

PAR PLANNING

EARL STREET HEYWOOD OL10 1HT

Proposed development of 23 apartments.

Affordable Housing Statement



Project Name	Earl Street, Heywood
Client	Style Builders Ltd
Architect	Tang & Associates Ltd
Planning Officer	Mr. Agnes Chen
Date	January 2024
Version	1.0

T+A Tang & Associates Ltd Architects & Planners	
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Email: info@tangandassociates.co.uk	
Website: www.tangandassociates.co.uk	
Project Name: Earl Street, Heywood	
Client: Style Builders Ltd	
Proposed Use: 23 Apartments	
Date:	January 2024
Drawn by:	AG
Checked by:	AG

INTRODUCTION

PAR Planning has been commissioned by Tang Associates on behalf of the proposed developer of a site at Earl Street, Heywood to provide an Affordable Housing Statement for the project.

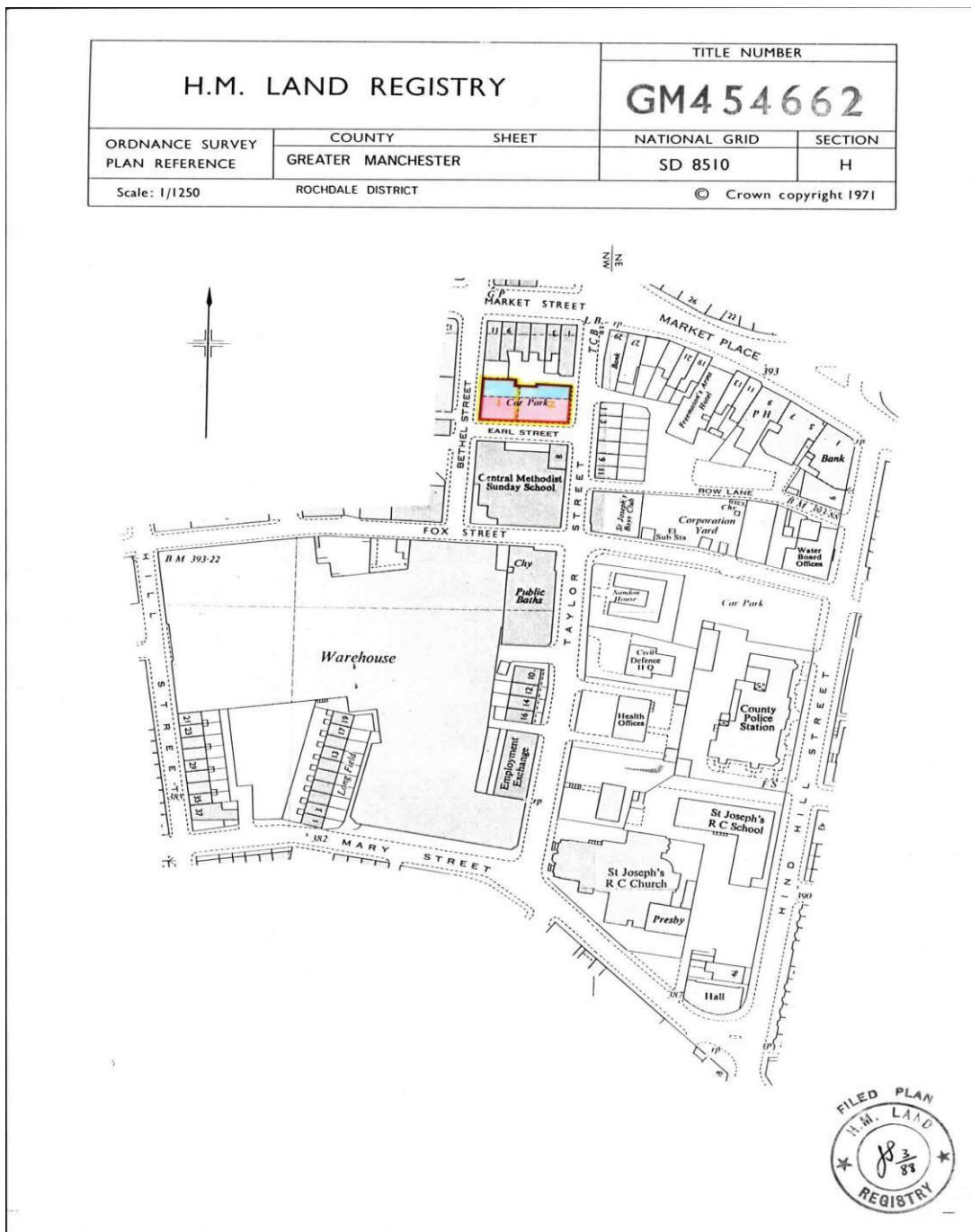
This Statement complements a previous Viability Assessment supplied as part of the application.

