

Delegated Decision Report

Decision below £250k



Subject:	Oldham Local Housing Needs Assessment 2024
Decision maker: Senior Officer	Emma Barton, Deputy Chief Executive (Place)
Decision maker: Cabinet Member	Cllr Elaine Taylor Cabinet Member for Decent Homes
Decision date:	1 May 2025
Report author:	Elizabeth Dryden-Stuart, Strategic Planning and Information Team Leader
Ward (s):	All wards

Reason for decision

To approve publication of the Oldham Local Housing Needs Assessment 2024 to inform preparation of the Local Plan, other strategies, policies, and decisions of the council and its partners.

Recommendation

1. To approve publication of the Oldham Local Housing Needs Assessment 2024.

1.0 Background

- 1.1 The Oldham Local Housing Needs Assessment (LHNA) 2024 provides the council with up-to-date evidence on housing need across all sections of the community over the period 2022 to 2041. The assessment will help inform the production of the council's Local Plan and the implementation of its Housing Strategy and provides an up-to-date analysis of the social, economic, housing, and demographic situation across the area.
- 1.2 The LHNA follows National Planning Policy Framework (NPPF) and has been prepared in compliance with the government's Planning Practice Guidance (PPG). Paragraph 63 of NPPF states that *'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies'*. It goes on to say that these should include (but are not limited to) *'those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing- with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes.'*

Analysis areas

- 1.3 Data in the LHNA has been provided at borough-wide and district level - Central, East, North, South, and West. Data for the Oldham Town Centre area is also provided. Where data is provided for individual districts, the borough figure is the sum of data for Central, East, North, South and West districts. Analysis has been carried out and presented to include that part of the borough which falls within the Peak District National Park (PDNP)

to provide a complete picture. However, the LHNA requirements and policy recommendations apply to that which falls within the Local Plan boundary (and so excludes the PDNP).

Methodology

1.4 The LHNA 2024 has adopted a multi-method approach comprising:

- The reweighting of the original household survey undertaken in 2018 to align with the 2021 Census and provide an up-to-date evidence source.
- 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.
- A review of relevant secondary data including the 2021 Census, house price trends, CORE lettings data, and CLG Statistics.

Structure

1.5 The Oldham LHNA 2024 report is structured as follows:

- **Chapter 1** reviews the national and regional policy context within which the research needs to be positioned
- **Chapter 2** considers the main features of the housing market dynamics including house price and rental trends, migration and travel to work patterns
- **Chapter 3** reviews current rents, prices, and affordability
- **Chapter 4** considers household groups with particular housing needs including those with a disability and additional needs
- **Chapter 5** sets out an assessment of dwelling type and mix for future housing development within the borough
- **Chapter 6** concludes the report with a summary of findings and a consideration of strategic issues

1.6 The report includes technical appendices that provide detailed material which underpins the core outputs of the LHNA.

Findings

1.7 Places for Everyone identifies an average overall minimum annual net housing need of 680 dwellings across Oldham, stepped over the period 2022 to 2039 (404 average 2022-25, 680 average 2025-30, and 772 average 2030-39). The purpose of the HNA is not therefore to identify the borough's housing requirement but rather how this requirement should be delivered to address the borough's housing needs.

Future dwelling mix and development priorities

1.8 The LHNA has carefully considered the future population and household projections over the period 2022 to 2041, the range of dwellings lived in by different households, and their dwelling aspirations (likes) and expectations. This helps to determine an appropriate mix of dwellings to inform future development priorities to better reflect the housing needs of communities across Oldham.

- 1.9 The LHNA shows that there is a considerable annual net shortfall of affordable housing of **669** each year. The recommended affordable tenure split is 65% social/affordable rented and 35% affordable home ownership. This takes into account the affordable tenure preferences and incomes of existing and newly-forming households as well as the government's increased emphasis on delivering social rented affordable housing. The LHNA recognises that whilst the council needs to have a robust affordable housing policy in place to help deliver against this strategic need it is not mandated to meet this need in full.
- 1.10 The LHNA also includes a detailed analysis of the relationship between households and their current housing circumstances, the future aspirations of moving households, and what households would expect, to set out the range of dwellings by type and size appropriate over the plan period. This will help to guide the mix of house types and sizes required across the borough and in particular areas.
- 1.11 Particular needs identified in the LHNA are:
- Increasing and diversifying the supply of specialist housing for older people. There is a need for 4,869 more units of accommodation for older people by 2041. This includes sheltered/retirement, Extra Care, co-housing, and residential care.
 - Based on an assessment of additional needs and longer-term demographics, 5% of new dwellings (31 each year) should be built to M4(3) wheelchair accessible standard and all other new dwellings must be built to M4(2) accessible and adaptable standard in accordance with PfE policy JP-H3 Type, Size and Design of New Housing, which would include bungalows/level access accommodation.
- 1.12 The assessment also provides a set of policy recommendations to be considered through the emerging Local Plan and other strategies where relevant, including the council's Housing Strategy when updated. These are set out in the table below:

