

Report to:	EXECUTIVE CABINET
Date:	29 September 2021
Executive Member	Cllr Gerald Cooney, Executive Member – Housing, Planning and Employment
Reporting Officer:	Jayne Traverse, Director of Growth Gregg Stott, Assistant Director, Investment Development and Housing Growth
Subject:	TAMESIDE HOUSING STRATEGY 2021-2026
Report Summary:	The report provides an overall summary of the key message and actions in the draft Housing Strategy and associated Strategic Priorities for Action that through an implementation plan will deliver on priority areas and provide outcomes as set out in the Council's Corporate Plan.
Recommendations:	That Executive Cabinet be recommended to: <ul style="list-style-type: none"> (i) Approve and adopt the draft Tameside Housing Strategy 2021-26 as attached at appendix 1 of this report (ii) Approved and adopt the 2020 updated Housing Needs Assessment and the Specialist Housing needs Assessment appended to the draft Tameside Housing Strategy (iii) Subject to the approval and adoption of the draft Tameside Housing Strategy, approve development of a detailed Implementation Plan, which will be subject to a separate report.
Corporate Plan:	The ambitions for a new corporately integrated Housing Strategy are reflected in the Corporate Plan by aspiring to build successful lives, strong and resilient new communities, invest in a local and vibrant economy and promote healthy lives across the borough place.
Policy Implications:	The Tameside Housing Strategy will support the delivery of aims and objectives set out in the Corporate Plan, the Greater Manchester Housing Strategy 2019-24, the emerging joint development plan Greater Manchester Spatial Framework ,formally known as GMSF now referred to as 'Places for Everyone' and the Council's Unitary Development Plan. Once the strategy is approved, policy implication arising out of the actions developed in the implementation plan will be the identified and be the subject of a separate report as required at that time. The Equality Impact Assessment (EIA) Form is attached at appendix 4.
Financial Implications: (Authorised by the statutory Section 151 Officer & Chief Finance Officer)	The report sets out details of the proposed Tameside Housing Strategy and related strategic priorities for action. Section 5.1 of the report provides details of the expected numbers of new homes to be developed within the borough to 2037 that is consistent with the GM Places For Everyone Strategy. It is essential that these increased volumes of new properties are aligned with the

expected growth in the Council Tax base within the Council's medium term planning assumptions. Clearly, the increase in new homes within the borough supports the increase of the Council's revenue resource base. However, this needs to be reviewed in line with any related increases in demands on Council Services and any additional cost implications. Where feasible the increase in new home volumes should be accelerated to support the significant financial gap that the Council needs to remediate over the medium term (£23m in 2022/23).

Section 5.5 of the report provides details the creation of a Tameside Housing Investment Fund to provide small loans and 'gap funding' with the aim of unlocking specific sites in order to make them viable so that the Council is better placed to achieve the right mix of homes in the right places. The proposal includes the use of commuted sums, capital receipts, new homes bonus and prudential borrowing.

Members should note that there is currently no budget provision included within the Council's medium term financial plans for this Investment Fund. Any such proposals will need to be subject to robust business cases and financial due diligence that will require validation and rigorous scrutiny to ensure affordability, identify appropriate funding sources together with the identification of all related risks to the Council.

Section 5.5 also references exploring the potential of the Council becoming a Registered Provider to enable it to manage stock and Social Housing Grant liabilities from Registered Providers as well as applying for funding to develop stock. Again any such proposals must be subject to robust due diligence to ensure all related financial implications and risks are clearly understood in advance.

Section 5.7 refers to the establishment of a new collaborative partnership with Registered Providers, building new and longer term relationships by working with Registered Providers who are able to make commitments to the Council about future management, investment and resources over longer time periods to support our most vulnerable service users. This proposal is the subject of a separate report to Members on this agenda that includes the related financial implications with particular reference to the cross cutting accommodation sufficiency savings initiative.

Section 8.7 refers to a review of the Housing Options service provided through the Housing Advice Team. The report references the creation of better links with providers of accommodation such as private landlords and Registered Providers so that more tenancies can be brokered for households. It is expected that the Registered Provider Partnership will provide the opportunity to review the Allocations and Nominations process to enable the Council access to increased nomination rights and an increased supply of homes to allocate. Members should note that this review is the subject of a separate report that will be presented via the Operations and Neighbourhoods directorate during the Autumn of 2021. This review is expected to deliver savings of £0.050m in 2021/22 that increases to £0.100m in 2022/23 as the service is currently commissioned via a registered provider in the borough.

The strategy aims to lead to a number of improvements associated with the housing requirements within the borough. However, as stated in these financial comments, a number of these proposals

need to be subject to separate robust due diligence to ensure the affordability and associated risks to the Council are clearly understood in advance by Members.

**Legal Implications
(Authorised by the Borough
Solicitor)**

The strategy needs to be considered in the context of The National Housing Strategy for England, Laying the Foundations: A Housing Strategy for England was published in 2011. This strategy sets out central governments emphasis on '*the primacy of home ownership; social housing as welfare; and an increasing role for the private rented sector*'.

The Localism Act 2011 provides more scope for councils in terms of how they approach housing needs at a local level and to explore innovative solutions. The council as it develops this strategy will also have to consider other relevant legislation including planning, the Care Act and the equality Act.

A significant amount of work will be required in transitioning these aspirations into actions. This work will require the support of both legal and finance colleagues especially in relation to exploring options such as housing investment funds, equity loan schemes and becoming a housing provider again as referenced in the financial implications.

Risk Management:

The key risk is not having an approved Housing Strategy. This creates circumstance where the lack of strategic direction and shared vision results in the absence of the managed delivery of improved and accelerated housing development, inclusive economic growth and continuous improvement in neighbourhoods, where residents and communities do not have opportunities to influence and shape the future of housing provision and neighbourhood services in the Borough.

