

## **Tameside Housing Strategy and Strategic Priorities for Action**

### **1. Welcome to the Tameside Housing Strategy 2021-2026**

The Council is delighted to introduce our Housing Strategy. It provides a clear vision of how we can, with our residents and partners, achieve our shared aspiration in providing good quality housing in safe and healthy neighbourhoods across Tameside.

Good housing influences people's quality of life, their life expectancy and the economic and social opportunities available to them. For example, the council's focus on 'starting well' aims to support the best possible start in life for children. For many local children, poor quality and insecure housing will have a significant impact on their health and school readiness. Similarly, local economies will thrive if people who work in an area can find the right home within reach of their jobs, good education, health and cultural activities.

The ambitions for a new integrated Housing Strategy are reflected in our 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.

Tameside is a wonderful place to live and work. But not everyone here currently has access to affordable, sustainable and good-quality housing and this Strategy sets out our commitment and approach to increasing the number of homes that are available in the borough and creating quality healthy communities.

This strategy is underpinned by leadership and works in partnership to create a better future for all. We know we have ambitious plans, but we are prepared to take direct action to deliver them, to share risks and rewards, and our strategy clearly sets out our role as partner, investor, and deliverer in our borough.

The Council is confident that this strategy will create a successful housing offer across Tameside.

## 2. Our Housing Strategy: Doing things differently

We are ambitious, we think strategically, and we understand that good quality housing is a platform for change for our communities and neighbourhoods. Our Housing Strategy is the cornerstone of well-being and sets out our plans to build successful lives, create strong and resilient communities, invest in a local and vibrant economy, and promote healthy lives across the borough.

This strategy has the following vision:

***“Through sustainable growth a balanced housing market will be shaped that provides good quality and affordable housing to meet the needs of all its residents “.***

Reflecting the vision, a key element of the new Housing Strategy is to improve and accelerate the pace of housing development and improve the quality and choice of the local housing offer. New homes are an important part of ensuring that we can meet the housing demands of existing and prospective residents and enable reductions in dependency on expensive public services by better matching our residents’ changing housing needs.

Our priorities are firmly established through our Corporate Plan, ‘Our People-Our Place-Our Plan’ where housing plays a central role in achieving our ambitious vision to enable people to start well, live well and age well. Good quality housing is a vital part of creating and sustaining neighbourhoods that can support wider social change, inclusive economic growth, and community wellbeing.<sup>1</sup>

We want to ‘do with, not to’. Our strategy supports people to grow up, get on and grow old in safe warm and affordable homes, in healthy neighbourhoods where the social environment is as important as the physical environment and people feel included, valued, and supported. We want people to be able to have access to a good quality education and jobs, empowered to help themselves, but when they need additional support, we want them to know that it will be available. We will think differently about how we help individuals, creating people centred solutions that transform lives and underpin our commitment to positive health creation.

For our neighbourhoods to be attractive places to live, work and invest, an integrated and connected approach is essential. Tameside along with the Greater Manchester Combined Authority is currently driving huge changes in the way public services are delivered. Skills services, work programmes, health and social care provision and education are being redesigned and integrated at the ‘place’ level to ensure that they deliver better outcomes for local people and are delivered in more cost-effective ways. Access to a safe, decent affordable home is a critical foundation to support this transformation reform.

Our Housing Strategy sets out our commitment to accelerate the delivery of new homes to support inclusive economic growth and widen housing choices and options. Those housing choices include people who have specialist requirements and we know that we need to support the people living in Tameside as they age with a quality offer that meets their aspirations to remain living at home for longer. Choice also means being able to rent a home as well as buy a home and our strategy sets out our plans to improve the quality of the existing private rented sector, recognising the important role that it plays in meeting peoples housing needs, but it also looks to introduce a new higher quality rented offer. Choice also means recognising that not everyone has a home in our borough or does not have a secure home and where advice and support is required as well as more opportunities to find permanent homes for people. Delivering affordable, good quality housing in safe, clean, and quality

<sup>1</sup> Tameside Strategic Commissioning Group (February 2019), *Our People, Our Place, Our Plan*

neighbourhoods is the bedrock of this strategy but a platform on which to support and improve people's immediate and long-term health prospects.

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. The strength of community working was particularly true in Tameside. 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.

We also know that the crisis we have faced has confirmed the importance of our commitments in this strategy, that good quality housing is a fundamental right and that long term investment, into both temporary and truly affordable housing to support those in the most acute housing need, is essential.

Our focus has been, and will continue to be, driving forward major investment for the borough. Public and private sector collaboration, accelerating the delivery of new homes, will be the key driver for growth and investment that will be the cornerstone of local economic recovery. We are part of the Greater Manchester Combined Authority and committed to Building Back Better. This Housing Strategy sets out the housing need and growth aspirations which will contribute to the recovery from Covid-19.

Our Housing Strategy sets out our vision for the next 10-20 years in Tameside and sets out our approach to meet the targets and objectives set out in the Greater Manchester Housing Strategy<sup>2</sup> and the new emerging Joint Development Plan Document 'Places for Everyone'. There is much work to be done and our actions are prioritised over the next 5 years building on the Strategic Priorities for Action at the end of this strategy. A more detailed Housing Delivery Implementation Plan will be developed, where the range of actions and plan will be subject to exploration, investigation, due diligence and appropriate governance prior to implementation.

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<sup>2</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/housing/greater-manchester-housing-strategy/>

### 3. Accelerating the pace that we deliver new homes

We are committed to deliver transformational change across the housing offer in Tameside. New homes will be delivered across all tenures and housing types, 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.

We will support new, high quality private housing across the borough for sale and rent alongside the delivery of an increased number of affordable housing commitments. Our strategy will support housing growth through new ways of working, which will deliver aspirational housing with the highest levels of design, environmental and sustainability standards, building on strong partnerships with developers, Registered Providers and investors. We are flexible in our approach, open to innovative solutions to address the barriers we face in housing delivery and very much ‘open for business’.

#### 3.1 How many homes do we need to build?

To accommodate its growing population the 2019 former Draft Greater Manchester Spatial Framework (GMSF)<sup>3</sup> set a target of 200,980 additional homes (net) to be delivered across Greater Manchester over the period 2018-2037. The GMSF set out a housing target in Tameside of 8,850 between 2018-2037. This equates to an average of 466 per year (split between 2018-2023: 370 per year followed by 2024-2037, 500 per year). The target aimed to house a projected growth in the number of households of around 14,854 projected from 2020-2037.<sup>4</sup> The GMSF is being replaced by a new plan, Places for Everyone, and targets are expected to increase further from early indications. The last version of the Housing Delivery Test required 588 net additional new homes for the year 2019/20 whilst the ‘New Standard Method’ suggested in the planning white paper in 2020 would mean around 750 net new homes would be needed.

