

Oldham

Local

Development

Framework

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Core Strategy and Development Management Policies
Development Plan Document

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Oldham
Council

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1 Introduction

What is the joint Core Strategy and Development Management Policies Development Plan Document?

1.1 The purpose of the Core Strategy Development Plan Document (DPD) is to set out the long-term vision and objectives for the borough. It will also contain a planning and development strategy, policies and a monitoring and implementation framework. The Development Management Policies DPD will set out policies that will manage development in the borough. Here in Oldham, the Core Strategy DPD and the Development Management Policies DPD will be prepared as a single document called the `Joint Core Strategy and Development Management Policies Development Plan Document`. From this point on, it will be referred to simply as `the joint DPD`.

About the background paper

1.2 This background paper forms part of the evidence base of the joint DPD in relation to housing.

1.3 We want to make the borough an address of choice. To do so we need to meet the housing needs and demands of all sections of the community by improving the choice, quality and affordability of new homes. This will be achieved through securing housing-led regeneration, the reuse of brownfield sites and appropriate housing mix.

1.4 The Address of Choice background paper looks at national and local guidance and the evidence base for housing. It describes the formation of the following policies:

- a. Policy 3 `Address of Choice`
- b. Policy 10 `Affordable Housing`
- c. Policy 11 `Housing`
- d. Policy 12 `Gypsies, Travellers and Travelling Showpeople`

1.5 The background paper provides a summary of the housing policies from each supporting assessment - Sustainability Appraisal (SA), Habitats Regulations Assessment (HRA) and Equalities Impact Assessment (EqIA). We have also set out how our approach towards housing will be delivered and monitored.

1.6 The background paper includes a section on Policy 1 `Climate Change and Sustainable Development` and Policy 25 `Developer Contributions` including how they are effective and justified in line with Planning Policy Statement 12 `Local Spatial Planning` (PPS12).

Main issues and key challenges

1.7 The main issues and challenges in relation housing are:

- a. Making Oldham an address of choice.
- b. Improving the quality of people's lives.
- c. Making sure that Oldham plays to its strengths and pulls its weight in Greater Manchester and beyond.
- d. Meeting the needs of the local housing market, with the right homes in the right locations, including choice, quality and affordability of new housing.
- e. Adapting and mitigating to climate change and promoting sustainable development.

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- f. Securing energy conservation and efficiency and use of renewable energy and low carbon developments.
 - g. Ensuring high quality design and sustainable construction of developments.
 - h. Promoting community cohesion.
 - i. Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.
 - j. Promoting accessibility and sustainable transport choices such as public transport, cycling and walking.

1.8 This background paper explains how we have addressed these issues through our joint DPD.

2 National

Planning Policy Statements

2.1 Planning Policy Statement 3 `Housing`

2.2 The national policy in place at the time the council started the joint DPD was Planning Policy Statement 3 `Housing` (PPS3).⁽¹⁾ This was superseded in June 2010 (after the `Refining Options` consultation had commenced) by an updated version of the national policy issued by the new coalition government.

2.3 The general thrust of national policy has been to secure more homes, ensuring their high quality design and sustainable construction, to make the best use of land, and to support economic development.

1 DCLG, 2006.

3 Greater Manchester

- 3.1** One of the Greater Manchester Strategy ⁽²⁾ key themes is creating sustainable communities, which aims to meet the challenge not just of urban renewal but of *“providing attractive, popular and healthy sustainable communities across the [Greater Manchester] conurbation as a whole.”*

Making Housing Count and Greater Manchester Strategic Housing Market Assessment

- 3.2** Research has been undertaken to identify housing markets across Greater Manchester, including both the Making Housing Count project ⁽³⁾ and the Greater Manchester Strategic Housing Market Assessment (SHMA). ⁽⁴⁾
- 3.3** The Making Housing Count project looked at the challenges and opportunities associated with delivering sustainable housing markets at a time of rapid economic change. Four main housing market areas were identified within Greater Manchester. It is a wide-ranging policy and research programme that highlighted key issues affecting Greater Manchester housing markets to inform, support and influence the development of policy at local and national levels.
- 3.4** The Greater Manchester SHMA was completed October 2008 and led by AGMA. The SHMA divides Greater Manchester into four housing market areas (HMA), identified through Making Housing Count. Oldham lies within the North Eastern HMA alongside Rochdale and Tameside as well as the Moston and Blackley neighbourhoods of Manchester.
- 3.5** This research explores the issues affecting housing markets in Greater Manchester and identifies future housing requirements, placing AGMA in an informed position to develop a strategic framework that will direct growth, investment and intervention to ensure delivery of the required housing offer.
- 3.6** The SHMA identifies four challenges. These are:
- a. Meeting the need for additional housing;
 - b. Housing and regeneration;
 - c. Meeting the long-term needs of specific groups; and
 - d. Bridging the affordability gap.
- 3.7** The SHMA was updated again in spring 2010.