Background Information:

Appendix 1 Draft Tameside Housing Strategy 2021-26
Appendix 2 Housing Needs Assessment 2020 (HNA)
Appendix 3 Specialist Housing Needs Assessment (SHNA)
Appendix 4 Equality Impact Assessment (EIA) Form

The background papers relating to this report can be inspected by contacting, Patrick Nolan, Head of Housing:



Telephone: 07808 212152



e-mail: patrick.nolan@tameside.gov.uk

1. INTRODUCTION

- 1.1 In January 2020, Board supported a proposal to develop a Housing Strategy and associated Housing Delivery Implementation Plan in Tameside that would focus on the aspirations in the Corporate Plan of making Tameside one of the best places in the North to grow up, get on and grow old. Good housing influences people's quality of life, their life expectancy and the economic and social opportunities available to them. Housing contributes to the local economy by making localities and neighbourhoods attractive to businesses as well as residents. Access to a range of homes, supports labour markets by improving mobility and access to employment.
- 1.2 The Housing Strategy sets out the ambitions and aspirations of the borough to deliver good quality affordable housing that supports and impacts positively on people's quality of life. Central to this is the recognition that access to good quality and affordable housing is critical to the many of the broader issues that Tameside needs to address, including health, carbon reduction, tackling homelessness, providing skills and training to local people and growing our economy and Public Service Reform.
- 1.3 The Housing Strategy also sets out the Council's role as a local housing authority with statutory responsibilities including a duty to evaluate local housing requirements regularly and to set out policies and programmes to address local housing needs. These form the foundation of a broader strategic housing role including the decisions and activities involved in meeting the housing needs of existing residents across all tenures, and the future needs of the local economy.
- 1.4 The Inclusive Growth Strategy commits to ensuring that value created is retained within local communities as areas of Tameside are developed and transformed. The new Housing Strategy will contribute to inclusive growth by taking a wider view on what social value means, so that housing delivery becomes integral to the Council's overall objectives by:
- Demonstrating the overall value of the Council's work
 - Judging the value of different housing led interventions
 - Sustaining long-term investment in communities
 - Encouraging community participation and
 - Complying with regulatory requirements.
- 1.5 The New Housing Strategy is underpinned by work undertaken to update the Housing Needs Assessment 2020 (HNA) [Appendix 2] and a Specialist Housing Needs Assessment (SHNA) [Appendix 3] in addition to the updated strategic agenda set by the Greater Manchester Combined Authority and Greater Manchester Housing Strategy. The new Housing Strategy builds on the comprehensive evidence base and will continue to invest in developing, mapping, improving and extending our evidence to show what is working and changes that may need to be made. This evidence has been complemented by knowledge and practical experiences of elected members, officers, partners, investors and developers voluntary and community groups.
- 1.6 An Equality Impact Assessment was carried out during summer 2021, and took into account service level data, open data and consultation feedback which specifically addressed unintended consequences which may affect any cohort of people. Whilst there were a number of positive impacts identified, these are as result of intended outcomes from the strategy and no mitigation was considered necessary, however the assessment will be reviewed in a year's time.

2. THE STRATEGIC CONTEXT AND LANDSCAPE FOR THE STRATEGY

- 2.1 The Housing Needs Assessment was commissioned in 2017 to provide a robust evidence base required to support the emerging Local Plan, 'Places for Everyone' and Housing

Strategy. The study was commissioned and carried out independently by Arc4¹ and follows published MHCLG guidance. The research was a mixed method study which included household surveys, stakeholder consultations, interviews and secondary data including the 2011 census, house prices data, private rental data and Homes England household projections. As part of the Housing Strategy development, this evidence base has been refreshed and updated in a 2020 report which can be found appended to the housing Strategy. This updated report will help the Council 'plan for a mix of housing based on current and future demographic and market trends and plan for the needs of a range different groups and communities from across the borough.

- 2.2 Once adopted both the Places for Everyone and the Local Plan will support the spatial delivery of the housing offer and the full range of the Council's strategic priorities including health and education.
- 2.3 The Housing Needs Assessment supports the application of current planning policy and Council planning decisions through the application primarily of Unitary Development Plan Policy H4 concerning the type, size and affordability of dwellings. The development of a Housing Strategy followed by a detailed Housing Delivery Plan will help to define the future vision, objectives and priorities for the Borough which will be taken forward and reflected within the Local Plan as this is developed.
- 2.4 The strategic priorities for action set out in section 8 of the Strategy describes the key actions, the desired outcome the action is attended to achieve, how the action meet the priorities in the Corporate plan, and from this The Housing Delivery Implementation Plan will be put in place. This Plan in particular will help in the more detailed application of Local Plan policy regarding the appropriateness of the mix of houses proposed within schemes and also develop a more nuanced approach to securing the delivery of affordable housing provision, which is currently applied on a flat basis of a 15% requirement across the borough. This is expected to provide the relevant intelligence to aid Development Management officers in making robust and defensible planning decisions and ensure that future development contributes toward providing better balance across the housing market.

The Greater Manchester Strategic Housing Market Assessment 2019

- 2.5 The Strategic Housing Market Assessment (SHMA) was produced for the Greater Manchester Combined Authority (GMCA). As with the Tameside HNA, the purpose of the SHMA is to develop a robust understanding of housing market dynamics and to provide an assessment of future needs for both market and affordable housing and the housing needs of different groups within the population over the next twenty years.
- 2.6 The SHMA document has been published alongside the second draft of the Greater Manchester Spatial Framework (Places for Everyone). The 'Places for Everyone' will provide a spatial and physical interpretation of the Greater Manchester Strategy that will support the aim of Greater Manchester to be one of the best places in the world by providing the right land needed in the right places to deliver the jobs and homes required to match Greater Manchester's ambitions. The majority of new residential sites identified in the SHELLA are brownfield and these make up 63.74% of the total. The priority is to identify and develop on brownfield sites.

Greater Manchester Housing Strategy – Doing Housing Differently 2019-2025

- 2.7 Following 18 months of innovative co-production including public, private and 3rd sector organisations, the Greater Manchester Housing Strategy, "Doing Housing Differently" was adopted by the GM authorities in June 2019.² It identifies the following headline priorities that will support the delivery of safe, decent and affordable housing that will meet the needs

¹ <http://www.arc4.co.uk/>

² GMCA (June 2019), *Greater Manchester Housing Strategy 2019-2024*

https://www.greatermanchester-ca.gov.uk/media/2165/16a_gm_housing_strategy_final.pdf

and aspirations of current and future citizens. The Implementation Plan sets out the detail of the actions emerging that will drive the delivery of the changes the Strategy seeks to promote.