The scheme proposes the development of 23 apartments on land currently vacant and used as a car park at Earl Street which lies close to the centre of Heywood. The 23 apartments are made up of 15 one bed units and 8 two bed units, together with lift, bike store and refuse store.

The developer is.

Style Builders Ltd, Westbourne House, 159 Oldham Road, Ashton-Under-Lyne, Lancashire, OL7 9AR

Evidence of the land title is shown on the plan below.



Structure of Statement

This Statement is structured as follows:

- An examination of the national and local planning policy context relating to affordable housing.
- An assessment of the potential requirement for affordable housing in the context of the significant benefits associated with the scheme and relevant viability considerations.
- A summary and conclusions of the key considerations and the social, economic and environmental benefits associated with the scheme.



1. Project Name	Earl Street, Heywood
2. Project Address	Earl Street, Heywood
3. Project Description	Proposed development of 10 units of affordable housing.
4. Project Status	Proposed
5. Project Date	January 2025
6. Project Drawn By	Mr. Agnir Gidil
7. Project Checked By	Mr. Agnir Gidil
8. Project Approved By	Mr. Agnir Gidil
9. Project Date	January 2025
10. Project Version	1.0

T+A Tang & Associates Ltd	Chartered Architect
10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100	10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64, 65, 66, 67, 68, 69, 70, 71, 72, 73, 74, 75, 76, 77, 78, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, 90, 91, 92, 93, 94, 95, 96, 97, 98, 99, 100
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Planning Policy Context

The local and national policy context relating to the delivery of affordable housing is set out in the following documents:

- National Planning Policy Framework (December 2023); and
- National Planning Practice Guidance.
- The Places for Everyone Plan for Greater Manchester
- The Rochdale Core Strategy (RCS) adopted on 19 October 2016;
- Supplementary Planning Document: SPD 'Affordable Housing' (March 2008);
- Strategic Housing Market Assessment for Rochdale borough of 2015

National Planning Policy

Chapter 5 of the NPPF 'Delivering a sufficient supply of homes' sets out that planning policies should specify the type of affordable housing required, and expect it to be met on-site unless: off-site provision or an appropriate financial contribution in lieu can be robustly justified; and the agreed approach contributes to the objective of creating mixed and balanced communities (paragraph 66).

66. Where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the total number of homes to be available for affordable home ownership ³², unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups. Exemptions to this 10% requirement should also be made where the site or proposed development:

(a) provides solely for Build to Rent homes;

(b) provides specialist accommodation for a group of people with specific needs (such as purpose-built accommodation for the elderly or students);

(c) is proposed to be developed by people who wish to build or commission their own homes; or

(d) is exclusively for affordable housing, a community-led development exception site or a rural exception site.

The NPPF states that affordable housing should only be sought on major developments and goes on to introduce the vacant building credit with the intention of encouraging the re-use of brownfield land. The policy states 'where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount'. This reduction is the equivalent to the existing gross floorspace of the existing buildings.

In respect of planning obligations the national planning policy framework (NPPF) identifies that local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of planning conditions or planning obligations. It highlights that planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition. The NPPF also restates the three statutory tests for planning obligations which are defined in the CIL Regulations.

The NPPF sets out that where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable. It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment as part of the application. The weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case.

The NPPG sets out that the role for viability assessment is primarily at the plan making stage. Viability assessment should not compromise sustainable development but should be used to ensure that policies are realistic, and that the total cumulative cost of all relevant policies will not undermine deliverability of the plan.

The NPPG goes on to advise that it is the responsibility of plan makers in collaboration with the local community, developers and other stakeholders, to create realistic, deliverable policies. It is the responsibility of site promoters to engage in plan making, take into account any costs including their own profit expectations and risks, and ensure that proposals for development are policy compliant.

The NPPG is clear that it is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage.

Such circumstances could include for example, where development is proposed on unallocated sites of a wholly different type to those used in viability assessment that informed the plan; where further information on infrastructure or site costs is required; where particular types of development are proposed which may significantly vary from standard models of development for sale (for example build to rent or housing for older people); or where a recession or similar significant economic changes have occurred since the plan was brought into force (Paragraph: 007 Reference ID: 10-007-20190509).

The NPPG also provides specific guidance on the application of the vacant building credit which is intended to incentivise brownfield development, including the reuse or redevelopment of empty and redundant building.