Greater Manchester Housing Strategy

- 3.8** Oldham links into the Greater Manchester Housing Strategy ⁽⁵⁾ which focuses on a number of key housing challenges:

2 Prosperity for All: Greater Manchester Strategy, AGMA, 2009.

3 Ecotec, 2007.

4 AGMA, 2008 and Update, AGMA, 2010.

5 AGMA, 2009.

- a. The Greater Manchester Housing Strategy supports the over-arching Greater Manchester Strategy by ensuring that housing supports economic growth for Greater Manchester.
- b. Supports the aims of using housing to act as an incentive to employment.
- c. Supports the concept of mixed communities and sustainable neighbourhoods, ensuring that new and existing neighbourhoods are designed and developed to enable positive housing choices to be made by residents.

Greater Manchester Gypsy and Traveller Accommodation and Needs Assessment

3.9 This research has been commissioned by AGMA to inform the development of a Gypsy and Traveller Accommodation Strategy at district level. It will inform local strategies across Greater Manchester. The research identifies a target to supply 26 additional pitches for gypsies and traveller provision across the borough by 2015.⁽⁶⁾

Oldham Rochdale Housing Market Renewal Pathfinder

3.10 Overall aim of Oldham Rochdale Housing Market Renewal Pathfinder (HMR) is to deliver a transformation in the housing markets in our area, that will create sustainable communities and promote community cohesion.

3.11 The strategic objectives of HMR⁽⁷⁾ are:

- a. Create a step change in housing diversity and choice by providing and facilitating new housing and securing a radically better mix of housing sizes and types;
- b. Transform the quality of housing and neighbourhoods in the Pathfinder area and deliver long term sustainability;
- c. Promote and provide a range of affordable housing options;
- d. Integrate with, influence and support the economic development of Oldham and Rochdale;
- e. Promote community cohesion;
- f. Help to provide an excellent quality of life in the Pathfinder area.

6 Greater Manchester Gypsy and Traveller Accommodation and Needs Assessment, AGMA, 2008.

7 Transformation and Cohesion: The Housing Market Renewal Prospectus for the Oldham and Rochdale Pathfinder, 2003.

4 Oldham

- 4.1** As with all local authorities, Oldham faces a number of different challenges for housing in the borough.
- a. Currently the population of older people (aged 65+) in Oldham is increasing and as such offers new challenges to housing and associated services. Specific challenges exist regarding provision of elderly people over the age of 85 and the increasing number of older people from Pakistani and Bangladeshi backgrounds. Specialist provision is provided mostly through Housing 21 Sheltered Accommodation, although it is provided by both First Choice Homes Oldham (FCHO) and Registered Social Landlords (RSLs) as well. There are also plans for greater levels of extra care housing. In providing flexible housing and services, Oldham Council can support the mandate for independent living until later in life.
 - b. It is well acknowledged that Oldham has a large BME community, with a need for larger family homes. As stated above, it is apparent that the numbers of older people from the Pakistani and Bangladeshi communities are rising, and this brings about its own challenges.
 - c. The highest numbers of local authority housing applicants stating serious illness or disability come from the younger groups particularly those aged 35 or less. Most commonly, applicants for local authority housing are currently living with friends or are in private rented accommodation.
 - d. It is important to consider the housing aspirations of the youth of the borough. Currently around a fifth of Oldham's population are aged 15 or under. As this population matures and the possible continued low levels of income and issues over the access to owner occupation and the private rented sector means that it is probable that demand for local authority housing amongst the under 25s will remain.
 - e. Work conducted on behalf of HMR looked at the aspirations of younger people in Oldham. It demonstrated a general view that there are affordable housing options in the short to medium term. Most would like to buy a semi in the outskirts or fringe areas of the towns, or a little further out. A terraced property is an acceptable compromise for some and/or a means to progressing to a semi later. Renting is acceptable as a short term measure.

Sustainable Community Strategy and Local Area Agreement

- 4.2** Oldham's Sustainable Community Strategy 2008-2020 (SCS) has as its vision for 2020 to make "*Oldham a place where everyone is proud to belong*" by "*increasing life opportunities for all*".⁽⁸⁾ It was updated in 2008 alongside the Local Area Agreement 2008-2011 (LAA) as a joint document. The LAA is subject to annual review and refresh with Government.
- 4.3** The SCS lists a series of ways to address the vision, including "*improving the condition and mix of our housing stock as a strategic priority.*"

8 Oldham Sustainable Community Strategy, Oldham Partnership, 2008.

Corporate Objectives

4.4 Oldham Council has four corporate objectives.⁽⁹⁾ One of which specifically relates to housing:

- An address of choice - a healthy and active place, with suitable housing for all.

Oldham Housing Strategy

4.5 The Oldham Housing Strategy⁽¹⁰⁾ focuses on the key challenges facing Oldham and also highlights broad housing issues. It reflects the themes of:

- a. Achieving the right quantity of housing.
- b. Continuing to raise the quality of the existing housing stock.
- c. Connecting people to an improved housing offer.