Table 1: Oldham Local Housing Needs Assessment 2024 - Policy Recommendations

Theme	Data	Policy Recommendation
Overall housing need	680 average each year 2022-2039, as currently set out in Policy JP-H3 of the Places for Everyone Plan Paragraph 1.56 of PfE also states that in the event that a local plan looks beyond 2039, the minimum requirement figures set out in Policies JP-J3, JP-J4 and JP-H1 should continue to be used to inform local plan target(s).	Housing need figure to be noted.
Affordable housing need	Annual imbalance over the next 10 years of 669, which justifies need for robust affordable housing policy and delivery	Affordable housing policy to maximise delivery on market sites subject to viability and consider new ways of delivering affordable, particularly social

		rented housing.
	<p>Broad mix of affordable dwelling sizes is required (Social/affordable rented: 72.3% smaller 1 and 2 bedroom, 22.5% 3 bedroom, and 5.2% 4 or more bedroom.</p> <p>Affordable home ownership: 36.7% 1 and 2 bedroom, 42.5% 3 bedroom, and 20.8% 4 or more bedroom)</p>	Range of dwelling sizes to be delivered.
	Affordable tenure mix of 65% rented and 35% affordable homes.	<p>Development of rented needs to focus on social/affordable rented with some affordable home ownership which would include First Homes.</p> <p>In line with PfE, the council should seek to maximise the delivery of additional affordable homes, including through the Local Plan as part of market-led developments and based on evidence relating to need and viability</p>
Needs of different groups	<p>5% of new dwellings (31 each year) to be M4(3) wheelchair accessible</p> <p>All new affordable and market dwellings must be built to M4(2) standard in line with policy JP H3 of the Places for Everyone Plan</p>	Update relevant policies.
	<p>4,869 additional units of accommodation for older people by 2041 including 775 residential care bedspaces, 955 Extra Care units, and 3,139 other types of accommodation including leasehold sheltered</p>	<p>Diversify range of older persons accommodation including sheltered/retirement and Extra Care leasehold and cohousing. Continue to review need for residential care.</p> <p>Strengthen policies to enable people to live in their own homes for longer with appropriate support and adaptation.</p>
	Other needs groups	Ongoing review of need for specialist housing and build upon the needs evidence in this LHNA.

Alternative option(s) to be considered *(please give the reason(s) for recommendation(s))*

Option 1 – Approve publication of the Oldham Local Housing Needs Assessment 2024 to inform preparation of the Local Plan, other strategies, policies, and decisions of the council and its

partners. Publication of the assessment will make the evidence available for others to view / use and will ensure transparency.

Option 2 – To not approve publication of the Oldham Local Housing Needs Assessment 2024. This would mean that the evidence would not be available for others to view.

Consultation *(include any conflict of interest declared by relevant Cabinet Member consulted)*

As stated in paragraph 1.4 above the LHNA 2024 has adopted a multi-method approach which has included interviews with estate and letting agents operating within the borough as well as with relevant council officers.

Risks

There are no risks to the publication of the LHNA 2024 as the evidence will help to inform preparation of the Local Plan, other strategies, policies, and decisions of the council and its partners. Publication of the assessment will also make the evidence available for others to view / use and ensure transparency.

Implications

Financial	<p>The LHNA will be made available on the council's website with no printing costs. Therefore, the approval of publishing the LHNA will not have any direct financial implications</p> <p>(Mohammed Hussain)</p>
Legal	<p>Paragraph 62 of the National Planning Policy Framework states that to determine the minimum number of homes needed to meet an area's identified housing need, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning policy guidance.</p> <p>As the Oldham Local Housing Needs Assessment forms part of the evidence base for the Council's Local Plan, in accordance with the Local Planning Scheme of Delegation approved by Council in 2022, approval of the report is delegated to the Portfolio Member in consultation with the Executive Director.</p> <p>(A Evans)</p>
Equality impact including implications for Children and Young People	<p>Completion of the Oldham Impact Assessment Tool is not necessary for this report. However, the nature of the Oldham LHNA 2024 is such that it is likely to have a positive impact on the age, disability and care leavers equality characteristics as well as the council's corporate priorities of 'Green and Growing' and a strong positive impact on 'A Great Place to Live' and 'Happier Healthier Lives'.</p>
Other	Not applicable

Has the relevant Legal Officer confirmed that the recommendations within this report are lawful and comply with the Council's Constitution?	Yes
Has the relevant Finance Officer confirmed that any expenditure referred to within this report is consistent with the Council's budget?	Yes
Are any of the recommendations within this report contrary to the Policy Framework of the Council?	No


Background Papers under Section 100D of the Local Government Act 1972

1. National Planning Policy Framework - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>
2. National planning guidance - <https://www.gov.uk/government/collections/planning-practice-guidance>


Appendix

1. Oldham Local Housing Needs Assessment 2024

Report author sign-off	Elizabeth Dryden-Stuart
Role	Strategic Planning and Information Team Leader
Date of sign-off	28 April 2024

Approval	
Officer approval sign-off	 Emma Barton
Role	Deputy Chief Executive (Place)
Date of sign-off	15 May 2025

Approval

Member(s) approval sign-off	
Role	Cabinet Member for Decent Homes
Date of sign-off	16 th May 2025