Alongside Places for Everyone, Tameside will prepare a new Local Plan, which in addition to Places for Everyone and other Greater Manchester planning documents<sup>5</sup>, will form the strategic land use planning documents for the borough. The Local Plan will replace the remaining extant elements of the Council’s Unitary Development Plan, adopted in 2004, that are not superseded by new policy, such as that being developed through Places for Everyone.

#### 3.2 Where will we build?

Where we build the new homes is as important as the new homes themselves and our spatial priorities support:

- the prioritisation of brownfield development. This will be emphasised by the delivery of most of the new housing within the urban area of Tameside. 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
- 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. We will ensure appropriate development is delivered in the most accessible and sustainable locations.

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

<sup>4</sup> 2018-based ONS population projections

<sup>5</sup> Greater Manchester Minerals Plan and Greater Manchester Waste Plan.

- delivery of high-quality housing in sustainable locations – Ashton-under-Lyne, our other towns and villages, and at appropriate locations that are, or could become, sustainable and accessible, utilising available public transport, walking and cycling options.
- The allocation of strategic sites through Places for Everyone will include green belt sites to help sustain and strengthen the borough's economy.

### 3.3 Delivering our strategic sites

Two strategic sites were allocated within the 2019, Draft Greater Manchester Spatial Framework, in Tameside for housing. These are Godley Green Garden Village and South of Hyde. These, as well as the borough's town centres, form the key focus of the council's housing growth agenda and will benefit local businesses and their supply chains, creating a significant number of new jobs in the borough. These sites have been retained in the emerging new spatial framework called Places for Everyone.

#### Godley Green Garden Village

Sir Ebenezer Howard's vision of places where people could work, raise families, travel easily and enjoy green spaces will be renewed by Tameside Council at Godley Green. The council will project ahead for the next 25 years in order to set out an ambitious but attainable vision to deliver a new Garden Community

Godley Green is "the" key strategic site for Tameside. If it comes forward for development through greenbelt release, it has the potential to deliver 25% of the Council's housing requirements over the former Draft Greater Manchester Strategic Framework (GMSF) plan period. A locally led public sector intervention of this scale has the potential to deliver up to 2,350 new homes. The transformational change that is proposed by this development will help 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.

The £10m secured through the Government's Housing Infrastructure Fund Programme is an endorsement of the vision set out by the council that will enable the critical infrastructure required to open up the Godley Green site for development.

#### Land South of Hyde

The two parcels of land that make up the South of Hyde allocation will deliver around 440 new homes with similar garden village principles to Godley Green. The sites' semi-rural setting, together with an existing network of green infrastructure set the framework for an attractive, high quality and accessible neighbourhood and a logical sustainable extension to the popular suburb of Gee Cross. Not only will 440 new homes assist in meeting the full range of housing needs and aspirations but there is potential to deliver innovative and creative development that is energy efficient and resilient to climate change and will support the full restoration of the Grade II\* Listed Apethorn Farm complex which is currently on Historic England's At Risk register.

### 3.4 Improving land availability

The Tameside Housing Market is characterised by 90% of properties in council tax Band A-C. At the same time there is a shortfall of land supply to meet the need for new homes required



in the borough over the next 20 years. Combined, both factors act as barriers to economic growth and increased productivity in the area.

Between 2016 and 2019 we achieved 75% against the Housing Delivery Test<sup>6</sup> threshold but we know we need to do more to deliver new homes. Whilst our strategic sites, will deliver more housing in Tameside, we still need to identify more sites that the council can promote and support as new sites for new housing delivery and we are developing a Housing Delivery Test Action Plan that sets out our approach.

Finding sites that can be used for new homes is a challenge. Values across the borough can be relatively low and whilst this is positive for Tameside to be a competitive location to live, it also means that we need to set out development appraisals for all new sites to ensure that they can provide the required returns needed from sales to incentivise landowners and developers to promote land for residential development. Added to this, the sites that we have identified tend to be small; the current number of sites in the supply is 305 according to Tameside's Strategic Housing and Economic Land Availability Assessment (SHELAA), and 191 of these would accommodate less than 10 dwellings. Smaller sites often present a greater risk of stalling or actual delivery because they are often put forward by small builders or on small plots by individuals. The majority of new residential sites identified in the SHELAA are brownfield and these make up 63.74% of the total. The priority is to identify and develop on brownfield sites. We will create and promote new sites for housing by;

- creating a pipeline of publicly owned brownfield sites to maximise sustained housing growth that meets local need.
- 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.
- ensuring that land has the right social and transport infrastructure to support economic growth and maximise connectivity across the borough and the region with a focus on access to good quality public transport.
- undertaking a detailed examination of public and private sector held assets to explore radical options for identifying new sites.
- 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 the economies of scale.

### 3.5 Creating jobs and homes

Our Housing Strategy and Inclusive Growth Strategy are intrinsically linked. To enable and deliver economic growth we will need to attract and retain talent; upskill residents and workers to access quality employment opportunities; expand our Higher Education offer to retain and attract young people; build connections with Greater Manchester universities; and deliver digital skills, leadership and management skills. We want people to work in Tameside and to live in Tameside and therefore understand that we will need to improve our housing offer, developing Tameside's place proposition as a location to invest, live and work; facilitating vibrant mixed use town centres as a destination for investment and housing and creating new homes that are of a higher value that attract a higher skilled workforce.

### 3.6 Our role in delivery

<sup>6</sup> <https://www.gov.uk/government/collections/housing-delivery-test>

<sup>6</sup> [https://www.tameside.gov.uk/TamesideMBC/media/Planning/Tameside\\_Council\\_HDT\\_Final\\_Version.pdf](https://www.tameside.gov.uk/TamesideMBC/media/Planning/Tameside_Council_HDT_Final_Version.pdf)

We are serious about accelerating housing growth. During the lifetime of this Housing Strategy, we will be testing new tools that will speed up delivery, deliver the housing that the borough needs, maximise our land assets and create new pathways for people to access those homes. We know 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.

We want to be working at the cutting edge of best practice and creating opportunities to maximise new housing delivery. We will promote opportunities available through national programmes and as a partner of Greater Manchester Combined Authority and will work with developers and Registered Providers to build a healthy supply of new homes to meet our housing needs.

Whilst we will update our planning policies through Places for Everyone and our Local Plan, we will advise and provide the expertise to our planning teams to help negotiate sites on an individual basis to maximise the outcomes for the borough and create positive outcomes for challenging sites. Our role will include committing 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 us 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 will 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, such as Tameside's successful Local Authority Mortgage Scheme, that will provide Tameside's residents an affordable option to buy or rent a home.
  - incentivise social housing tenants into alternative home ownership tenures to release high demand homes.
  - the provision of specialist or supported homes across tenures.
  - retaining asset capital value and recycling grants by the council and our partners
- facilitating loans to smaller developers where development finance is a barrier to site delivery.
- creating a reconciliation tool for agreeing s.106 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 Council owned stock.