Oldham Housing Needs and Demands Study

4.6 The study⁽¹¹⁾ is an analysis of the current and future need for social housing in Oldham and was prepared to feed into the Greater Manchester Strategic Housing Market Assessment. The study will provide important information for Oldham Council and Oldham Housing Partnership to develop more effective strategies to improve housing in Oldham. It is being updated as the Oldham Strategic Housing Market Assessment to be published late summer 2010.

Oldham Affordable Housing Strategy

4.7 The Affordable Housing Strategy 2009-2012⁽¹²⁾ sets out the council's key priorities and actions for the next three years, demonstrating how we will improve the affordable housing offer for the borough's residents.

4.8 The strategy recognises that we need to pursue a range of initiatives in order to build more affordable homes and provide flexibility, quality and choice. As well as securing affordable housing as part of new residential development we also need to ensure that we make the best use of the existing housing stock through bringing empty homes back into use, improving the private rented sector and offering incentives to encourage people who are under-occupying social rented homes to move to more suitable housing. Integration of the Affordable Housing Strategy with the overarching Oldham Housing Strategy 2009-2012 and other underlying strategies such as the Private Sector Housing Strategy will therefore be critical.

4.9 The Affordable Housing Strategy identifies a set of priorities reflecting the three themes of the Oldham Housing Strategy 2009-2012. These priorities are:

- a. Quantity: achieving the right quantity of affordable housing to rent.
- b. Quality: continuing to raise the quality of our new and existing stock.
- c. People: connecting Oldham's residents to an improved housing offer through greater choice and access.

9 Corporate Plan 2009-2012, Oldham Council, 2009.

10 Oldham Housing Strategy 2009-12, Oldham Council 2009.

11 Oldham's Housing Needs and Demands Study, Oldham Council, 2008.

12 Oldham Council, 2009.

4.10 In order to deliver these priorities the Affordable Housing Strategy sets out a series of action plans, which includes 'using the Economic Viability Appraisal tool to determine the level of S106 contributions and provide rented family homes on site where possible'. The findings of this assessment will therefore help to inform delivery of the Affordable Housing Strategy.

Oldham Strategic Housing Land Availability Assessment

4.11 The draft Strategic Housing Land Availability Assessment (SHLAA)⁽¹³⁾ was prepared and subject to public consultation in 2009. The final SHLAA⁽¹⁴⁾, taking account of comments received at the consultation and updated information, was published in its final form in December 2009.

4.12 The SHLAA forms a key component of the evidence base to support preparation of the LDF in order to ensure the delivery of sufficient housing to meet the needs of the borough's communities. The headline message to come from the SHLAA was that the borough has a potential housing land supply for over 10,000 dwellings to the period 2031.

Oldham Affordable Housing Economic Viability Assessment

4.13 The Affordable Housing Economic Viability Assessment (AHEVA)⁽¹⁵⁾ was prepared and subject to public consultation alongside the 'Refining Options' consultation. The headline messages to come from the AHEVA were:

- a. It is proposed to continue to apply the minimum site threshold of PPS3 (that is currently 15 dwellings).
- b. It is proposed to continue with the borough-wide approach (proposed in the 'Preferred Options') but with a target to 7.5% of the total development sales value for the provision of affordable housing within the borough.
- c. The preference will be for the affordable housing to be provided on-site in partnership with a Registered Social Landlord (RSL) that forms part of the Oldham Housing Investment Partnership.
- d. The assessment does not identify a particular proportion of social rented or intermediate affordable housing to be delivered. The general presumption is that on a borough-wide basis 80% should be in the form of social rented accommodation and 20% intermediate housing. However, it is also necessary and appropriate to consider the type of affordable housing to be delivered on a case by case basis depending on the needs within the borough and locality. For example, the current preference is for on-site socially rented affordable housing in partnership with an RSL.
- e. It is proposed to update this assessment on annual basis, as part of future Annual Monitoring Reports, to take into account changes in market conditions and other circumstances, where appropriate.
- f. It is proposed that a proforma be created, setting out the information required from developers when submitting an economic viability assessment.

13 Oldham Council, January 2009.

14 Oldham Strategic Housing Land Availability Assessment, Appendix 10, Annual Monitoring Report 2008-09, Oldham Council, December 2009.

15 Oldham Council, May 2010.

5 The LDF so far...

ISSUES SURVEY (Oldham Council, 2007)

- 5.1** As part of the preparation of the joint DPD, we undertook, during March/April 2007, an `Issues Survey` as a first step in engaging with people in preparing the LDF. The survey asked 14 questions grouped around a range of broad themes (of safer and stronger communities; housing; economy and enterprise; children and young people; healthier communities; and environment) and two general questions.

