

Report to CABINET

Housing Delivery Interim Planning Position Paper

Portfolio Holder:

Councillor Elaine Taylor, Deputy Leader and Cabinet Member for Neighbourhoods

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Reason for Decision

To approve the Housing Delivery Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan.

Executive Summary

The Interim Planning Position Paper supports the implementation of policies within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document, adopted November 2011. The paper supersedes the previous 'Affordable Housing Interim Planning Position Paper' published by the council in March 2022.

The paper sets out the council's updated position in relation to:

- Housing mix – size, type and tenure – including housing mix for affordable housing;
- Affordable housing requirements, including affordable housing thresholds and exceptions (including the application of Vacant Building Credit).
- Housing in the Green Belt including the application of the affordable housing 'Golden Rule'.

The paper should be used as guidance for developers in preparing development proposals and as a material consideration when assessing planning applications and development proposals for residential development.

It must be read alongside PfE and the Local Plan as a whole, but in particular - PfE policy JP-H2 'Affordability of New Housing', JP-H3 'Type, Size and Design of New Housing' and also policy 3 'Address of Choice', policy 10 'Affordable Housing' and policy 11 'Housing' of Oldham's Local Plan.

The paper is informed by the council's Local Housing Needs Assessment (LHNA) (2024). The LHNA is a key evidence base document and sets out information on local housing needs of different groups (including affordable housing, provision for older people and disabled people), housing mix – including size, tenure and type, and sets out recommendations and policy guidance.

The council's approach to updated national guidance and local evidence will be considered further and inform policy preparation as part of the Local Plan Review.

Recommendations

- i. To have regard to the agreed comments of the Place, Economic Growth and Environment Scrutiny Board on this item from the meeting on 12th June 2025;
- ii. To note that this item will be exempt from call-in, under Rule 14 of the Constitution, as the report has already been considered by the Place, Economic Growth and Environment Scrutiny Board; and
- iii. To approve the Housing Delivery Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan.

Housing Delivery Interim Planning Position Paper

1 Background

- 1.1 The Interim Planning Position Paper supports the implementation of policies within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document (Joint DPD), adopted November 2011. This paper supersedes the previous 'Affordable Housing Interim Planning Position Paper' published by the council in March 2022.
- 1.2 The paper sets out the council's position in relation to housing mix – size, type and tenure; and affordable housing requirements, including affordable housing thresholds and exceptions (such as the application of Vacant Building Credit).
- 1.3 The paper also explains, in the context of Oldham, recent updates to National Planning Policy (as revised in December 2024) and Planning Practice Guidance, particularly in relation to housing in the Green Belt and applying the affordable housing 'Golden Rule'.
- 1.4 The paper will be used when assessing planning applications and development proposals for residential development against policy 3 'Address of Choice', policy 10 'Affordable Housing' and policy 11 'Housing' of Oldham's Local Plan. It must also be read alongside Places for Everyone (PfE) policies JP-H2 'Affordability of New Housing', JP-H3 'Type, Size and Design of New Housing'.
- 1.5 The paper is informed by the council's LHNA which was updated in 2024¹. The LHNA is a key evidence base document and sets out information on local housing needs of different groups (including affordable housing, provision for older people and disabled people), housing mix – including size, tenure and type, and sets out recommendations and policy guidance.
- 1.6 The paper provides updated evidence to inform the interpretation and implementation of the policies in Oldham's Local Plan. It is a material consideration and should be used in decision making as appropriate. The positions set out within this paper are summarised below.
- 1.7 In terms of housing mix and implementation of Local Plan policy 11 this paper sets out that in line with the findings and recommendations of the LHNA, all new residential development should be informed by the recommended mix set out in Table 1 overleaf, as appropriate to the tenure of development proposed (market sale, affordable/ social rent and affordable home ownership). The table shows a recommended split for market sale homes, affordable/ social rent homes and affordable home ownership, as follows:
 - Market sale: 70-75% houses, 2-5% flats and 25-30% bungalows/ level-access. 30-35% 1-2 bedroomed, 40-45% 3 bedroomed and 25-30% 4+ bedroomed.

¹ [Link to online document to be inserted when available]

- Affordable/ social rent: 35-40% houses, 30-35% flats and 30-35% bungalow/ level-access. 70-75% 1-2 bedroomed, 20-25% 3 bedroomed and 5-10% 4+ bedroomed.
- Affordable home ownership: 65-70% houses, 15-20% flats and 15-20% bungalow/ level-access. 35-40% 1-2 bedroomed, 40-45% 3 bedroomed and 20-25% 4+ bedroomed.

1.8 This will ensure that new housing can support local housing needs.

1.9 In addition, PfE policy JP-H4 requires that all new dwellings should comply with nationally described space standards and should be built to 'accessible and adaptable' standard.