Priority A: Safe, healthy, accessible home for all

- Tackling homelessness and rough sleeping:
- Making a positive difference to the lives of private tenants:
- Developing Healthy Homes Services to support vulnerable households:
- Improving access to social housing for those who need it:
- Identifying pathways to volume domestic retrofit and reducing fuel poverty:

Priority B: Delivering the new homes we need

- New models of delivery:
- Investing in truly affordable housing: Increase choices in the housing market for GM households

Tameside Engagement

- 2.8 In September 2018, Tameside Council hosted a Greater Manchester 'listening event' at Dukinfield Town Hall, to support the consultation phase of the GM Housing strategy development. Over 50 representatives including developers, housing associations, landlords, tenants, community groups and public officials engaged in the local housing sector attended.
- 2.9 Alongside the evidence from the HNA and SHNA, the listening event provided the opportunity for partners, stakeholders, residents, public, private and voluntary sector partners to contribute and consider not only the GM housing priorities but the priorities from a local, Tameside perspective.
- 2.10 The engagement continued beyond the listening event which created a platform to consider themes and priorities as set out in the formal Board report in January 2020. This set the direction of travel for the Tameside Housing Strategy and provided the outline for further consultation and engagement.
- 2.11 Arc4 were appointed as Consultants to assist with the strategy development. As Consultants who had supported GMCA with the GM Housing Strategy 2019-2024 this provided continuity from the Tameside listening event and all the added value that could be gained from development of the GM Housing Strategy.
- 2.12 Throughout the process extensive conversations, debate, and input from local authority elected members and officers, Registered Providers, builders, landlords, developers took place. Presentations were undertaken to set out the themes and priorities in the proposed Strategy and groups included, the Place and External Relations Scrutiny Panel, the Public Sector Reform group working with NESTA, Boards of Registered Providers and organisations from developers, builders and investors through to individual presentations for interested parties.
- 2.13 An impact of the pandemic meant the development of the formal strategy continued at a slower pace than originally planned, however discussions and presentations did continue to take place with interested parties and partners. In July 2021 the draft Housing Strategy was launched for further engagement through the Partnership Engagement Network (PEN) with an online presentation set for 22 July 2021.
- 2.14 The strategy document has been informed by the contributions from many individuals and organisations who have given time, energy and ideas and further consideration will be had from the PEN engagement. The detail of draft Housing Strategy is set out below:

3. STRATEGIC PRIORITIES FOR ACTION

3.1 The new Housing Strategy sets the framework by which the Council will develop and improve its housing offer and how it will improve quality and support local households. This strategy developed using a strong evidence base, including primary data, public open data, locally sourced evidence both anecdotal and empirical from internal and external partners and wide range of stakeholders. The main body of the strategy deals with the analysis of issues and setting of objectives in five themes:

- Chapter 3 Accelerating the pace that we deliver new homes
- Chapter 4 Delivering the Right type, Right place, Right quality
- Chapter 5 Specialist accommodation and people centred solutions
- Chapter 6 Healthy people, Healthy lives
- Chapter 7 Partnerships that deliver more for Tameside

3.2 The actions which have been generated as part of the strategy formulation are set out and sit under 6 strategic priorities. The strategic priorities are listed below, and the numbering is not an indication of relative importance:

Priority 1: Delivering sustainable housing growth to support economic development and the increasing population

Priority 2: Maximising the delivery of a wide range of affordable housing to meet the needs of all households

Priority 3: Meeting the housing and related support needs of an ageing population.

Priority 4: Ensuring the specialist and supported housing offer meets current and future needs

Priority 5: Improving the quality standards and management of the private rented sector

Priority 6: The prevention of homelessness and rough sleeping

4. THE STRUCTURE AND KEY MESSAGES WITHIN THE HOUSING STRATEGY

4.1 The principal aim of the new Housing Strategy is to improve and accelerate the pace of housing delivery and improve the quality and choice of the local housing offer. It sets out a robust framework and approach for improving the number of new homes that will be delivered over the lifetime of the Housing Strategy. Delivering affordable, good quality housing in safe, clean, and quality neighbourhoods is the bedrock of this strategy but a platform on which to support and improve people's immediate and long-term health prospects.

4.2 In improving choice, the Strategy is clear that this includes both homes to buy and rent and sets out plans to improve the quality of the existing private rented sector, recognising the important role that it plays in meeting people's housing needs, but it also looks to introduce a new higher quality rented offer.

4.3 Choice also means recognising that not everyone has a home in the borough or does not have a secure home and where better advice and support is required as well as more opportunities to find permanent homes for people.

4.4 The Strategy introduces a Person-centred solution approach to providing homes and support for households that require specialist accommodation to ensure that they deliver better outcomes for local people and are delivered in more cost-effective ways.

4.5 As this strategy was prepared the Council was in the very depths of the Covid-19 pandemic. The Covid-19 emergency has demonstrated both the fragility of how the world's economy is organised, but also the immense power of communities working together. As the impact worsened, it was those in most acute housing need that were among the most vulnerable to infection. The long-term impact of the pandemic is yet to be realised and we know it will have

a legacy on the way we work, how we provide services and which services are considered essential and this is reflected in the Housing Strategy and will be a key element when putting in place the Housing Delivery Implementation Plan.

- 4.6 The Housing Strategy sets out our vision for the next 10-20 years in Tameside and the approach to meet the targets and objectives set out in the Greater Manchester Housing Strategy³ and the Greater Manchester Spatial Framework⁴. The more detailed Housing Delivery Implementation Plan will prioritise interventions over the next 5 years, setting out a range of actions and plans for the Council which will be explored, investigated and be subject to appropriate governance prior to implementation. The 5 issues and themes used to set the objectives and actions are set out further below.