ISSUES AND OPTIONS (Oldham Council, 2007)

- 5.2** During autumn/winter 2007 - 08, we consulted on `Issues and Options`. This document set out:
- a. A spatial portrait – this set out key statistics and a description of key features that are distinctive to the borough
 - b. Key issues and challenges facing the borough
 - c. A vision for the future
 - d. A set of strategic objectives setting the future direction for the LDF
 - e. Three alternative options, or strategies, for directing future development
 - f. Topics that could be covered by core policies
 - g. Topics that could be covered by development management policies

PREFERRED OPTIONS (Oldham Council, 2009)

- 5.3** During spring 2009 we consulted on `Preferred Options`. This stage built upon work undertaken during `Issues and Options` stage, the comments received during that consultation and emerging evidence base. `Preferred Options` set out:
- a. A spatial portrait
 - b. A vision
 - c. A set of objectives setting the future direction for the LDF
 - d. The council's preferred way forward for directing future development
 - e. Policy directions for a range of topics
 - f. A monitoring and implementation framework

REFINING OPTIONS (Oldham Council, 2010)

- 5.4** During May / June 2010 we consulted on the `Refining Options` stage of the joint DPD. The Refining Options stage summarised the main issues and key challenges facing the borough and revised the vision to make it more descriptive of the different places within the borough. The report sets out the final suite of policies including the supporting text. The policies in the `Refining Options` have been separated into two parts: part one forms the Core Strategy which sets out the way forward for the LDF, and part two contains the development management policies on how the key elements of the LDF will be implemented. We also set out details of how the LDF will be delivered and monitored. The report was effectively the final plan to be published and submitted to the Planning Inspectorate for examination.

Main Issues and Key Challenges

- 5.5** The main issues and challenges in relation housing are:
- a. Making Oldham an address of choice.
 - b. Improving the quality of people's lives.
 - c. Making sure that Oldham plays to its strengths and pulls its weight in Greater Manchester and beyond.
 - d. Meeting the needs of the local housing market, with the right homes in the right locations, including choice, quality and affordability of new housing.
 - e. Adapting and mitigating to climate change and promoting sustainable development.
 - f. Securing energy conservation and efficiency and use of renewable energy and low carbon developments.
 - g. Ensuring high quality design and sustainable construction of developments.
 - h. Promoting community cohesion.
 - i. Promoting economic prosperity, addressing worklessness, tackling economic deprivation and promoting economic well-being.
 - j. Promoting accessibility and sustainable transport choices such as public transport, cycling and walking.
- 5.6** This Address of Choice background paper explains how we have addressed these issues through our joint DPD.

Issues Survey

- 5.7** The relevant evidence base available at the time of the `Issues Survey` was:
- a. National – Planning Policy Statement 3 `Housing` (PPS3).⁽¹⁶⁾
 - b. Local - Oldham Unitary Development Plan.⁽¹⁷⁾
- 5.8** For housing, the majority of respondents believed that a different approach (from that in the UDP) to addressing the borough's affordable housing needs was required. That is, account needs to be taken of the differing needs of different communities rather than having a boroughwide approach. A majority were in agreement that a greater mix of housing tenures and types with new residential developments should be encouraged.⁽¹⁸⁾

Issues and Options

- 5.9** The relevant evidence base available at the time of `Issues and Options` was:
- a. National - Planning Policy Statement 3 `Housing` (PPS3)⁽¹⁹⁾
 - b. Local - Oldham Unitary Development Plan⁽²⁰⁾

16 DCLG, 2006.

17 Oldham Council, 2006.

18 Issues Survey - Analysis of Responses, Oldham Council, August 2007.

19 DCLG, 2006.

20 Oldham Council, 2006.

- 5.10** Under the Issues and Challenges housing section a wide range of relevant issues were highlighted with questions posed. This provided background information⁽²¹⁾ about housing in the borough including:
- a. Improving the choice and quality of housing
 - b. The location of new housing
 - c. Affordable housing
 - d. Residential densities
 - e. Homelessness
 - f. Gypsies and Travellers
- 5.11** The spatial portrait included a section on the borough's housing market.⁽²²⁾
- 5.12** The draft vision highlighted the housing market, in particular meeting local needs and affordability.⁽²³⁾
- 5.13** Proposed draft strategic objectives highlighted issues relevant to housing. The essence of the objectives outlined in SO2 was to ensure a balanced and sustainable mix of houses sizes, types and tenure.⁽²⁴⁾
- 5.14** References to the role of the housing market were included in all three of the alternative planning and development strategies that were proposed.⁽²⁵⁾
- 5.15** Possible core policy CP4⁽²⁶⁾ outlined the issues to be addressed relating to housing including:
- a. To address the borough's housing needs, supply and land requirements
 - b. To integrate HMR and the council's housing objectives, policies and programmes
 - c. To ensure there is quality, choice, diversity and innovation in the borough's housing market.
- 5.16** There were three possible development management policies (DC3, DC4 and DC5) that would supplement the above policy by adding further technical detail on, respectively, housing density, affordable housing and housing mix.⁽²⁷⁾
- 5.17** At this stage, the comments submitted generally referred to the need for a range of quality houses and affordable housing. Views were expressed about locations for new housing. Some felt that new houses should be focused in the urban parts of the borough, whilst others felt that new housing was needed in Saddleworth. Other issues such as infrastructure and energy efficiency were also mentioned.⁽²⁸⁾