### **3.7 Working with developers and Registered Providers**

Tameside is a borough of significant opportunity, popular with developers and Registered Providers alike. Whilst we will actively enable and invest in new housing, the Council will work in partnership with developers and Registered Providers to deliver that housing. We want to build longer term relationships, creating solutions to our challenges, sharing risk and reward, and delivering with a focus on the needs of local people. We will work more closely with those organisations that focus on supporting the Council to deliver the type of housing we need, in the locations we need it, to rebalance communities and demonstrate that new homes are truly affordable to local people. Whilst we recognise that financial returns drive investment, we will be prioritising those organisations that deliver positive social and economic outcomes for local communities alongside financial returns.

We can support developers by creating a developer Hub, an online tool to help developers and Registered Providers to better understand the housing development process in Tameside. It will guide organisations through the development process and include our evidence base of need, planning policies, delivery mechanisms, funding, land opportunities and key contacts at the Council.

We are building on our partnership with Registered Providers by strengthening the commitments that we make to them; in return we will expect the same. We will work with Registered Providers who are able to make commitments to the Council about future investment and resources over longer time periods, and this will be formalised through a new Collaborative Registered Provider Partnership. 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.

We will endeavour to establish 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. We already hold data on all sites that are completed, under construction, permitted, expired and discounted which extends to over 1,500 parcels of land and will utilise this information to support the delivery of the homes that we need.



#### 4. Delivering the Right type, Right place, Right quality

Whilst numbers are important, so too is delivering the right type of home, in the right place. We know we need to deliver a better-balanced housing market, and this will be our focus.

Where people want to live and the type of home they want to live in depend on many factors. Factors include, where they work, where they have social connections, how old they are, how much money they earn, how big their household is and where their children go to school. We need to ensure that people who live in Tameside now and those who will live in Tameside in the future have access to a choice of properties to meet their needs as they move through their lives.

Getting this right will mean that people who live in Tameside will continue to be able to do so and that new people will be attracted to live in Tameside, growing the population and economy as they spend their income here. At present, 70% of house moves within Tameside are from households already living in Tameside and we need to take advantage of the wider Greater Manchester economic catchment area, with good quality housing options being a key driver in attracting investment and catalysing economic growth.

We will need to ensure that there are housing choices for everybody living in Tameside from first time buyers to households looking to upsize as their family grows, right through to 'right sizing' as people get older.

##### 4.1 Creating vibrant towns and neighbourhoods

One of the key priorities for this strategy is to deliver a better mix of homes in each of our townships, ensuring a sustainable future for the borough's towns and where we have strategic sites, we need to support the development of balanced communities.

Brownfield land will be re-used and we have prioritised new housing to be developed in locations that create vibrancy in urban areas, offer sustainable solutions for travel, prioritising public transport, cycling and walking. New development will protect urban open spaces and make a positive contribution to the quality of place and the wellbeing of people, delivering genuinely sustainable neighbourhoods with supporting facilities and services. The Council is investing in both new and existing local infrastructure. Good local transport connections and resilient social infrastructure are fundamental to improving access to all the opportunities that growth in a local area brings and the re-designed public services that the Council is working to provide. Over the lifetime of this strategy we 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.

We need strong place management of neighbourhoods in Tameside. This needs to be coordinated, area-based and involve a multi-stakeholder approach to improve locations, harnessing the skills, experiences, and resources of those living there. We are redefining our relationship with residents – 'doing with, not to' and we are re-designing services at the place level to ensure that they deliver better outcomes for local people.

As part of our Registered Provider partnership approach, we will be working with Registered Providers to develop holistic investment approaches across all tenures, creating better balanced and healthy neighbourhoods. Their role will be to:

- create a pipeline of deliverable sites across the borough, maximising the provision of affordable housing and ensuring that delivery meets the needs of individual locations.
- create innovative approaches to new delivery and take an investment role, as necessary.

- develop intervention strategies with the Council and partners to improve poorly performing locations e.g. bringing empty homes back into use, managing open space and improving areas of poor quality private rented homes.
- encourage social cohesion through community organisations.

## 4.2 Repurposing town centres

Like most Northern towns, those across Tameside are witnessing unparalleled change in consumer habits. The borough's town centres must evolve and the Covid-19 pandemic legacy is likely to accelerate that evolution. Catering for 'live-work-play' alongside technology-enabled shopping in great urban places perhaps sums up the diversified role that centres require to survive. Day, evening, and night-time economies will become more common place as people work ever more flexibly and our recovery out of the Covid-19 pandemic will prioritise our town centre first approach.

We will be the lead master planners of our town centres, creating partnerships and positive environments for investment. We will help to create new sites and opportunities to retain and increase activity and footfall for local businesses and ensure that our town centres are attractive places to live. New facilities, high quality public realm, culture and public transport connectivity will broadly form the basis for future appeal. Smart thinking, innovation and a rapid response allied to a holistic approach can take our town centres forward as places where people want to live, spend time and for new business to invest. Where investors in our town centres need our support to maintain thriving centres, we will work to achieve this.

The Mayor's Town Centre Challenge is designed to regenerate nominated town centres across Greater Manchester and has focussed attention and brought different stakeholders and communities together. As part of this we will be bringing forward proposals for how town centres can be re-purposed and modernised through transformational development to plot a new future for towns. In Stalybridge for example, a number of resident-led proposals are being considered including the creation of a transport interchange, bringing the Civic Hall back into use, and the potential development of sites in Stalybridge West to develop homes, offices, and retail and leisure space. A comprehensive review of the town's public realm will also consider how cycling and walking infrastructure can be harnessed to improve the pedestrian and cycling experience.

We have been successful in securing funding to develop plans for the town centre in Hyde. By using creative professional thinking and existing public assets we will build the foundations for going out to seek further investment to create a sustainable, accessible and community service-rich centre.

## 4.3 Our new housing offer

The current housing offer in Tameside is focused around 2 and 3-bed properties with very few smaller and larger properties. At present, on market sale sites, developers are required to provide 15% affordable housing secured via a s.106 agreement, however due to increased need demonstrated in the 2020 Housing Needs Assessment, the percentage requirement is currently under review. The priority is to deliver larger 2 and 3 bed houses although there is a requirement for smaller 1 bed accommodation, likely apartments, and 10.3% of new homes should be 4+ beds. Estate agents involved in the Housing Needs Assessment (HNA) Stakeholder survey confirmed that the greatest demand is for detached and semi-detached houses with 3 and 4 bedrooms and gardens. Just over half of new homes that we deliver should be detached or semi-detached and around 15% of new homes should offer apartment living; just over 10% of new homes need to be level access. However, our evidence also

confirms that different types of housing are needed in different 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.