5. ACCELERATING THE PACE THAT WE DELIVER NEW HOMES

- 5.1 This section of the Housing Strategy sets out the number of new homes required across Tameside between 2018-2037. The target of 466 per year (split between 2018-2023: 370 per year followed by 2024-2037, 500 per year) is consistent with the Places for Everyone and is required to accommodate a projected growth in the number of households of around 14,854 projected from 2020-2037.⁵
- 5.2 It confirms the commitment for the Council to prepare a new Local Plan, which in addition to the Places for Everyone and other Greater Manchester planning documents⁶, will form the land use planning documents for the borough.
- 5.3 The Strategy sets out a framework for where new homes will be built focusing on a brownfield approach and retaining a 'town centre first' approach, to strengthen the sub regional status of Ashton-under-Lyne and establish a sustainable future for the borough's 'other' towns. Currently there are over 800 new homes being developed across six major brownfield sites and the Council has secured with partners £7.734m Brownfield Homes Funding from GMCA to support 610 new homes to start on site from 31 March 2021. This is an endorsement of the Council commitment of Brownfield first approach. In addition it clearly identifies the opportunity that the two strategic sites in the Green Belt at Godley Green and Land South of Hyde, offer through Places for Everyone. This includes the potential to deliver transformational change of communities in the locality, helping to satisfy the needs of current and future households across the spectrum of housing types and tenures, from affordable to executive homes as well as providing the step change required that will contribute to the re-balancing of the Tameside housing market.
- 5.4 This section reflects some of the challenges in the borough of delivering new housing. This includes opportunities
- to create a pipeline of publicly owned brownfield sites to maximise sustained housing growth,
 - creating investment strategies to maximise opportunities as town centre retail uses change
 - to re-vision the use of land and assets to create new housing opportunities as well as packaging publicly owned land so that more profitable sites are developed in parallel with more challenging sites to balance risk and profit and potentially enhance economies of scale.
- 5.5 The Council cannot simply rely on house builders and Registered Providers to build more homes and meet local demands and need in Tameside. The strategy identifies that the

³ <https://www.greatermanchester-ca.gov.uk/what-we-do/housing/greater-manchester-housing-strategy/>

⁴ <https://www.greatermanchester-ca.gov.uk/what-we-do/housing/greater-manchester-spatial-framework/>

⁵ 2018-based ONS population projections

⁶ Greater Manchester Minerals Plan and Greater Manchester Waste Plan.

Council working with Partners can facilitate the need to consider new housing models and new ways of working and reflect on its own future role in housing delivery being clear about that role and why and what form of intervention is required. The Council recognises that Covid-19 will impact on the speed of new delivery and it is likely that sites may be slow to come back unless stimulated. The Housing Strategy establishes some very specific opportunities/commitments to accelerating housing growth and introduces its plans to test a range of new tools that will achieve that objective. As well as promoting opportunities available through national programmes and as a partner of Greater Manchester Combined Authority, the Council through the Housing Strategy commits to investigate:

- being a proactive investor in our housing markets, using our land assets to stimulate growth in residential completions, partnering with developers and Registered Providers to share risk and reward on publicly owned land.
- developing a land release mechanism to ensure Value for Money is achieved in the disposal of Council owned land through recycled and deferred land receipts, equity stakes and disposal at 'less than best consideration' to bring forward the delivery of affordable housing and housing that meets the needs of the borough.
- creating a Tameside Housing Investment Fund to enable the Council to provide small loans and 'gap funding' to unlock specific sites in order to make them viable so that we are better placed to achieve the right mix of homes in the right places. We anticipate this will include commuted sums, capital receipts, new homes bonus and prudential borrowing and any investment made by the Council will be recycled in the future. This fund would be complementary to the GM Housing Fund and could be used to support:
 - delivery of homes that will be affordable to residents on or below average incomes in Tameside.
 - development of a range of products that will provide Tameside's residents an affordable option to buy or rent a home.
 - freeing up existing social rented homes, including working with Registered Providers to ensure that social rented homes lost through voluntary sales to the private sector are re-provided for in the Borough
 - delivery of specialist or supported homes
- facilitating the offer of loans to smaller developers where development finance is a barrier to site delivery.
- creating a reconciliation tool for agreeing s106 contributions that focuses on bringing delivery forward and managing contributions on the longer-term performance of new development to maximise affordable housing delivery.
- maximising the flexible use of commuted sum which could support bringing empty homes back into use, marketing equity shares and supporting the development of specialist accommodation.
- exploring the potential to develop a policy complaint process through our planning system where schemes that meet local need as set out in our evidence base can achieve approved planning status through a streamlined mechanism.
- exploring the potential of the Council becoming a Registered Provider to enable it to manage stock and Social Housing Grant liabilities from Registered Providers as well as applying for funding to develop stock.

5.6 Recognising that Registered Providers and developers play a significant role in new delivery, the Council sets out its plans to work more closely with both.

5.7 The Council will establish a new collaborative partnership with Registered Providers, building new and longer term relationships by working with Registered Providers who are able to make commitments to the Council about future management, investment and resources over longer time periods. We want quality, not necessarily quantity, and Registered Providers will be encouraged to work to their strengths both in terms of expertise and geographical impact.

5.8 The Council can support developers by creating a developer Hub, to help guide organisations through the development process including information on our evidence base of need, planning policies, delivery mechanisms, funding, land opportunities and key contacts at the

Council. We will be establishing a framework to work more closely with developers so that we can better understand the barriers they are facing, the scale of their appetite and ability to invest in Tameside and their preferred locations.

Outcomes for the Council

- 5.9 The desired outcomes for the Council will be
- Making sure there is sufficient land available for housing backed by an effective Local Plan, including infrastructure requirements
 - Maximising the use of publicly owned brownfield land for housing
 - Work with developers and Registered Providers to build a healthy supply of new homes to meet our housing needs including higher value private rented homes
 - Establish a pipeline of publicly owned brownfield sites to support sustained housing growth that meets local need
 - Improving physical and social infrastructure to support economic growth
 - The development of a range of tools to support increased delivery
 - Creating a higher value housing offer through Strategic Priorities such as Godley Green Garden Village

6. DELIVERING THE RIGHT TYPE, RIGHT PLACE, RIGHT QUALITY

6.1 Whilst numbers are important, so too is delivering the right type of home, in the right place and the Housing Strategy establishes the priorities for achieving this.