Preferred Options

- 5.18** The relevant evidence base available at the time of 'Preferred Options' was:

21 Issues and Options, pages 23-28, paragraphs 6.3-6.21, Oldham Council, 2007.
 22 Issues and Options, page 20, paragraph 5.3, Oldham Council, 2007.
 23 Issues and Options, page 58, Oldham Council, 2007.
 24 Issues and Options, page 59, Oldham Council, 2007.
 25 Issues and Options, pages 62-70, Oldham Council, 2007.
 26 Issues and Options, page 72, Oldham Council, 2007.
 27 Issues and Options, pages 76-77, Oldham Council, 2007.
 28 Issues and Options - public schedule of comments and responses, pages 5 and 65-72, Oldham Council, 2008.

- National – Planning Policy Statement 3 `Housing` (PPS3)⁽²⁹⁾
- Local – Oldham Unitary Development Plan,⁽³⁰⁾ Greater Manchester Strategic Housing Market Assessment,⁽³¹⁾ Greater Manchester Gypsy and Traveller Accommodation and Needs Assessment,⁽³²⁾ Oldham Housing Needs and Demands Study.⁽³³⁾

5.19 The spatial portrait included a section on the borough's housing market.⁽³⁴⁾

5.20 The draft vision highlighted the housing market, in particular meeting local needs and affordability.

5.21 Proposed draft strategic objectives highlighted issues relevant to housing. The essence of the objectives outlined in SO2 was to ensure a balanced and sustainable mix of houses sizes, types and tenure. The four objectives had been retained from those at the `Issues and Options` stage (although two site-specific objectives had been removed).⁽³⁵⁾

5.22 The preferred way forward for the LDF set out how we would ensure a balanced and sustainable housing market.⁽³⁶⁾

5.23 Policy Directions 9 `Housing`, 10 `Gypsies, Travellers and Travelling Showpeople`, 11 `Managing the release of housing land`, 12 `Affordable housing` and 12 `Housing density and mix` outlined the matters that the LDF policy could address. These included, amongst other things,:

- a. The location and distribution of new housing
- b. How we would deal with housing needs for Gypsies, Travellers and Travelling Showpeople
- c. How we would deliver a supply of housing land that met our regeneration objectives
- d. How we would secure the provision of affordable homes, including the types of sites (those above 15 dwellings) and a target (suggested as at least 10%) of the total development sales value to be secured from developer contributions for affordable housing
- e. How we will secure the effective and efficient use of land through appropriate residential densities.

5.24 Comments from bodies such as 4NW generally supported the thrust of our approach towards housing in the borough. Again specific, detailed points about the policy directions were mentioned.⁽³⁷⁾

Refining Options

5.25 The relevant evidence base available at the time of `Refining Options` was:

29 DCLG, 2006.
 30 Oldham Council, 2006.
 31 AGMA, 2008.
 32 AGMA, 2008.
 33 Oldham Council, 2008.
 34 Preferred Options, pages 30-31, paragraphs 5.24-5.25, Oldham Council, 2008.
 35 Preferred Options, page 37, Oldham Council, 2008.
 36 Preferred Options, pages 39-45, Oldham Council, 2008.
 37 Preferred Options - public schedule of comments and responses, Oldham Council, 2009.

- a. National – Planning Policy Statement 3 `Housing` (PPS3)⁽³⁸⁾
- b. Local – Oldham Unitary Development Plan,⁽³⁹⁾ Strategic Housing Land Availability Assessment,⁽⁴⁰⁾ Affordable Housing Economic Viability Assessment.⁽⁴¹⁾

5.26 In relation to housing the document contained the following:

- a. Policy 1 `Climate Change and Sustainable Development`
- b. Policy 3 `Address of Choice`
- c. Policy 10 `Affordable Housing`
- d. Policy 11 `Housing`
- e. Policy 12 `Gypsies, Travellers and Travelling Showpeople`

5.27 The spatial portrait included appropriate references to housing.⁽⁴²⁾

5.28 The vision highlighted the housing market, in particular meeting local needs and affordability.⁽⁴³⁾

5.29 The strategic objectives highlighted issues relevant to housing. The essence of the objectives outlined in SO2 was to ensure a balanced and sustainable mix of houses sizes, types and tenure. The first four objectives had been retained from those at the `Preferred Options` stage. Three extra objectives were included relating to the location of new housing and the brownfield target.⁽⁴⁴⁾

5.30 The preferred way forward set out how we would ensure a balanced and sustainable housing market.⁽⁴⁵⁾

Post-Refining Options

5.31 The main comments raised on the housing policies were from GONW about the approach towards affordable housing. GONW wanted the policy to be more specific about how many affordable homes we will provide over the plan period, rather than just setting out details of the mechanisms for how we will secure and deliver them.