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 property<sup>7</sup>. We know we have work to do to support people to access affordable accommodation and whilst getting the right type of housing is our absolute focus, so too is ensuring that it is truly affordable. In all of our planning negotiations we will be looking for applicants to set out how proposed developments support housing that is affordable to local people. We will carefully consider the link between household income to the cost of buying and renting a home in Tameside.

#### 4.4 Delivering more affordable housing

Delivering more affordable homes is central to creating a balanced housing market. One in ten households in Tameside are in some form of housing need, ranging from overcrowding to living with domestic hazards like damp and mould. Where people need affordable homes, delivering housing for rent is our priority but we also recognise that there is a demand for intermediate homes for sale such as shared ownership. Evidence from 2017 suggested that of all new homes built, 15% should be affordable which can include social rent, affordable rent and low cost homeownership options, however the annual net requirement for new affordable homes increased from 431 in 2017 to 828 in 2020 after the housing needs study was revised. Therefore the 15% requirement is to be reviewed as the demonstrable need has almost doubled. 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.

We want to maximise the delivery of affordable housing, but our solution will not be to provide more affordable housing in all locations. The 2017 household survey confirms that 22.4% of homes in Tameside are affordable but in some local markets this figure is much higher. In Denton South for example, affordable housing makes up 36.1% of all tenures with far fewer options for owning a home. In other locations, affordable housing provision is as low as 9.1% (Hyde Werneth). In some areas we need more affordable housing (for both rent and ownership offer); in other areas what is lacking is a higher value offer.

In driving forward this agenda we 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 the Affordable Homes Programme and s.106 agreements. We will provide greater detail on existing planning policies for affordable housing that:

- maximises the delivery of affordable housing provision on each site.
- takes a flexible approach to delivery arrangements, including offsite and commuted sum contributions where appropriate, that are based on need, viability and current provision,
- extends the potential products that can be negotiated on site to meet the s.106 affordable housing obligations
- introducing a reconciliation tool that can be applied through the delivery of the scheme ensuring that s.106 contributions are reviewed at planning and completion of schemes.

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<sup>7</sup> Arc4 evidence base 2020

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.

#### **4.5 Homes for households that want to rent**

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 market is growing, the number of homes available to rent has increased and this is a high demand market.

We will, where appropriate, encourage and support the delivery of Build to Rent creating housing and new tenure choices in Tameside, focused in our town centres but also as part of the offer in new communities like Godley Green. Build to Rent has many advantages that could support a range of objectives in Tameside by:

- creating a more diverse property market from what is currently on offer by introducing different property types and tenures to support a range of incomes.
- providing an opportunity by delivering appropriate types and tenures to assist people to downsize their home as they move through their life cycle.
- potentially supporting home working, as schemes can be developed with workspace opportunities.
- fostering a sense of community whilst the wider development is still ongoing. Build to Rent creates a community quickly.
- providing homes to economically mobile professionals, the growing student population in the north west and homes for essential workers who deliver key services.

We will work with investors, developers and RPs to explore the possibility of introducing high quality private rented homes where there is evidence of demand.

#### **4.6 Opportunities for households that want to buy**

Tameside has a relatively affordable housing market compared to some of our neighbouring authorities and this is incredibly positive. It means that we can offer better value for money for people looking to buy or rent. However, even though our market is relatively affordable, we know that people still struggle to afford to get onto the property ladder. First Time Buyers now need to save much larger deposits and borrow more to buy a home and for some key workers, their incomes levels do not allow access to home ownership.

We want to support a wide range of people including First Time Buyers, key workers, growing households, and tenants currently living in social housing to buy a home. 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 commit to investigate developing the Tameside Housing Investment Fund and this could be one of the potential uses of that fund. We will seek to be flexible about how we can achieve affordable home ownership options for people through different approaches to s.106 negotiations utilising our financial resources and assets. We are committed to develop solutions that:

- enable people to buy a new build home or to choose a home in the existing market.

- provide financial support toward a deposit and we will consider a range of options such as the Local Authority Mortgage Scheme which proved to be successful Tameside.
- Provide new hybrid solutions that allow an initial rental period followed by a phased purchase of property
- provide flexibility so that products can be readily tailored to an individual's personal financial circumstances.

Our approach will be to support Registered Providers to develop intermediate housing products, building on the previously successful Local Authority Mortgage Guarantee Scheme and some of the exciting products developed by Greater Manchester partners. We will of course, prioritise Government opportunities such as First Homes and consider a Tameside bespoke equity loan scheme. The latter scheme could enable equity loans to be provided on new developments or existing empty homes to be brought back into use, helping to reduce sale values and improve access to home ownership for local people. For Registered Providers, it can be used to de-risk commercial schemes and provide flexibility to enable schemes to move forward. We can use both land assets and investment funding to secure these outcomes and will be looking to be creative and innovative in our solutions.

#### **4.7 Housing to support Cultural differences**

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 over represented 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 establish specific housing options and pathways to support BAME households.

#### **4.8 Custom build, self-build, co-living**

Community Led Housing is where residents come together to take on a leadership role in the design and delivery of their new homes. Being involved in designing and building their own home enables some people to afford a better home, learn new skills and as they do they help to diversify our housing market, creating unique buildings. The Housing Needs Assessment (2017) recorded the potential for alternative provision of housing, including co-living (particularly for developments catering for an ageing population) and custom and self-build options. We 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 having an interest in this form of delivery model for housing. We will ensure that it forms part of the offer at Godley Green and will work with Registered Providers and developers to support alternative delivery models such as custom build, co-operative living and Community Land Trusts.

#### **4.9 Embracing Innovation in Design and Construction**

We are committed to maintain high quality standards of design so that we can create strong communities and neighbourhood where people want to stay and lay down roots. Building on policy adopted in the 2004 Unitary Development Plan, the Council's Residential Design Supplementary Planning Document (SPD) provides specific planning guidance on the design



of high quality, sustainable homes. This is as important in the rental sector as it is when homes are built for sale, given the changing patterns of home ownership and the increasing propensity for people to rent their homes. The SPD, provides greater emphasis on design, updated permitted development rights and alignment with regional and national policy and we intend to ensure that these standards continue to be the baseline for all new development. We apply the nationally described space standards, setting out minimum space for dwellings, which, alongside ensuring developments are liveable, helps them to be more adaptable.

Working with GM Partners the Council can take the opportunity to collaboratively 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.

#### **4.10 Our Zero Carbon commitments**

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. In addition, Tameside Council has committed to the actions detailed within the 5-Year Environment Plan for Greater Manchester. These science backed actions have been developed for the whole of Greater Manchester and are deemed urgent to deliver within the next 5 years to put us on track to becoming carbon neutral by 2038.