6.2 One of the key priorities for the strategy is to deliver a better mix of homes in each of our townships, ensuring a sustainable future for the borough's towns. Re-purposing town centres takes on a more prominent role given the impact of Covid-19 and its potential legacy. The Council will be the lead master planners of our town centres, creating partnerships and positive environments for investment. Over the lifetime of this strategy the Council will establish clear priorities for new development in our townships. This will focus on addressing the shortfalls identified through our evidence base in terms of size and type of housing and translate into planning guidance proactively encouraging the rebalance of markets. The strategy commits to delivering strong place management of neighbourhoods in Tameside and this will be achieved through the Registered Provider Collaborative Partnership, identifying lead organisations for specific locations.

Our new housing offer

6.3 The current housing offer in Tameside is focused around 2 and 3-bed properties with very few smaller and larger properties. Our evidence base was revised in 2020 and confirms the different sized and types of homes that are required in our neighbourhoods and we will be tailoring our housing offer in local areas through our planning negotiations using our detailed evidence base and promoting balanced communities.

Delivering more affordable housing

6.4 Our evidence base confirms that a household on a lower quartile income needs to spend 39.8% of their income to rent a lower quartile property where the rent is £498pcm and requires 6.7 times their current income to purchase a lower quartile property⁷.

6.5 The Housing Strategy commits to building more affordable homes and confirms that 15% of new homes should be affordable. Where viability supports delivery, we will seek social rent to underpin affordability and we will maximise the opportunity to attract funding to build more affordable housing for rent and sale in Tameside.

6.6 The Strategy introduces a new approach to where affordable housing will be delivered recognising that here is an imbalance in many markets. In some areas we need more

⁷ Arc4 evidence base 2020

affordable housing (for both rent and ownership offer); in other areas what is lacking is a higher value offer.

- 6.7 The Council will continue to work with Registered Provider partners to facilitate and enable new affordable homes through various funders; Homes England Programmes, Greater Manchester Combined Authority, Historic England and Health and Social Care, through continuous market engagement and s106 agreements and it will also seek to develop new planning policies that:
- maximises the delivery of affordable housing provision on each site.
 - takes a flexible approach to delivery arrangements that are based on both viability and current provision.
 - extends the potential products that can be negotiated on site to meet the s106 affordable housing obligations (introducing both rent and sale options)
 - Introduces a reconciliation tool that can be applied through the delivery of the scheme ensuring that s106 contributions are reviewed at planning and completion of schemes.
- 6.8 As well as focusing on delivering new affordable housing, a policy approach to buying back properties that have been sold through the Right to Buy to grow our affordable housing portfolio could be implemented with Registered Providers.

Homes for households that want to rent

- 6.9 The household survey (2017) confirmed that the private rented sector accommodates around 14.2% of households across Tameside. Most private rented properties are houses, primarily in lower value terraced stock. Properties tend to be smaller with a limited offer for families. We want to improve the offer that is available in Tameside. Letting agents advise that the Private Rented Sector (PRS) market is growing, the number of homes available to rent has increased and this is a high demand market.
- 6.10 The Housing Strategy commits to encouraging the delivery of Build to Rent creating housing and new tenure choices in Tameside. Build to Rent has many advantages that create a more diverse property market from what is currently on offer by introducing different property types and tenures to support a range of incomes.
- 6.11 We will proactively work with the PRS, developing the evidence for potential demand and viability. We will be working with developers, investors and Registered Providers to consider opportunities for investment and delivery.

Opportunities for households that want to buy

- 6.12 The Housing Strategy will support more people to buy including First Time Buyers, key workers, growing households, and tenants currently living in social housing. Through the lifetime of this strategy we will learn more about the scale of the barriers facing 'would be homeowners' and create new opportunities to support these households by developing a unique set of housing products that provide opportunity and choice in the housing market. Our Housing Strategy introduces our plan to develop the Tameside Housing Investment Fund and this could be one of the potential uses of that fund.

Housing to support Cultural differences

- 6.13 We celebrate the diverse cultures in Tameside. The 2017 Household Survey indicates that 91.5% of Household Reference, People describe themselves as 'White British' and 8.5% describe themselves as having other ethnicities. 3.4% of households are Asian/Asian British, 0.8% are Black/African/Caribbean/Black British, 0.4% have a mixed ethnicity and 0.4% are other ethnicities. We know that BAME households tend to be overrepresented in private rented and affordable accommodation than across all households that incomes tend to be lower and there are higher levels of housing need across these households and we will be looking with partners to develop specific housing options and pathways to support BAME households.

Custom build, self-build, co-living

- 6.14 We will support community led housing and will actively identify plots of land in response to residents demands for this type of housing and promote it to those registered with the Council.
- 6.15 There is an interest in these forms of delivery model for housing and the Council will support this demand seeking to explore opportunities including developments at Godley Green and other locations including Town Centres, working with Registered Providers and developers to financially support alternative delivery models such as custom build, co-operative living and Community Land Trusts.

Embracing Innovation in Design and Construction

- 6.16 Our commitment to high quality standards of design are set out in the Council's Residential Design Supplementary Planning Document (SPD) provides specific planning guidance on the design of high quality, sustainable homes. The Housing Strategy sets out an ambition to explore new approaches to housebuilding to deliver homes that are higher quality or delivered with greater speed and precision. Modular homes – using modern factory assembly line techniques to build well designed, eco-friendly, high quality homes available at a reasonable price, more quickly.

Our Zero Carbon commitments

- 6.17 In February 2020 Tameside Council declared a Climate Emergency, committing the Council to make our operations net-zero carbon in line with the Greater Manchester commitment to do so by 2038.
- 6.18 Decarbonising and improving the energy efficiency of our housing stock is going to be one of the biggest challenges that we face in achieving net zero. The Council's short-term priority is to work through GMCA to assist with the private stock condition survey that they intend to undertake which has a focus on energy efficiency and carbon status. This will provide the baseline information and position of the current status for existing private housing stock. This will inform a longer-term approach that needs to be developed in partnership with authorities across Greater Manchester. All new schemes being delivered directly by the Council, will be working towards Zero Carbon employing new and existing options to achieve this.