5.32 In response, we have set out in further detail the council's approach and included extra text within the joint DPD. Specifically:

5.33 "The 2006 UDP set out an approach towards the delivery of affordable homes based on the general presumption that for all allocated housing sites that 25% of the site capacity should take the form of dwellings which meet identified housing needs. The provision was secured through conditions or planning obligations to ensure the development was affordable in perpetuity. However, following the rise in house prices (before the credit crunch) this approach was no longer considered practicable as properties, even when discounted, remained unaffordable when re-sold and were therefore no longer affordable in perpetuity. In 2007, the council's Affordable Housing Strategy set out a formula for translating the UDP requirements into a percentage of

38 DCLG, 2006.

39 Oldham Council, 2006.

40 Oldham Council, 2009.

41 Oldham Council, 2010.

42 Refining Options, Appendix 2, Oldham Council, 2010.

43 Refining Options, pages 6-10, Oldham Council, 2010.

44 Refining Options, pages 11-12, Oldham Council, 2010.

45 Refining Options, pages 14-18 and Refining Options Appendix 3, pages 142-161, Oldham Council, 2010.

the total development sales value, when dealing with a planning application, which is then used to deliver social rented housing. The formula produces a sum equivalent to 7.5% of the total development sales value. The LDF will continue with this approach that works for the borough.”

5.34 "The council will work with partners and developers to secure affordable homes to meet the needs of the borough's diverse communities. The council's 2008 Housing Needs and Demands Study indicated an annual social housing need of 321 dwellings per annum to 2013. The study is being updated as the Oldham Strategic Housing Market Assessment (SHMA) and is due to be published in summer 2010. In determining the number of affordable homes that will be secured over the life of the LDF, the council and developers must have regard to the latest available information, including the Affordable Housing Strategy and the Oldham SHMA. This will ensure that the borough secures the right numbers and types of affordable homes. The number of affordable homes that will be secured will be dependent upon a number of factors. These will include, amongst other things, housing market conditions, the economic climate, the viability of development schemes within different areas of the borough, land values, remediation costs of development sites and the availability of public funding. In the Housing Market Renewal (HMR) area, the approach is that any developments funded through the HMR programme will be required to provide 30% affordable housing provision pepper potted, i.e. not concentrated in one area but mixed, singularly or in small clusters, throughout the development. During 2010/11 – 2011/12, the HMR programme is anticipated to deliver 90 affordable homes for rent or low cost purchase. Therefore, the number of affordable homes secured will, clearly, be dependent on the circumstances that prevail at the time of the development, and in negotiating on delivery the council will have regard to the 7.5% target to negotiate to pay for affordable housing provision on a site by site basis.”

5.35 “The Site Allocations DPD will identify the anticipated number of affordable homes that each housing allocation may be able to accommodate.”

6 Policy 1 Climate Change and Sustainable Development

- 6.1** Policy 1 sets the overall context for the joint DPD and states that the council will meet Oldham's housing needs and demands by focusing residential land in sustainable and accessible locations.
- 6.2** Policy 1 is “sound” in terms of the PPS12 guidance. It is justified, effective and consistent with national policy, as shown in Table 1.

Table 1

Consistent with National Policy	Policy 1 is consistent with national policy. It puts in place the framework for a balanced and sustainable housing market as advocated by PPS3.
Justified - founded on robust evidence	Policy 1 is supported by credible and robust evidence. This includes, amongst other things, the SHMA, SHLAA, AHEVA, GTAA and the HMR programme. It also includes representations made at the `Issues Survey`, `Issues and Options`, `Preferred Options` and `Refining Options` stages of the joint DPD preparation.
Justified - the most appropriate strategy	Policy 1 puts in place a balanced and sustainable housing market as advocated by national policy (PPS3). It supports the Sustainable Community Strategy aspirations and the plans for making Oldham an address of choice. The policy is the most appropriate way forward.
Effective - deliverable	Policy 1 will deliver a balanced and sustainable housing market, making Oldham an address of choice.
Effective - flexible	Policy 1 provides a sound planning framework to meet the needs of the borough's urban and rural communities over the plan period.
Effective - able to be monitored	Policy 1 will be monitored by LDF indicators 11, 12, 13, 14, 15, 16, 17, 18, 19, 20.

7 Policy 3 An Address of Choice

7.1 Policy 3 sets out how we will make Oldham an ‘address of choice’.

7.2 Policy 3 is “sound” in terms of the PPS12 guidance. It is justified, effective and consistent with national policy, as shown in Table 2.