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. However, at the same time it will present very real local economic opportunities, more urgent now than ever as we support our economy's recovery from the impacts of Covid-19. As a council we have a role in supporting our communities with this aim as well as ensuring our own operations are moving towards this end goal. We need to reduce our demand for energy by ensuring homes are effectively insulated and we must also generate and / or source our energy from renewable or low carbon source.

The Council's short-term priority is to work through the GMCA to establish and evidence base on housing stock condition that has a focus on energy efficiency and carbon status. This evidence base will provide information about the baseline position, the current status of the existing private housing stock. This will inform a longer-term approach that we will develop 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.

## 5. Specialist accommodation and people centred solutions

The outcome of our Housing Strategy is to provide more high-quality homes, but the focus and priority is about people. Whether we are building extra care schemes that support people in older life, creating housing pathways for young people leaving care or adapting a property to meet the needs of an individual, we are always looking to provide people centred solutions that improve people's lives, develop innovative approaches, and live up to our values of 'doing things differently'.

Our evidence base confirms that:

- Recent research by the Housing LIN commissioned by the Association of Directors of Adult Services (ADAS) predicts 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 584<sup>8</sup>
- 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.

Whilst this evidence 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.

This is a challenging environment; we must work with partners and 'invest to save' so that in the longer-term, solutions deliver better value for money for the Council so that we can help

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<sup>8</sup> 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.

more people. Our plans are underpinned by our evidence base and forms the basis of a new Supported Housing Strategy that plans for the needs of vulnerable adults and children.

## 5.1 Our approach

Supported housing exists to ensure those with support needs can lead a healthy and fulfilling life within their own home and community and we want to ensure that the accommodation that people live in adds to the quality of their life.

We know the amazing role that many family carers offer, and we are planning to increase the availability of respite care for family-based carers by offering more day support placements through Council owned land and buildings

Our priorities for people drive how we approach solutions:

- providing the right support, for the right person at the right time and reduce the use of residential care and inappropriate admissions to hospital.
- supporting people to remain living in Tameside or return to Tameside.
- enabling people to live in their own home, if possible, or for as long as possible.
- ensuring that people live independently in their home and interdependently within their neighbourhoods.
- creating choices about where people want to live, how they live and whether they rent or own their property.

We will investigate and seek to deliver financially viable solutions which will make it feasible for partners and potentially the Council to build its own accommodation in the future, develop bespoke housing solutions, support out of borough placements to return, decommission obsolete accommodation, and replace it with alternative solutions. By embedding an 'Invest to Save' ethos across our supported and specialist housing offer we will plan for the longer term rather than dealing with short-term crisis prevention. We recognise that all local authorities face these challenges and there will be opportunity to meet these challenges through cross-locality working and will work with Greater Manchester Health and Social Care Partnership as well as the Greater Manchester Housing Providers and Combined Authority.

Our Housing Strategy sets out our priorities for creating people centred solutions for:

## 5.2 Older people

In 2018 Greater Manchester became the UK's first age-friendly region, as recognised by the World Health Organisation and in Tameside we are an age friendly borough delivering an offer for older people.

Older age groups are expected to increase the most, with a 28.5% increase in population aged 65 and over and a 63% increase in population aged 85 and over. The number of people aged 65 or over in Tameside is expected to increase from 40,467 in 2020 to 52,003 in 2037. At the same time, the proportion of people aged 85 years or over is set to increase from 1.9% to 2.9% of the population over the same period<sup>9</sup>. A key challenge is how we can provide support and choice for older people wanting to stay in their own home or develop appropriate housing

<sup>9</sup> 2018-based ONS population projections

choices for older people as their circumstances change. In future years Tameside will be home to a much larger and diverse group of older people.

The range of housing options, advice and support available to older people across Tameside will need to be constantly reviewed, with homes needing to be more adaptable and designed with potential care needs in mind. An Older Persons Housing Strategy will be developed that sets out our plans to design housing and places in which people in mid and later life are economically, physically and socially active. Flexible, well-planned, high-quality housing will offer choice about how and where older people live, widening the choice and opportunity to access housing that supports continued independence, maintains social interaction, and tackles fuel poverty.

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)<sup>10</sup>. We will 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. Our Housing Strategy commits to expanding the role of the HIA to develop a holistic and commercial approach to all tenures and creating innovative solutions to support people living in their home for longer.
- incorporating 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.
- 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 older persons housing at Godley Green as 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).

### 5.3 Young people leaving care and looked after children

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

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<sup>10</sup> Household survey 2017

from Housing and Children's Services in partnerships with our Registered Provider partners that specialise in supported housing, are working pro-actively on a pipeline of new opportunities, which has already delivered 10 new units of accommodation and is actively progressing bringing a former supported housing project back into use.

By facilitating the use of equity loan product, we can 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.

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:

- Further develop 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. This may also be through 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.

### **People with physical disabilities, learning difficulties and mental health problems**

As with older people, we are planning to secure and where necessary build specific accommodation for people with mental health challenges. This is a major priority for us because many of these people are living in accommodation that needs to be redesigned. We are underway in doing that but our primary objective is to ensure that people have 'their own front door'. 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). HOLD is a government-backed shared ownership scheme specifically for people with a long-term disability to share in the ownership of their home with a housing association. Introducing a HOLD product for households maximises independence ensuring people have their own front door and provides more choice and control about people's homes. The Council will also explore whether it would be beneficial to introduce and fund a similar type of product.
- 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, so that people can manage their own health and wellbeing, and live independently in their communities for as long as possible

## **5.4 People who need their homes adapting**



There are approaching, 100 households on the disabled housing register who need alternative or new accommodation in Tameside. Many of their homes cannot be adapted to meet their needs and we know we need to find alternative accommodation. In many of these household's care and support is provided by family members and the whole family need a new home. We will work on an individual basis to support these families into new homes and 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.

We will continue to be innovative with our funding sources; developing specialist accommodation support for people with specific needs such as using Better Care Fund (BCF) Disabled Facilities Grant (DFG) funding flexibly to better meet the needs of our residents. Examples of such schemes include the Brain in Hand project, a professional digital support system which helps people with making decisions, managing anxiety, and dealing with unexpected situations. Likewise funding can be provided to support 'single handed care', allowing for a more flexible, person centred approach, which recognises that with the right training and modern specialist equipment, people requiring assistance transferring can be supported safely by one carer rather than two. BCF resources can also be used toward building specialist properties to meet specific needs of certain families so that they can continue to live in a home environment.

We will promote the approach to provide a Healthy Homes service across Greater Manchester supported by the Greater Manchester Housing Providers, Greater Manchester Health and Social Care Partnership and the Combined Authority that maximise independence for those who already have support needs, for example, interventions such as the provision community equipment services and adaptations.

