further secondary legislation. Their implementation has been subject to ongoing delay and seem increasingly unlikely to be carried forward in practice as originally envisaged. These schemes include the Voluntary Right to Buy, the higher asset levy (intended to fund the building of new homes) and Pay to Stay (no longer compulsory for councils).

B.26 The **Housing White Paper, *Fixing our broken housing market***, was published in February 2017. The White Paper proposed a number of changes to reshape the approach to housebuilding and increase housing supply. These changes centred around the following four areas:

- Planning for the right homes in the right places, by making it simpler for local authorities to put Local Plans in place and keep them up-to-date, ensuring sufficient land is allocated to meet housing needs and building upon neighbourhood planning to ensure communities have control over development in their area. The White Paper aims to make more land available for homes by maximising the contribution from brownfield and surplus public land, regenerating estates, releasing more small and medium sized sites, allowing rural communities to grow and making it easier to build new settlements. It reaffirms that the existing protections for the Green Belt remain unchanged and emphasises that authorities should only make exceptional amendments to Green Belt boundaries.
- Building homes faster, by increasing certainty around housing numbers, aligning new infrastructure with housing, supporting developers to build more quickly and improving transparency. White Paper proposals include amending the NPPF to give local authorities the opportunity to have their housing land supply agreed on an annual basis and fixed for a one-year period, in order to create more certainty about when an adequate land supply exists. Authorities taking advantage of this would have to provide a 10% larger buffer on their five-year land supply. In addition, the White Paper suggests changing the NPPF to introduce a housing delivery test for local authorities. If delivery falls below specified thresholds extra

land would be added onto the five-year land supply as well as further thresholds which would allow the presumption in favour of sustainable development to apply automatically.

- Diversifying the market, by establishing a new Accelerated Construction Programme, supporting more Build to Rent developments, supporting housing associations to build more housing and boosting innovation. The White Paper proposes ensuring that the public sector plays its part by encouraging more building by councils and reforming the Homes and Communities Agency.
- Helping people through Help to Buy, Right to Buy, the Shared Ownership and Affordable Homes Programme (SOAHP), the new Lifetime ISA, amendments to Starter Homes requirements and the announcement of a new statutory duty on planning to meet the needs of older and disabled people.

B.27 In April 2017 some of the welfare reform provisions came into effect. This included Universal Credit claimants aged 18-21 no longer being able to claim benefits to support their housing costs unless they fit into at least one of 11 exemption categories. However, the government also announced that they were cancelling controversial plans to cap benefit for Supported Housing tenants at the LHA rates.

B.28 During the 2016-17 Parliament there were two Acts that gained Royal Assent that have particular relevance to emerging housing policy:

- The Neighbourhood Planning Act 2017 aims to speed up the delivery of new homes by strengthening neighbourhood planning, limiting the use of pre-commencement planning conditions, use of the planning register and the reform of compulsory purchase. During its passage through Parliament, the Bill was subject to various amendments, including changes to the Local Plan process to allow the Secretary of State to intervene and invite county councils to prepare or revise Local Plans where districts have not delivered and to allow the preparation of joint Local Plans where there are cross-boundary issues between two or more local authorities. This followed the recommendations of the Local Plans Expert Group (LPEG) report of March 2016 . Some of the provisions of the Act require secondary legislation. A commencement order introduced in July 2017 under the Act requires post-examination neighbourhood plans to be treated as 'material considerations' in the determination of planning applications.
- The Homelessness Reduction Act 2017 requires councils to seek to prevent homelessness by starting work with households threatened with homelessness 56 days in advance of the date on which they are expected to become homeless (28 days earlier than under the previous legislation). It also requires the provision of advisory services to specified groups including (but not limited to) people leaving prison, young people leaving care, people leaving armed forces, people leaving hospital, people with a learning disability and people receiving mental health services in the community. The Act sets out that councils must assess and develop a personalised plan during the initial presentation to the service. In addition, they must help prevent an applicant from becoming homeless and take reasonable steps to help those who are eligible for assistance to secure accommodation for at least six months (during a 56 day period before a homeless decision can be made).

The Act dissolves the local connections rules apart from a duty to provide care leavers with accommodation (under the Children Act 1989) to the age of 21.

B.29 Following the snap General Election in June 2017, Theresa May's Conservative Government formed an alliance with the DUP and the Cabinet was subject to another reshuffle.

B.30 ***Planning for homes in the right places*** was published for consultation in September 2017, setting out the government's proposals for a standardised approach to assessing housing need. The overall rationale is that local authorities across England currently use inconsistent methods to assess housing requirements, leading to long debates over whether local plans include the correct housing targets. The proposed new standardised approach to assessing housing need therefore aims to have all local authorities use the same formula to calculate their housing requirement. The standardised approach would set a minimum figure but local authorities would be able to increase their target from this baseline, for example if they plan for employment growth and want to provide an uplift in housing provision to account for this. The consultation document proposes that the new housing need calculation method would be applied for assessing five-year housing land supply from 31st March 2018 onwards.