Outcomes for the Council

- 6.19 The outcomes for the Council will be:
- Continue to work with Registered Provider partners to facilitate and enable new affordable homes through various Homes England Programmes and Continuous Market Engagement
 - Working with developers, housing associations and our Planning Team to maximise the number of affordable homes delivered through Section 106 agreements
 - Using the GM Housing Investment Fund to deliver affordable housing, regeneration priorities and to fund access products to homeownership.
 - Ensuring new homes are designed and built to the highest design and sustainability standards
 - Embracing innovation in design and sustainability standards required for new housing developments
 - Encouraging developers to introduce alternate options into our housing market, such as co-living, custom and self-build.

7. SPECIALIST ACCOMMODATION AND PEOPLE CENTRED SOLUTIONS

- 7.1 As part of the refreshed evidence base, the Council has commissioned a Specialist Housing Needs Assessment (SHNA). The document appended to the Housing Strategy supports the Strategy and shows the scale of our challenge, we will continually review our evidence to

identify hidden needs of people living in accommodation that requires upgrading and replaced with fit for purpose accommodation for the long term.

7.2 Our evidence base confirms that:

- There are over 2,400 units of supported accommodation across 150 schemes in Tameside.
- Over the period 2014 to 2035, there is expected to be a 157% increase in the requirement for older persons' specialist provision. However, when the current (2014) supply of accommodation is compared with change in demand to 2035, data would suggest a need to increase the current level of provision for older people, particularly the provision of sheltered housing and Extra Care 24/7 support.
- By 2035 there will be a shortage of 1,711 units of sheltered housing in Tameside and 866 units of accommodation with support by 2035. The current social housing stock for older people may become unfit for purpose over the next two decades. Decommissioned provision will need to be replaced. The updated Housing Needs Assessment confirms that there is no supply in Tameside of enhanced sheltered housing but a demand for 584⁸
- Across Tameside, the 2017 Household Survey identified a total of 33,281 households (31.7%) which contained at least one person with an illness/disability. The most frequently mentioned illnesses/disabilities across the borough were physical / mobility impairment (experienced by at least one person in 9.0% of households), long standing illness or health condition (7.1%) and 'other' illness / disability (5.3%).
- 7.2% of households said they required care or support to enable them to stay in their current home.
- By 2031 there will be a need for an additional 83 units of specialist accommodation for people with learning disabilities.
- There is a need for an additional 281 units of supported accommodation with mental health need by 2031.
- By 2035 we need an extra 720 wheelchair friendly homes, including 187 fully wheelchair adapted properties.

7.3 The Housing Strategy sets out our approach to work with partners and adopt an 'invest to save' model so that in the longer-term, solutions deliver better value for money for the Council and we can help more people.

Older people

7.4 An Older Persons Housing Strategy will be developed that sets out our plans to design housing and improve places in which people are supported to maintain independence in mid and later life, economically, physically and to be socially active.

7.5 Our priorities are to:

- Deliver five extra care schemes across the borough, providing 400 new units of one and two bed accommodation; a planned £50m investment.
- Promote our current planning requirements on all schemes to support flexible housing in later life and create homes specifically designed to support older people to 'right size'.
- 40.2% of households are planning to downsize (i.e. move to a property with fewer bedrooms)⁹. Research the potential of equity loans to support older people living in lower value markets to 'right size' into a new home which may cost more.
- Through GM partnership working, introduce the services of a Home Improvement Agency (HIA) to maintain independent living for longer.
- Incorporate digital technology to improve services such as 'asking Alexa' and using cameras and motion-sensors to track activity live independent lives for longer to help older people.

⁸ Schemes / properties are included where service provision is higher than for sheltered housing but below extra care level. Typically, there may be 24/7 staffing cover, at least one daily meal will be provided and there may be additional shared facilities.

⁹ Household survey 2017

- Post covid, work with nursing home providers, so that priority for accommodation is based on local connection rather than financial return and where appropriate investigate direct delivery by the Council.
- Explore the potential of an elderly care facility at Godley Green which would take advantage of the co-location with the proposed retail and community facilities and the proximity to the railway station.
- Develop a range of accommodation and community extra care 'light' services across the range of needs in a locality where older people, who are ready to leave their own home but don't want to leave their community are able to live independently.
- Work with Greater Manchester Health and Social Care Partnership, Greater Manchester Ageing Hub and the Centre for Ageing Better to develop age-inclusive communities.
- Create innovative housing options such as Home sharing and co-living.
- Develop new housing in line with the principles of the Housing an Ageing Population Panel for Innovation (HAPPI).

Young people leaving care and looked after children

7.6 Access to suitable accommodation; intensive and safeguarding support to particularly vulnerable children and young people is a critical part of the new Housing Strategy.

7.7 Addressing the number of looked after children needing housing and support services is a priority for the Council. We want to co-produce transition support creating housing pathways for children long before they turn 18. We will:

- Create an Accommodation Options Group that works alongside looked after children from an earlier age, planning and commissioning accommodation. By referring earlier in the process, properties can be found for individuals or potentially delivered through the planning system, the private rented sector and through the ethical letting agency with appropriate tenancy support.
- Develop transitional accommodation where looked after children live independently but with onsite support as they learn the skills to manage their own tenancy to move into independent living.

7.8 By using the equity loan product, we will support those households that are able to provide foster care support but require a larger home to do this by bridging the gap between the value of their current home and a larger one, securing much needed home based care for young people.

People with physical disabilities, learning difficulties and mental health problems

7.9 As with older people, we are planning to build specific accommodation for people with mental health challenges. We will:

- Develop additional extra care accommodation for these client groups to increase independence.
- Develop accommodation pathways so that people have the ability to access the right level of support at the right time moving through physical accommodation as their needs change.
- Maximise the opportunity of community assets and support staff by locating extra care schemes within communities so that additional support can be accessed as people need it.
- Develop solutions that could include Council owned accommodation and ensure that local household's benefit, and individuals placed outside of the borough can return.
- Researching the potential to introduce and promote Home Ownership for people with Long Term Disabilities (HOLD).
- Maximise funding opportunities such as The Better Care Fund (BCF) which is a programme spanning both the NHS and local government which seeks to join-up health and care services.