Table 2

Consistent with National Policy	Policy 3 is consistent with national policy. It puts in place the framework for a balanced and sustainable housing market as advocated by PPS3.
Justified - founded on robust evidence	Policy 3 is supported by credible and robust evidence. This includes, amongst other things, the SHMA, SHLAA, AHEVA, GTAA and the HMR programme. It also includes representations made at the ‘Issues Survey’, ‘Issues and Options’, ‘Preferred Options’ and ‘Refining Options’ stages of the joint DPD preparation.
Justified - the most appropriate strategy	Policy 3 puts in place a balanced and sustainable housing market as advocated by national policy (PPS3). It supports the Sustainable Community Strategy aspirations and the plans for making Oldham an address of choice. The policy is the most appropriate way forward.
Effective - deliverable	Policy 3 will deliver a balanced and sustainable housing market, making Oldham an address of choice.
Effective - flexible	Policy 3 provides a sound planning framework to meet the needs of the borough’s urban and rural communities over the plan period.
Effective - able to be monitored	Policy 3 will be monitored by LDF indicators 11, 12, 13, 14, 15, 16, 17, 18, 19, 20.

8 Policy 10 Affordable Housing

- 8.1** Policy 10 sets out in detail the council’s approach to securing affordable homes across the borough.
- 8.2** Policy 10 is “sound” in terms of the PPS12 guidance. It is justified, effective and consistent with national policy, as shown in Table 3.

Table 3

Consistent with National Policy	Policy 10 puts in place the framework for securing affordable homes across the borough.
Justified - founded on robust evidence	Policy 10 is supported by credible and robust range of evidence. This includes, amongst other things, the SHMA, SHLAA, AHEVA, GTAA and the HMR programme. It also includes representations made at the `Issues Survey`, `Issues and Options`, `Preferred Options` and `Refining Options` stages of the joint DPD preparation.
Justified - the most appropriate strategy	Policy 10 puts in place a balanced and sustainable housing market as advocated by national policy (PPS3). It supports the Sustainable Community Strategy aspirations and the plans for making Oldham an address of choice. The policy is the most appropriate way forward.
Effective - deliverable	Policy 10 will deliver affordable homes to meet the needs of the borough’s urban and rural communities.
Effective - flexible	Policy 10 provides a sound planning framework to meet the affordable housing needs of the borough’s urban and rural communities over the plan period.
Effective - able to be monitored	Policy 10 will be monitored by LDF indicator 15.

9 Policy 11 Housing Density and Mix

- 9.1** Policy 11 sets out in detail the council's approach to delivering a mix of appropriate house types, sizes and tenures that will meet the needs and demands of the borough's urban and rural communities. It sets out details of how the council will deal with houses in multiple occupancy and housing proposals in back gardens.
- 9.2** Policy 11 is "sound" in terms of the PPS12 guidance. It is justified, effective and consistent with national policy, as shown in Table 4.

Table 4

Consistent with National Policy	Policy 11 puts in place the framework for a balanced and sustainable housing market as advocated by PPS3.
Justified - founded on robust evidence	Policy 11 is supported by credible and robust evidence. This includes, amongst other things, the SHMA, SHLAA, AHEVA, GTAA and the HMR programme. It also includes representations made at the `Issues Survey`, `Issues and Options`, `Preferred Options` and `Refining Options` stages of the joint DPD preparation.
Justified - the most appropriate strategy	Policy 11 puts in place a balanced and sustainable housing market as advocated by national policy (PPS3). It supports the Sustainable Community Strategy aspirations and the plans for making Oldham an address of choice. The policy is the most appropriate way forward.
Effective - deliverable	Policy 11 will deliver a mix of appropriate housing types, sizes and tenures to meet the needs of the borough's urban and rural communities.
Effective - flexible	Policy 11 provides a sound planning framework to deliver a mix of appropriate housing types, sizes and tenures to meet the needs of the borough's urban and rural communities over the plan period.
Effective - able to be monitored	Policy 11 will be monitored by LDF indicators 14, 19.

10 Policy 12 Gypsies, Travellers and Travelling Showpeople

10.1 Policy 12 was essentially a locational criteria-based policy that sets out how the council will determine the location of new sites in a future DPD or how it will assess future planning applications.

10.2 Policy 12 is “sound” in terms of the PPS12 guidance. It is justified, effective and consistent with national policy, as shown in Table 5.

Table 5

Consistent with National Policy	Policy 12 puts in place the framework for a balanced and sustainable housing market as advocated by PPS3.
Justified - founded on robust evidence	Policy 12 is supported by credible and robust evidence. This includes, amongst other things, the SHMA, SHLAA , GTAA, and representations made at the `Issues Survey`, `Issues and Options`, `Preferred Options` and `Refining Options` stages of the joint DPD preparation.
Justified - the most appropriate strategy	Policy 12 puts in place a balanced and sustainable housing market as advocated by national policy (PPS3). It supports the Sustainable Community Strategy aspirations and plans for making Oldham an address of choice. The policy is the most appropriate way forward.
Effective - deliverable	Policy 12 will meet the needs of Gypsies, Travellers and Travelling Showpeople communities.
Effective - flexible	Policy 12 provides a sound planning framework to meet the needs of Gypsies, Travellers and Travelling Showpeople communities over the plan period.
Effective - able to be monitored	Policy 12 will be monitored by LDF indicator 16.