B.31 The **Autumn Budget 2017** (November 2017) included a range of provisions focused on housing, although these were welcomed cautiously by some who would have preferred a greater emphasis on affordability. Provisions included:

- A commitment to be providing 300,000 new homes per year by the mid-2020s;
- A total of £15.3 billion of new capital funding, guarantee and loan-based funding;
- £1 billion of extra borrowing capacity for councils in high demand areas to build new affordable homes;
- £1.5 billion of changes to Universal Credit, including scrapping the seven-day waiting period at the beginning of a claim, making a full month's advance available within five days of making a claim and allowing claimants on housing benefit to continue claiming for two weeks;
- £125 million increase over two years in Targeted Affordability Funding for LHA claimants in the private sector who are struggling to pay their rents;
- Stamp duty scrapped on the first £300,000 for first-time buyers (on properties worth up to £500,000);
- New Housing First pilots announced for West Midlands, Manchester and Liverpool;
- Power to councils to charge 100% Council Tax premium on empty properties;
- Five new garden towns; and
- A review to look at land banking, including considering compulsory purchase powers.

B.32 In December 2017 the government announced new measures to crack down on bad practices, reduce overcrowding and improve standards in the private rented sector. The measures have been introduced under the provisions of the Housing and Planning Act 2016.

B.33 The £5 billion Housing Infrastructure Fund is a government capital grant programme to help unlock new homes in areas with the greatest housing demand, assisting in reaching the target of building 300,000 homes a year by the mid-2020s. Funding is awarded to local authorities on a highly competitive basis. The fund is divided into 2 streams, a Marginal Viability Fund (available to all single and lower tier local authorities in England to provide a piece of infrastructure funding to get additional sites allocated or existing sites unblocked quickly with buds of up to £10 million) and a Forward Fund (available to the uppermost tier of local authorities in England for a small number of strategic and high-impact infrastructure projects with bids of up to £250 million). On 1st February 2018, the Minister for Housing, Communities and Local Government Sajid Javid and Chancellor Philip Hammond announced that 133 council-led projects across the country will receive £866 million investment in local housing projects, the first wave of funding from the £5 billion Housing Infrastructure Fund. The finances will support vital infrastructure such as roads, schools and bridges. On 18th February 2018, Housing Minister Dominic Raab announced a £45 million cash injection into 79 key community projects across 41 local authorities to councils to combat barriers that would otherwise make land unusable for development. This will support building up to 7,280 homes on council-owned land.

B.34 On 5th March 2018 the Ministry of Housing, Communities and Local Government (MHCLG) published a **Draft Revised National Planning Policy Framework** (Draft Revised NPPF) for consultation. The document has been restructured, with 17 topic-based chapters which reflect the government's priorities and focus on delivering solutions to increase the supply of homes. At the heart of the Draft Revised NPPF is still the presumption in favour of sustainable development (paragraph 11) through the plan-led system and a strategic approach. This includes proposed changes to the tests of soundness (paragraph 36). The duty to cooperate is strengthened through the need for local authorities to prepare statements of common ground (paragraph 29), documenting cross-boundary issues to be addressed. The Draft Revised NPPF includes the requirement that 'strategic plans should be based upon a local housing need assessment, conducted using the standard method in national planning guidance – unless there are exceptional circumstances that justify an alternative approach which also reflects current and future demographic trends and market signals' (paragraph 61).

B.35 In March 2018 the Ministry of Housing, Communities and Local Government (MHCLG) published a **Draft Revised National Planning Policy Framework** (Draft Revised NPPF) for consultation. Alongside this the Government also published **Draft Planning Practice Guidance** (Draft PPG) on the following topics: Viability, Housing Delivery, Local Housing Need Assessment, Neighbourhood Plans, Plan-making and Build to rent.

B.36 **Draft PPG: Housing Delivery** requires that authorities demonstrate a five-year land supply of specific deliverable sites to meet their housing requirements. The five-year land supply should be reviewed each year in an annual position statement. Areas which have or are producing joint plans will have the option to monitor land supply and the Housing Delivery Test over the joint planning area or on a single-authority basis. Draft PPG sets out that where delivery is under 85% of the identified housing requirement, the buffer will be increased to 20% with immediate effect from the publication of Housing Delivery Test results.

B.37 **Draft PPG: Local Housing Need Assessment** sets out the expectation that strategic plan-making authorities will follow the standard approach for assessing local housing need, unless there are exceptional circumstances that justify an alternative. This approach is set out in three steps: setting the baseline using household projections; an adjustment to take account of market signals (particularly affordability); and the application of a cap on the level of increase required. The draft guidance states that the need figure generated by the standard method should be considered as the 'minimum starting point' in establishing a need figure for the purposes of plan production.