### **5.5 People who are homeless or threatened with homelessness**

Tackling homelessness is a priority across Greater Manchester and in Tameside. The biggest change to homelessness legislation was introduced through the Homelessness Reduction Act 2017 (HRA) which was implemented in April 2018, and seeks to upstream homelessness prevention. The HRA placed additional duties on local housing authorities, such as developing personalised housing plans for each customer, introduced new prevention and relief duties, and increased the likelihood of the need for temporary accommodation. Welfare reform changes since the 2010 coalition Government has had a huge impact on households' abilities to find suitable accommodation, not least due to the benefit cap, changes to Local Housing allowance rates, and Universal Credit as a whole. When we provide support, advice and accommodation solutions, we want to change lives positively and permanently. We will develop a new homelessness strategy that creates a holistic and integrated response to preventing homelessness. We want all stakeholders to take responsibility for managing and preventing homelessness, through early intervention and advice, to increased resilience and targeted support; we do not believe that a one size fits all to create sustainable solutions.

We intend to strengthen our approach over the lifetime of this strategy and are planning to develop new accommodation including a modular 20-unit property to provide temporary housing, with opportunities for additional support before moving on which will enhance sustainability for future housing options.

Through our Registered Providers and through Private Sector Partners the Council will seek to secure additional units of accommodation 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.

A significant role for us is to work with the Ethical Letting Agency 'Let Us' to secure more units through the PRS, particularly to provide accommodation to homeless and other households. We will be working closely with Let Us to create more opportunities and benefits for landlords to support households, at risk of or who are homeless, to access accommodation.

### **5.6 People who are rough sleeping**

We have been the successful recipients of funding through the Rough Sleepers Initiative, a Government grant to implement several schemes designed to tackle rough sleeping in Tameside.

We have worked closely on the successful implementation of the Greater Manchester, A Bed Every Night (ABEN) initiative, extending it so that we provide ABEN throughout the winter months and not only when temperatures fall below freezing. In doing so we have provided nightly accommodation for between 32 and 36 people every night. Many of the rough sleepers had not had any kind of home for a number of years, but having access to the A Bed Every Night scheme has allowed them to start to form some routines in their lives – routines which many of them had struggled to build for a long time. The Homelessness team therefore have been able to build support around the service users much more effectively providing drug and alcohol rehabilitation, housing options advice, welfare support and physical and mental health services. We have secured accommodation to more than 70 ABEN service users into more permanent accommodation.

Further assistance to rough sleepers is being provided by opening of the St Anne's night shelter in Ashton-under-Lyne, a rough sleeping "resource", staffed day and night with skilled people who can engage with the rough sleeping community and offer whatever support is needed. The ground floor area of the building offers a community "hub", including a café where anyone from the local community can attend, have a meal, carry out voluntary work etc. Alongside this community hub, the residents of the ABEN hostel will be welcome to spend the day in the ground floor area, receive support & address any ongoing welfare needs, and this support will enable residents to access and maintain their own tenancies.

### **5.7 Creating pitches and sites for Gypsy and Traveller and Travelling Show people**

Over the period 2017/18 to 2036, the Greater Manchester Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update (GTAA) identified a total need for five additional pitches based on the 'cultural' definition of need and three pitches based on the Planning Policy for Traveller Sites (PPTS) August 2015 definition which takes into account travelling behaviour.

The 2018 GTAA identified the need for one additional plot for Travelling Showpeople over the period 2017/18 to 2036.

Working with GM Partners we will target delivering to this identified need over the lifetime of this strategy.

## 6. Healthy people, Healthy lives

We believe everyone living in Tameside should be supported to live a long, healthy and fulfilling lives, better health is an important outcome of our Housing Strategy. Good health is an asset that the Council will support and build on by ensuring that households have access to good quality homes in a healthier built environment.

The Tameside and Glossop Locality Plan sets out our vision to:

*“significantly raise healthy life expectancy in Tameside and Glossop through a place-based approach to better prosperity, health and wellbeing and to deliver a clinically and financially sustainable health and social care economy within five years.”*

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. 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.

The Tameside and Glossop Locality Plan therefore seeks to increase opportunities for residents in Tameside and Glossop to live in a safe and healthy home and community. We will be working to create communities and neighbourhoods as well as the identification and management of housing related issues using the local community asset base. We will be training and developing our collective workforce to work in partnership to increase community resilience as well as provide a preventative approach in areas such as fuel poverty, accident prevention, financial resilience, homelessness, adaptations and assistive technology, to ensure residents have a home which promotes wellbeing.

### 6.1 Improving existing homes

The majority of the Metropolitan borough's dwellings (60.2%) were built in the period before 1965 and 23% before 1919. It is estimated that 22.6% of all dwelling stock is non-decent which is slightly higher than the national average of 20.6%.

The household survey 2017 confirmed that although most households (87.2%) are satisfied with the condition of their dwellings, 4.1% of households were dissatisfied or very dissatisfied. Levels of dissatisfaction were highest amongst private and affordable renters, those in terraced houses and properties built pre-1919. We also know that those living in the private rented sector have lower incomes. 39.5% of privately renting households receive less than £300 gross each week, 36.5% receive between £300 and £500 each week. This will add to the challenges faced by people in older homes, and those in the private rented sector to afford to adequately heat their home.

Improving the energy efficiency of dwellings and modernisation of homes is an important driver to improving quality and extends beyond those households expressing dissatisfaction. 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.

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.

We will also explore through the Combined Authority, the potential 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.

All RPs and especially those who form part of our Registered Provider Collaboration Partnership will be involved in a range of regeneration activities with local communities in different parts of the borough, depending on where their homes are located. 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.

## **6.2 Supporting Retrofit, energy efficiency and affordable warmth programmes**

Underpinning the Greater Manchester Housing Strategy, we will encourage property owners in all tenures to invest by designing cost-effective pathways for retrofit of homes to raise energy efficiency and reduce carbon emissions across all tenures in support of the 2038 target for Greater Manchester to be a carbon neutral city region. In partnership with Greater Manchester the Council supports the development of new approaches to financing and incentivising greater energy efficiency while achieving the ambition to end fuel poverty through ECO funding, Green Homes Grant and other financial vehicles.

## **6.3 The Housing Options review**

A critical element to living in a healthy home is being able to find one and then having access to it. Good housing advice is essential, and we are planning to review the service that we provide through our Housing Advice Team.

By expanding the range of people that we give advice to and how the service is delivered, 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 increased supply of homes to allocate.

The Council, working with Homes England and Registered Provider partners, will set out a programme of new housing development projects across the borough. For all new homes supported and funded by Homes England or Council an initial 100% nominations and pre allocations where possible for specific groups and clients will be called upon.

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 housing options for them so that we can make the best possible use of the housing we have.