11 Policy 25 Developer Contributions

- 11.1** The developer contributions policy sets out the council's approach to developer contributions for the provision of additional, improved or extended green, social or physical infrastructure.
- 11.2** Policy 25 is “sound” in terms of national guidance. It is justified, effective and consistent with national policy, as shown in Table 6.

Table 6

Consistent with National Policy	Policy 25 puts in place the framework for new developments, where appropriate, to contribute to securing the borough's additional, improved or extended green, social or physical infrastructure consistent with national policy on developer contributions.
Justified - founded on robust evidence	Policy 25 is supported by credible and robust evidence. This includes, amongst other things, Circular 05/05 and representations made at the `Issues Survey`, `Issues and Options`, `Preferred Options` and `Refining Options` stages of the joint DPD preparation.
Justified - the most appropriate strategy	Policy 25 puts in place the framework for new developments, where appropriate, to contribute to securing additional, improved or extended green, social or physical infrastructure consistent with national policy on developer contributions. It supports the Sustainable Community Strategy aspirations and plans. The policy is the most appropriate way forward.
Effective - deliverable	Policy 25 will contribute towards meeting the borough's additional, improved or extended green, social or physical infrastructure needs, where appropriate.
Effective - flexible	Policy 25 provides a sound planning framework to meet the borough's additional, improved or extended green, social and physical infrastructure needs, where viable and appropriate.
Effective - able to be monitored	Policy 25 will be monitored by all LDF indicators, where appropriate.

12 Sustainability Assessment

12.1 A Sustainability Appraisal was carried out for the joint DPD.⁽⁴⁶⁾

12.2 The housing policies scored positively in relation to the sustainability objectives. Below is a summary of the key points in relation to the economic, environmental and social sustainability objectives.

- **Economic:** The policies will help ensure a balanced and sustainable housing market, making Oldham an address of choice, and linking to our plans for economic growth and prosperity.
- **Environmental:** The policies will help the environment by ensuring the effective and efficient use of land, for example by achieving a high proportion of new homes on recycled land.
- **Social:** The policies will ensure a balanced and sustainable housing market that contributes towards sustainable communities.

46 Oldham Council, 2010.

13 Habitats Regulations Assessment

- 13.1** A Habitats Regulation Assessment (HRA) on the impact of the joint DPD on European Protected Sites was undertaken by the Greater Manchester Ecology Unit (GMEU).⁽⁴⁷⁾
- 13.2** This Screening Opinion included an assessment of the possible effects of the plan on the South Pennine Moors (SPA/SAC) and the Rochdale Canal (SAC).
- 13.3** The HRA assessed each policy. In relation to housing policy the HRA concluded no significant negative impacts on the South Pennine Moors or the Rochdale Canal anticipated from the operation of these housing policies.

47 Oldham LDF: Joint DPD - Proposed Submission - Habitats Regulations Assessment, GMEU, 2010.

14 Equalities Impact Assessment

- 14.1 An Equalities Impact Assessment (EqIA) of the joint DPD has been undertaken.⁽⁴⁸⁾
The purpose of the EqIA was to assess the potential impact of the joint DPD on the different groups of people in the borough.
- 14.2 The initial EqIA concluded that the joint DPD is not considered to have an adverse impact on the different groups of people and that a full EqIA is not needed.

48 Oldham Council, 2010.

15 Infrastructure

- 15.1** The local infrastructure study sets out details about the borough's physical, green and social infrastructure. It provides details of the types of additional infrastructure that may be required over the life of the LDF plan period and the locations.

16 Monitoring

16.1 The joint DPD sets out a monitoring framework to monitor the effectiveness of the DPD. This sets out indicators, the relevant strategic objectives, targets and commentary and arrangements for reviewing. The indicators that will monitor the effectiveness of the housing policies are:

- a. 11 - Housing trajectory:
 - i) Plan period and housing targets.
 - ii) Net additional dwellings in previous years;
 - iii) Net additional dwellings for the reporting year;
 - iv) Net additional dwellings in future years; and
 - v) Managed delivery target
- b. 12 - Supply of ready to develop housing sites
- c. 13 - New and converted dwellings on previously developed land
- d. 14 - Development density in schemes of 5 dwellings or more
- e. 15 - i) Number of affordable homes delivered (gross) and (ii) Gross affordable housing completions
- f. 16 - Net additional Pitches (Gypsies and Travellers)
- g. 17 - Dwellings cleared
- h. 18 - Reduction in vacancy rate
- i. 19 - Number of properties added to stock which have 3+ bedrooms in HMR area
- j. 20 - Housing Quality: Building for Life Assessments