B.38 The **Revised National Planning Policy Framework (NPPF)** was published in July 2018 and updated in February 2019. It introduces a housing delivery test for local authorities, which will measure the number of homes created against local housing need. The Revised NPPF 2018/9 also introduces a new standardised method of calculating housing need; this approach uses the Government's household growth projections and applies an affordability ratio to the figures, comparing local house prices with workplace earnings to produce a need figure. The Government has said that it will consider adjusting the methodology in order to ensure it meets the target of delivering 300,000 new homes per year by the mid-2020s. The presumption in favour of sustainable development includes a requirement that strategic policies should, as a minimum, provide for objectively assessed needs for housing.

B.39 **The Housing Delivery Test Measurement Rule Book** was also published in July 2018. This sets out the methodology for calculating the Housing Delivery Test (HDL) measurement. The HDL is the annual measurement of housing delivery performance, to commence in November 2018.

# Technical Appendix C: Housing need calculations

## Introduction

C.1 The purpose of this section is to set out the affordable housing need calculations for Oldham borough. It considers the framework for analysis established in the 2019 PPG.

C.2 All households whose needs are not met by the market can be considered (to be) in affordable housing need[24]. PPG 2019 then considers how affordable housing need should be calculated:

*'Strategic policy-makers will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market. This should involve working with colleagues in their relevant authority (e.g. housing, health and social care departments).'*[25]

C.3 2018 Household Survey data and data on affordable housing lettings provides an appropriate source of data from which a robust assessment of need can be calculated.

C.4 Housing needs analysis and affordable housing modelling has been prepared in accordance with PPG guidance at borough and district level. In summary, the model reviews in a step-wise process:

Stage 1: Current housing need (gross backlog)

Stage 2: Newly-arising need

Stage 3: Likely future affordable housing supply

Stage 4: Total and annual need for affordable housing

C.5 Table C1 provides an overall summary of needs analysis and Table C2 provides data at district level.

[24] Paragraph: 018 Reference ID: 2a-018-20190220

[25] Paragraph: 019 Reference ID: 2a-019-20190220

| Table C1 | CLG Needs Assessment Summary for Oldham Borough | | |
|---|---|---|---|
| Step | Stage and Step description | Calculation | Oldham Borough Total |
| **Stage1: CURRENT NEED** | | | |
| 1.1 | Total households in need | Current need | **10,172** |
| 1.2 | TOTAL in need and cannot afford open market (buying or renting) (71.5%) | Current need taking into account affordability of open market price and rents | **7,271** |
| **Stage 2: FUTURE NEED** | | | |
| 2.1 | New household formation (gross per year) | Based on national rate and aspiration | 1,656 |
| 2.2 | % of new households requiring affordable housing | % Based on actual affordability of households forming | 69% |
| | | Number | **1,142** |
| 2.3 | Existing households falling into need | Annual requirement | **197** |
| **2.4** | **TOTAL newly-arising housing need (gross each year)** | **2.2 + 2.3** | **1,340** |
| **Stage 3: AFFORDABLE HOUSING SUPPLY** | | | |
| 3.1 | Affordable dwellings occupied by households in need | (based on 1.1) | **2,759** |
| 3.2 | Surplus stock | Vacancy rate <2% so no surplus stock assumed | 0 |
| 3.3 | Committed supply of new affordable units | Estimated 5 years | **106** |
| 3.4 | Units to be taken out of management | None assumed | 0 |
| 3.5 | Total affordable housing stock available | 3.1+3.2+3.3-3.4 | **2,865** |
| 3.6 | Annual supply of social re-lets (net) | Annual Supply | **1,577** |
| 3.7 | Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels | Annual Supply | **0** |
| 3.8 | **Annual supply of affordable housing** | **3.6+3.7** | **1,577** |
| **Stage 4: ESTIMATE OF ANNUAL HOUSING NEED** | | | |
| 4.1 | Total backlog need | 1.1-3.5 | **4,406** |
| 4.2 | Quota to reduce over Plan Period | Annual reduction | 20% |
| 4.3 | Annual backlog reduction | Annual requirement | **441** |
| 4.4 | Newly-arising need | 2.4 | **1,340** |
| 4.5 | Total annual affordable need | 4.3+4.4 | **1,780** |
| 4.6 | Annual social rented capacity | 3.8 | **1,577** |
| 4.7 | **NET ANNUAL SHORTFALL (4.5-4.6)** | **NET** | **203** |

Source: 2018 Household Survey; RP Core Lettings and Sales data

Data presented in the table may be subject to rounding errors

Oldham
Council