People who need their homes adapting

- 7.10 There are currently nearly 100 households on the disabled housing register who need new accommodation in Tameside. Many of their homes cannot be adapted to meet their needs.
- 7.11 Working on an individual basis to support these families into new homes and we will develop a pre-nomination's agreement for affordable homes so that adaptations are built into new homes bespoke to individual household needs. We will also be promoting products that support households to find a more appropriate home so that people can continue being cared for at home and living as independently as they can.
- 7.12 We will continue to be innovative with our funding sources; developing specialist accommodation/support for people with specific needs and projects using capital/revenue flexibly from the Better Care Fund and access to Disabled Facilities Grant (DFG).
- 7.13 We will promote the approach to provide a Healthy Homes service across Greater Manchester that maximise independence for those who already have support needs, for example, interventions such as the provision community equipment services and adaptations.

People who are homeless and rough sleeping

- 7.14 Building on the success of reducing Rough Sleeping in the Borough through A Bed Every Night (ABEN) initiative and other work reducing homelessness, the Council will continue to strengthen the approaches taken over the lifetime of this strategy including developing new accommodation to provide temporary housing but with longer term options for those people who need additional support before moving on.
- 7.15 Through our Registered Providers, the Council will secure additional units creating a network of dispersed housing allowing for greater independence to provide permanent housing solutions for people and reducing our reliance on bed and breakfast accommodation.
- 7.16 A significant role and opportunity exists to work with the Ethical Letting Agency 'Let Us' to secure more units through the Private Rented Sector, particularly to provide accommodation to homeless and other households.

Outcomes for the Council

- 7.17 The outcomes for the Council will be
- Meeting our short, medium and long-term supported housing targets for older people over the next decade
 - Partnerships with Greater Manchester Health and Social Care Partnership, Greater Manchester Ageing Hub and the Centre for Ageing Better to develop age-inclusive communities
 - Taking advantage of devolution and digital technology to improve services, helping older people live independent lives for longer.
 - Making information and advice more easily available to help people approaching later life make good housing choices
 - Create innovative housing options such as Home sharing and co-living.
 - Develop new housing in line with the principles of the Housing an Ageing Population Panel for Innovation (HAPPI)
 - Development of a supported housing strategy that responds to the needs of vulnerable adults and children
 - Developing specialist housing including Extra Care that deliver enhanced care and support services for a range of service users
 - Embedding an 'Invest to Save' ethos across our supported and specialist housing offer

8. HEALTHY PEOPLE, HEALTHY LIVES

8.1 The impact of a safe, warm and secure home is remarkable to health and wellbeing. It improves general health outcomes and enables people to maintain independence; it is the platform on which people can build their future. It can prevent physical and mental ill health and reduce hospital admissions and enable timely discharge from hospital; it can support us to get better more quickly.

8.2 Poor housing is a driver of poor health and of pervasive and growing health inequalities. Unfortunately, not everyone has the same opportunities for good health. Those who are elderly or young, isolated, without a support network, and adults with disabilities are more likely to be affected and this has a significant impact for society and individuals. People are unable to work because of poor health and will need more support and care. Poor health carries a high financial cost for individuals' households and the borough.

Improving existing homes

8.3 Improving the energy efficiency of dwellings and modernisation of homes is an important driver to improving quality. Given the need to reduce energy consumption, improve thermal comfort and future proof households from spikes in energy prices, retrofitting stock with improved insulation, heating systems and solar panels is likely to become a significant strategic issue.

8.4 We need to understand this better and we are working with the Greater Manchester Combined Authority to better understand property conditions and then we will plan to target the worst properties and locations. We will do this by introducing a shared intelligence platform that includes stock condition data, data from our housing enforcement teams about property condition and colleagues from the health sector to identify and target those who are most vulnerable to living in poor housing conditions and find solutions to their circumstances, including taking action to reduce the negative impact of their property on their health.

8.5 We will also explore the potential through the Combined Authority of introducing loans to low income, equity rich homeowners who need home improvements, focusing on bringing homes up to a decent standard to improve properties in terms of affordable warmth and safety.

8.6 We will be encouraging all Registered Providers to consider how to make best use of their existing homes through a mix of planned maintenance, refurbishment and remodelling to meet changing requirements. We will achieve a better match between provision and allocation of social housing and the needs of vulnerable households whose existing housing situation exacerbates their health or other care needs.

The Housing Options review

8.7 We plan to review the service that we provide through our Housing Advice Team. By creating better links with providers of accommodation such as private landlords and Registered Providers so that we can broker more tenancies for households. Through our Registered Provider Partnership, the opportunity to review the Allocations and Nominations process will enable the Council access to increased nomination rights and an increase supply of homes to allocate.

8.8 A programme of new homes can be established, and when supported by Homes England or Council funds an initial 100% nominations and pre allocations where possible for specific groups and clients will be called upon.

8.9 We want to extend the type of information and advice we can give to include options for low cost home ownership to enable support and direct 'would be purchasers' to viable options for them so that we can make the best possible use of the housing we have.

Creating healthy neighbourhoods

8.10 Better health creation is driven not only by homes but by the neighbourhoods that those homes are located in. The built and natural environment is a key determinant of health and wellbeing. We will work closely with the Registered Providers and major landlords as part of place management initiatives across the borough to consider how better health creation can be achieved in existing neighbourhoods and communities.