## **6.4 Creating healthy neighbourhoods**

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. The quality of the environment in which people live, work and play, including schools, workplaces, communities, parks and green space and the design of our neighbourhoods can

influence physical activity levels, travel patterns, social connectivity, mental and physical health and wellbeing outcomes. Local Planning Policy can create significant influences on how healthy a neighbourhood will be before it is built considering things such as its design, the affordability of housing, access to healthy food establishments and access to sustainable and affordable transport. Through the development of our Local Plan we will explore ways in which policy can ensure sustainable and healthy development is delivered. Colleagues from Public Health and Planning will work together to design and implement our approach for new homes. For example, we are creating friendly neighbourhoods in Godley Green, linked via a network of safe walking and cycling routes and public open spaces, all of which will respect and integrate into the surrounding landscape. Priority will be given to cycle and pedestrian routes that provide direct access to the railway stations at Hattersley and Godley.

We will work closely with the Registered Providers across the borough to consider how better health creation can be achieved in existing neighbourhoods and communities.

### **6.5 Improving the quality of the private rented sector**

The Household Survey 2017 confirmed that the private rented sector (PRS) accommodates around 14.2% (14,916) of households across Tameside. It is a relatively small sector compared to a Greater Manchester average of 17.4% (Census 2011). However, this masks geographical differences in some neighbourhoods. For example, the PRS makes up 58% and 55% of all housing in the Castle Hall area of Dukinfield/Stalybridge and the area of St. Peters respectively.

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.<sup>11</sup>

It is clear from Census data that the private rented sector is growing, and more families and older people are now renting privately - in part due to a lack of affordable housing and the difficulty of acquiring mortgage finance. Whilst part of our growth ambitions are to develop new homes in the PRS, Tameside is also home to a range of existing, older privately rented properties which are often of very poor condition with many held in small portfolios, by single property landlords.

We know that most private landlords working across Tameside provide good quality homes and management of those homes. Private landlords play an increasingly important role in providing much needed affordable accommodation to people with limited choice in the housing market and we work in partnership with landlords, rely on their professionalism and provide a range of support through education and training, landlord accreditation and we have good relationships with nationally recognised landlord bodies.

Unfortunately, not all landlords operate in this way. There are a small minority of unscrupulous landlords and letting agents that break the law and provide homes which fall short of the standards we and tenants expect and deserve. We want to offer a better deal to tenants, and we plan to strengthen the private rented sector in Tameside, support professional landlords and help to professionalise the market. We will: continue to meet our legal requirements with respect to licensing Houses in Multiple Occupation and responding to complaints under the Environmental Protection Act as well as a targeted approach to address problems relating to

<sup>11</sup> Tameside and Glossop Strategic Commissioning Board, *Our People, Our Place, Our Plan*



poor property condition or management – by working with multi-disciplinary locality teams and others to identify and prioritise homes occupied by vulnerable people. We will:

- explore the evidence to support selective licensing and its potential to drive up standards across the borough where high levels of private renting are having a detrimental impact on the market. We will be undertaking research to consider the case for introducing Selective Licensing in some parts of the borough and we will be co-producing this alongside our landlords so that the benefits are clearly understood.
- 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 raise awareness of landlords, agents and tenants responsibilities , share good practice , enhance the role of relevant professional bodies to help ensure standards continue to be met at all levels and to intervene and be proactive with enforcement on the worst properties, landlords and agents and improvement of neighbourhoods.
- 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. It would include suggestions of what to look for in a property such as whether doors are secure with secure locks etc as well as whether a tenancy agreement or a gas certificate is in place. This could be publicised widely and promoted to help tenants make good decisions about renting and to understand the right questions to ask. It may also reduce the supply of tenants to poor quality landlords if they were better informed and understood their rights.
- 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 would 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. The outcome of the triage conversation may be empowerment of the key worker and onward referrals by them to the correct and relevant department. It would act as a ‘one stop shop’ to discuss housing issues and solutions and will build on working relationships with a wider range of partners.
- create place-based intervention strategies with Registered Providers and major landlords to engage with and improve the Private Rented Sector

## 6.6 Action on empty homes

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. Returning empty homes back into use is a sustainable way of increasing the overall housing supply, meeting housing need and reducing the negative impact that empty homes can have on communities.

Very little is known about empty homeowners, and the reasons for keeping their properties empty. Current service designs are also failing to engage with owners and link them with the support available to return their homes back into use. We have delivered significant improvements in how we engage with and support empty homeowners, through more intelligent use of data, understanding the experiences of empty home ownership and effective

collaboration with our housing partners. This has helped underpin the development of an empty homeowner engagement strategy.

Understanding how we can target and tailor our support to reflect owner's service needs, looking at new routes to engaging with empty homeowners informed by behavioural insights is critical

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.

Under the terms of our lease and repair initiative, owners of vacant housing can enter into a lease arrangement for an agreed term of years with Ashton Pioneer Homes (APH). The property is renovated, often with 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.

Under an invest to earn approach, it is possible to access additional income through additional council tax and new homes bonus empty property premium and invest this in the empty property initiative. In order to further expand on the number of homes we are able to bring back into use, Registered Providers and Private Sector will be asked to consider models that they can support to bring empty homes back into use and to commit to annual targets.

## 7. Partnerships that deliver more for Tameside

The Council and NHS Tameside & Glossop CCG have come together to form one organisation – Tameside & Glossop Strategic Commission, because we believe that by working in partnership, we can share ambition and resources to achieve more for the people who are living and working in Tameside. Greater collaborative working is a vital step to transforming local services. Public services reform will ensure that services deliver better outcomes in people's neighbourhoods.

We understand the value of partnership and are an active partner within the Greater Manchester Combined Authority and we understand the significant role that our partners will play in working alongside the Council to create housing solutions and deliver our objectives. We have many positive partnerships, working with national government departments, Registered Providers, developers, private landlords, the health, and voluntary sectors to commercial organisations and many more. All are investors in Tameside, and we are proud to work with them.

Our 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. This strategy reinforces our role as an enabler, facilitator, investor and deliverer and we have made commitments to this through our Housing Strategy. We want to see this reflected back to us by our partners. We will be developing more formal commitments and arrangements with Partners that can be measured, accounted for and success can be celebrated.

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.

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

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.

We have established an ambitious agenda, within this Housing Strategy, that will deliver positive outcomes for Tameside. We intend to use our assets creatively, sharing risk and rewards and we will expect the same from our partners. We want to work with organisations that make clear commitments that they then deliver on; commitments that help us to deliver

our objectives, commitments that balance 'give and take' and where we achieve this, our partnerships will strengthen creating more positive futures for all.

## 8. Delivering change

This strategy was 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. To successfully implement the strategy, all teams and directorates which have housing related roles will work together, and future work streams will be manifested in a comprehensive and robust Implementation Plan which will act as a companion piece to the strategy. Whilst it will be up to individual services to work together to successfully deliver the strategy, progress will be reported and monitored through regular updates to the Board. A key part of ensuring a strategy is successful is devising clear strategic priorities which all outputs and outcomes will be conducive in achieving, and the strategic priorities for action are covered in the section below.