Table 1 - Summary of Overall Dwelling Type/ Size and Mix by Tenure²

Dwelling type/size	Market	Affordable/ social rented	Affordable home ownership	Total
Overall % split	80%	12%	8%	100%
Dwelling type				
House	70-75%	35-40%	65-70%	60-65%
Flat	2-5%	30-35%	15-20%	10-15%
Bungalow/level-access	25-30%	30-35%	15-20%	25-30%
Size (bedrooms)				
1-2	30-35%	70-75%	35-40%	40-45%
3	40-45%	20-25%	40-45%	35-40%
4+	25-30%	5-10%	20-25%	20-25%

1.10 In terms of seeking affordable housing as part of new development, this paper sets out the policy position in line with paragraph 65 of NPPF and considering the evidence of affordable housing need set out in the LHNA. The position is that the council considers it appropriate to continue to apply Oldham Local Plan policy 10 in securing the provision of affordable housing and that this should be on developments of 10 homes or more (in line with the definition of 'Major Development' set out in Annex 2 of NPPF). This position reflects the updates to national planning policy and evidence of local need since the adoption of the Local Plan in 2011.

1.11 In terms of affordable housing tenure, in the application of Local Plan policy 10 and 11, this paper sets out a recommended split for new affordable housing delivery of 65% social/ affordable rent and 35% affordable home ownership. This position is in line with NPPF paragraph 66 and the evidence of affordable housing needs set out in the LHNA. The recommended tenure split will be used as guidance for new affordable housing development, until the policy is reviewed in the new Local Plan.

1.12 The paper also clarifies the council's position in relation to applying Vacant Building Credit (VBC) as an exception to providing affordable housing (in part or in full), in line with NPPF. The criteria for application are set out within the paper.

² Adapted from Table 5.1 of the LHNA (2024).

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- 1.13 Finally, in line with the revised NPPF, this paper clarifies the application of the affordable housing 'Golden Rule' as applies to residential development within the Green Belt. Golden Rule a) (affordable housing) will be sought in conjunction with policy 10 of the Local Plan.
 - 1.14 In calculating the number of affordable homes required under this Golden Rule, 15 percentage points will be added to the proportion of the development site capacity that is the equivalent of 7.5% of the total (gross) development sales value (GDV) (the existing policy as set out in policy 10 of the Local Plan). An example is provided within the paper to assist in application.
 - 1.15 The council's approach to updated national guidance and local evidence will be considered further and finalised as part of the Local Plan Review. Further details about the Local Plan Review can be found online³.

2 Current Position

- 2.1 The Housing Delivery Interim Planning Position Paper supports the interpretation and implementation of policies within Oldham's Local Plan – The Joint Core Strategy and Development Management Development Plan Document (Local Plan), adopted November 2011. It sets out evidence of local housing need and provides guidance on key housing issues related to planning policy, to assist in planning application decision-making. The paper sets out the council's current position until relevant policies are reviewed as part of the new Local Plan.

3 Options/Alternatives

- 3.1 Option 1 - To approve the Housing Delivery Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan.

Advantages – approving the Housing Delivery Interim Planning Position Paper for publication will ensure effective and consistent decision-making which is in line with local evidence and local and national planning policy. It will provide guidance to developers and planning officers on the interpretation and implementation of housing policies within the current Local Plan.

Disadvantages – there are no disadvantages to approving the Housing Delivery Interim Planning Position Paper for publication.

- 3.2 Option 2 – To not approve the Housing Delivery Interim Planning Position Paper for publication on the council's website.

Advantages – there are no advantages to not approving the Housing Delivery Interim Planning Position Paper for publication.

Disadvantages – not approving the Housing Delivery Interim Planning Position Paper for publication could lead affect consistent decision-making and impact the effective implementation of local planning policy.

4 Preferred Option

³ Oldham's Local Plan Review: https://www.oldham.gov.uk/info/201233/local_plan_review

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- 4.1 Option 1 is the preferred option - to approve the Housing Delivery Interim Planning Position Paper for publication on the council's website, to assist in the interpretation and implementation of existing planning policies in Oldham's Local Plan. This will support consistent decision-making and the effective implementation of local planning policy.

5 Consultation

- 5.1 Formal consultation on Interim Planning Position Papers is not required, however relevant internal officers have been consulted as part of the preparation of the paper.

6 Financial Implications

- 6.1 The Housing Delivery Interim Planning Position Paper will be published on the council's website. Therefore, no additional revenue costs will be charged to the service.

(Mohammed Hussain)

7 Legal Implications

- 7.1 Interim Planning Papers provide further advice and guidance on applicable planning policy matters which may have arisen since the relevant statutory planning document was adopted by the Council. They are not part of the statutory Local Plan but they are a relevant material consideration in the determination of planning applications, albeit with limited weight. (A Evans)

8 Equality Impact, including implications for Children and Young People

- 8.1 The completed Oldham Impact Assessment can be found below:



IAReport_Housing
Delivery Interim Plan

- 8.2 In terms of the equality characteristics the tool identifies that the Housing Delivery Interim Planning Position Paper is very likely to have a moderate positive impact on care leavers and a strong positive impact on age and disability. The impact on the remaining characteristics is neutral. The planning position paper was found to have a moderate positive impact on the councils Corporate Priority of 'Green and Growing' and a strong positive impact on 'A Great Place to Live' and 'Happier Healthier Lives'.

9 Key Decision

- 9.1 Yes

10 Key Decision Reference

- 11.1 ESR-09-25

12 Background Papers

- 12.1 There are no background papers for this report.

13 Appendices

- 13.1 Appendix 1 – Housing Delivery Interim Planning Position Paper