Improving the quality of the private rented sector

8.11 Most homes in the private rented sector in Tameside are of a good quality. However, at the lower end of the market there is growing evidence that poor quality standards are having a significant impact on the physical and mental wellbeing of our residents. There is strong evidence to support the view that poor quality PRS has a substantial impact on a number of priority areas for Tameside Council and the wider Strategic Commissioning Board, including population health, community safety and homelessness.¹⁰

8.12 Our strategy sets out plans to understand the growth in PRS stock, who is living and managing in the sector as part of devising the actions and solutions to enable residents and the wider community to be actively involved, improving standards and sustainability of their neighbourhoods:

- Explore the evidence to support selective licensing and its potential to drive up standards across the borough
- Maximise the potential through the previously mentioned Greater Manchester 'Let Us' initiative. It will provide 'renters' in Tameside will access to better quality accommodation and better managed homes as well as increasing the security of their tenure. Renters will not have to provide any upfront fees or deposits. Landlords will be able to have their properties managed by Let Us, providing a hassle-free service and a guaranteed rent.
- Continue to promote the Greater Manchester Good Landlord scheme to identify rogue landlords and promote good landlord practices.
- Explore potential options to better engage and support vulnerable tenants. This will maximise the advice and support we are able to offer and provide tools to enable tenants to make better decisions about where they live and the standards of property and management they are prepared to accept.
- Develop a tenants 'check list' which can be used by people looking for a new home in the rented sector, and by existing tenants if they want to assess the quality of their current accommodation.
- Explore the potential to introduce a triage reporting services in the PRS. This is designed as a portal for other professionals to contact and discuss clients housing issues and explore solutions with housing colleagues. It could be promoted to other departments and partners such as Adult Social Care, Children's Services, the NHS trusts, Public Health and the police. This would provide a focus to develop a more robust working relationship with professionals who are regularly visiting client's homes.
- Create place-based intervention strategies with Registered Providers and major landlords to engage with and improve the Private Rented Sector.

Action on empty homes

8.13 Like many parts of England, Tameside has an empty homes problem - with approximately 2,000 empty homes across the borough and over 6,000 families in need of affordable housing.

8.14 We have developed a successful lease and repair model in partnership with Ashton Pioneer Homes that is fair, successful and transparent. Its priority is to bring homes back into use to provide much needed accommodation for people in housing need.

8.15 Under the terms of our lease and repair initiative, owners of vacant housing can enter into a six-year agreement with Ashton Pioneer Homes (APH). The property is renovated, often with

¹⁰ Tameside and Glossop Strategic Commissioning Board, *Our People, Our Place, Our Plan*

a grant, a tenant is found, council tax is paid for, management services and maintenance are provided, and monthly rent payments are guaranteed. Much needed homes are brought back into use to support people in housing need.

- 8.16 Under 'invest to earn' approach, where income can be accessed through additional council tax and the new homes bonus empty property premium, the opportunity exists to expand on the number of homes brought back into use and have Registered Providers utilise delivery models that they can implement to bring empty homes back into use and to commit to annual targets.

Outcomes for the Council

- 8.17 The outcomes for the Council will be
- Developing a suite of borough wide measures to improve best practice and inform both landlords and tenants of their respective rights and responsibilities as good landlords and tenants
 - Researching the potential for introducing selective licensing areas in Tameside
 - Tackling fuel poverty in the PRS by improving private rented energy efficiency standards
 - Continue to encourage Housing Associations to intervene in the Private Rented Sector through empty homes initiatives.
 - Participate in the GM Private Sector Stock Condition Survey
 - Enhanced partnerships with social housing and private rented sector landlords to improve the housing offer for those threatened with homelessness
 - Work with Tameside Housing Advice to improve and increase access into the private rented sector and social housing to prevent homelessness and reduce the use of temporary accommodation
 - Develop new initiatives to intervene and prevent homelessness where possible
 - Continue to improve and expand the reach of our Empty Homes Programme.

9. PARTNERSHIPS THAT DELIVER MORE FOR TAMESIDE

- 9.1 The strategy reflects the need to work in partnership, our commitment to strengthen those partnerships and the priority we place on ourselves to be an innovative, responsive and committed partner. It develops the Council as an enabler, facilitator, investor and deliverer and sets out that we expect to see this reflected back to us by our partners. We will be developing more formal commitments and arrangements with them that hold us both to account.
- 9.2 The section sets out that when we spend or invest any money, we expect to create additional benefits for our residents. This is our normal way of working, we don't see it as added value, we see it as 'business as usual' and it's how we will transform lives and neighbourhoods.
- 9.3 When we spend our Tameside 'pound' we expect to:
- promote employment and economic sustainability – tackle unemployment and facilitate the development of residents' skills
 - raise the living standards of local residents – working towards living wage, maximise employee access to entitlements such as childcare and encourage suppliers to source labour from within Greater Manchester
 - promote participation and citizen engagement - encourage resident participation and promote active citizenship
 - build the capacity and sustainability of the voluntary and community sector– practical support for local voluntary and community groups
 - promote equity and fairness – target effort towards those in the greatest need or facing the greatest disadvantage and tackle deprivation across the borough
 - promote environmental sustainability – reduce wastage, limit energy consumption and procure materials from sustainable sources.

- 9.4 We will expect the same from our partners. This may include supporting young people to develop enterprise skills, recruiting a graduate trainee or offering a supported internship/placement, mentoring a small business, offering to work with school(s), colleges and training providers, to provide information about their industry or sector, encouraging community participation, creating cohesive and sustainable communities, supporting wider community agendas and investing in public realm.

Outcomes for the Council

- 9.5 The outcomes for the Council will be
- Stronger partnerships in line with our values that support us to deliver on our priorities
 - Increased opportunities for local people, an enhanced economy and more resilient communities

10. CONSULTATION AND COMMUNICATION

- 10.1 A communications plan will be developed in parallel to the housing strategy and the Housing Strategy Implementation Plan will provide the required clarity of purpose with clear strategic priorities, outputs and outcomes.

11. CONCLUSION

- 11.1 We have established an ambitious agenda, within this Housing Strategy, that will deliver positive outcomes for Tameside by using our assets and resources creatively, sharing risk and rewards and the same is expected from our partners. Working with organisations that make clear commitments that they then deliver on; commitments that help the Council to deliver its objectives, commitments that balance 'give and take' and where this is achieved, our partnerships will strengthen creating more positive futures for all.
- 11.2 The Council retains a critical enabling and facilitation role to create the conditions that will lead to economic and inclusive growth. The strategic housing function acts as the cornerstone of achieving the Council's ambitions to increase housing supply, whilst at the same time responding to the housing needs of all residents of the borough.
- 11.3 The development of a new housing strategy will have internal and external facing outcomes but at its heart will transform outcomes for the borough by making a significant contribution to areas of population health, public service reform that will ultimately deliver on the aims and aspiration of the Corporate Plan in an integrated and co-ordinated way.

12. RECOMMENDATIONS

- 12.1 As set out at the front of the report.