### 8.1 Strategic priorities for action

The analysis of issues and setting of objectives have been built around 5 themes in this strategy:

- 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

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**

The following table illustrates the key actions to delivery each priority, along with the desired outcomes to indicated the priority is being achieved, as well as how each key action links to successfully delivering the Corporate Plan.

<b>Priority 1- Delivering sustainable housing growth to support economic development and the increasing population.</b>		
<b>Key Action</b>	<b>Desired Outcome</b>	<b>Corporate Plan</b>
<p>Master Planning Godley Green Homes England Funding secured, site included in 2021 Places for Everyone site allocations, and Planning application to be made 2021</p> <p>Adopting a new Local Plan following the adoption of Places for Everyone by the 9 boroughs.</p> <p>Establish a pipeline of publicly owned brownfield sites to support sustained housing growth that meets local housing need.</p> <p>Unlocking sites using innovation and securing funding, such as the Brownfield Homes Fund, and creating a Tameside Housing Investment Fund to make small sites deliverable.</p> <p>Work with developers and Registered Providers to build a healthy supply of new homes</p> <p>Executing the Housing Delivery Test Action Plan</p>	<p>A pathway to a high value and viable housing offer is delivered on Godley Green as the Strategic Site for Tameside meeting a whole range of needs a successful 21<sup>st</sup> century Garden Village</p> <p>Robust policies are delivered to increase housing growth of all types and tenures.</p> <p>Housing growth increased.</p> <p>Viability issues are mitigated allowing and accelerating development.</p> <p>Registered Providers play a role delivering increased numbers of homes across a variety of tenures.</p> <p>Increased numbers of homes delivered across all tenures.</p>	Priority 5
<b>Priority 2 - Maximising the Delivery of a wide range of Affordable Housing to Meet the Needs of All Households.</b>		
<b>Key Action</b>	<b>Desired Outcome</b>	<b>Corporate Plan</b>
<p>Establish a successful Registered Provider Partnership. Review allocations and nominations policy and procedures.</p>	<p>Registered Providers deliver increased numbers of affordable homes in a variety of tenures, to meet the diverse housing needs of the borough.</p> <p>Developers, land owners and all stakeholders have clarity and</p>	Priority 5



<p>The adaptation of a robust Affordable Housing Supplementary Planning Document following the adoption of a new local plan.</p> <p>Development of a standardised and effective s.106 template.</p> <p>Adoption of an updated Housing Needs Assessment.</p> <p>Development of new affordable home ownership access models.</p>	<p>detail regarding expectations of affordable housing requirements allowing increased delivery of affordable homes.</p> <p>Increased affordable housing contributions.</p> <p>An up to date evidence base is established so delivery is more conducive to meeting need.</p> <p>Households which currently struggle to gain mortgage finance are enabled to step on the property ladder. Access to housing options to meet affordability</p>	
<p><b>Priority 3 - Meeting the Housing and Related Support Needs of an Ageing Population.</b></p>		
<p><b>Key Action</b></p>	<p><b>Desired Outcome</b></p>	<p><b>Corporate Plan</b></p>
<p>Formulate an Older Person Housing Strategy</p> <p>Development of 5 extra care schemes, and extra care 'light' units.</p> <p>Plan for the creation of a 60-80 unit nursing home.</p> <p>Clear pathways established for older people and better advice on housing options.</p>	<p>Priorities for the older people's housing offer are clearly manifested</p> <p>400 older person households supported to remain independent in their own home with personalised solutions available. Care needs of older people met in an appropriate cost effective manner.</p> <p>Increased number of older people are in suitable and affordable accommodation settings of an appropriate size, type and tenure.</p>	<p>Priority 8</p>
<p><b>Priority 4 - Ensuring the Specialist and Supported Housing Offer Meets Current and Future Needs.</b></p>		
<p><b>Key Action</b></p>	<p><b>Desired Outcome</b></p>	<p><b>Corporate Plan</b></p>
<p>Model need and demand data to establish need, and develop a tracker and an early help offer for children and young people</p>	<p>A move away from 'failure demand' towards long-term investment and early intervention for adults and children</p>	<p>Priority 7</p>

<p>Modelling future demand for adults social care services</p> <p>Establish Positive Futures, which will comprise of an Assessment Unit and Respite Unit for Children and Young People</p> <p>Execution of a fostering Implementation plan to include appropriate housing options</p> <p>Reduce demand on care services by improving the design of homes.</p> <p>Establishment of Healthy Homes model in Tameside</p>	<p>Children with care needs are housed in more suitable accommodation.</p> <p>Increased numbers of children receive care in a family environment.</p> <p>Increased numbers of vulnerable people assisted to live safely in their own homes.</p>	
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#### Priority 5 - Improving the Quality and Management of the Private Rented Sector.

Key Action	Desired Outcome	Corporate Plan
<p>Explore the evidence to support selective licensing and its potential to drive up standard in problem areas</p> <p>Work with and promote GM Good Landlord Scheme and Ethical Letting Agency 'Let Us',</p> <p>Place Based intervention with Area Lead Registered Providers in the PRS .</p> <p>Empowering tenants and the advocates of vulnerable tenants informing and engaging.</p>	<p>A robust evidence base to enable an informed decision on the progression of selective licencing for any area in the borough</p> <p>Improved quality, management and security of tenure in the Private Rented Sector.</p> <p>Improved quality of management and stock, better neighbourhood management and decreased empty properties.</p> <p>Tenants and advocates are better placed to deal with or report issues increasing the quality of stock and minimising negative health impacts.</p>	<p>Priority 7</p>

#### Priority 6 - The Prevention of Homelessness and Rough Sleeping

Key Action	Desired Outcome	Corporate Plan
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<p>Develop a TMBC, RP protocol for tenants under the threat of eviction.</p> <p>Delivering Outreach Housing options services into communities to allow early contact with hard to reach households.</p> <p>Increase purpose built temporary accommodation/ supported housing</p> <p>Maximise use of PRS to prevent and relive homelessness more expediently using 'Let Us' and other new initiatives such as Help to Rent</p>	<p>Reduce eviction in the social sector and increasing homelessness prevention</p> <p>Upstreaming homelessness prevention to decrease the number of homeless households.</p> <p>A reduction in nightly paid inappropriate accommodation for homeless households.</p> <p>Increased homelessness preventions and reduced number of households in temporary accommodation</p>	<p>Priority 6</p>
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## 8.2 Review of the Strategy

The Strategy, its key actions and Implementation Plan, will be reviewed on an annual basis to ensure it is relevant and effective due to the continually changing housing landscape. It is expected that in most circumstances any changes will be able to be accommodated by modifying the Implementation Plan, however this does not preclude the strategy being reformulated as required.