It is a requirement of section 38(6) of the Town and Country Planning Act 2004 that where a development plan contains policies relevant to an application, the decision must be made in accordance with the development plan, unless material considerations indicate otherwise.

The statutory development plan therefore relating to the application site consists of the Rochdale Core Strategy (2016) read in conjunction with the Strategic Housing Market Assessment for Rochdale borough of 2015. Material considerations relating to this application include the National Planning Policy Framework, Planning Practice Guidance and now dated Supplementary Planning Guidance of 2008 prepared by Rochdale Council.

No vacant building credit is applicable to the site. Twenty three dwellings are proposed. Policy C4 advises that when negotiating the level of affordable housing and how it is to be provided the Council will take into account the type of affordable housing required in the area. Based on evidence in the SHMA, the Heywood Township has the highest proportion of affordable flats and housing in the Borough at 28% with affordable provision exceeding that in other townships of the Borough such as Middleton (18%). Owner occupied provision at 57% is lower than the local and national average. The SHMA estimates of need are largely based on survey work completed in 2010 and furthermore confirm that there is no shortage of 2 bedroom affordable units within Heywood. There appears to be no significant confirmed need to seek a small number of affordable 1 bedroom flats in this locality, rather a more pressing need to increase market opportunities for flats for owner occupation and rental which are planning objectives with a higher priority.

Paragraph 006 of the NPPG Guidance on Viability states: "Where up-to-date policies have set out the contributions expected from development, planning applications that fully comply with them should be assumed to be viable. It is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage... Such circumstances could include for, for example where development is proposed on unallocated sites of a wholly different type to those used in viability assessment that informed the plan; where further information on infrastructure or site costs is required; where particular types of development are proposed which may significantly vary from standard models of development for sale (for example building to rent or housing for older people); or where a recession or similar significant economic changes have occurred since the plan was brought into force..."

Local Planning Policy

Places for Everyone

The Places for Everyone Plan is the overarching plan for Greater Manchester (apart from Salford) The final version was presented to Council meetings for Adoption with effect from 21 March 2024

Affordability of New Housing

7.21 A key challenge and priority for Greater Manchester is to ensure that new housing comes forward at a price that potential occupiers can afford. Overall, Greater Manchester is a relatively affordable place to live on average compared to some other parts of the UK, particularly London and the South. This is an important aspect of the competitiveness of Greater Manchester that Places for Everyone Joint Development Plan 2022 to 2039 Version presented to Council meetings for Adoption with effect from 21 March 2024 140 will need to be maintained if high levels of economic growth are to be delivered, and all residents are to share in its benefits.

7.22 However, affordability has been worsening in recent years, and there are a significant number of households who are unable to find suitable homes at an affordable cost. The cost of housing is a challenge to different cohorts within the housing system - including those needing access to social rent or trying to maintain a tenancy as welfare rules are squeezed; private renters sharing; those saving as prospective First Time Buyers looking for routes into home ownership; people in unstable employment in any tenure; older owner-occupiers without the resources to maintain a decaying property, or people

living in overcrowded properties because they cannot afford or access a home large enough to meet their needs. As a result, some people are living in inadequate accommodation and/or spending an unacceptably large proportion of their income on housing, which in turn increases levels of poverty. The official definition of affordable housing does not adequately address the diverse range of need within our boroughs, nor does it reflect the impact of welfare reform and other factors on households' ability to meet their housing costs. Through its housing strategy, Greater Manchester sets out its approach to tackle the housing crisis, to ensure our housing solutions address the needs and aspirations of current and future citizens. Importantly our housing crisis will not be fixed by the planning system alone, although it will play a key role in this work.

7.23 There are over 70,000 households on the local authority registers, with almost 27,000 of these identified as being in reasonable preference for housing. It is estimated that around 38% of newly forming households are unable to afford to buy or rent a home at lower quartile prices. New build is just one of the ways to meet this need. The Greater Manchester Housing Strategy sets out our aim to deliver at least 50,000 additional affordable homes across Greater Manchester as a whole (including Stockport) by 2037. It is important to note that not all affordable housing will be delivered through planning policy requirements and Section 106 Agreements.

Local Plans will set targets for the provision of affordable housing for sale and rent as part of market-led residential development schemes. A high proportion of affordable housing is delivered by Local Authorities, Registered Providers and through the use of Government funding. This is likely to continue to be the case.

7.24 Consequently, increasing the delivery of affordable housing across the Plan area is a very high priority, and it will be essential that new residential developments play a full role in supporting this. There are a variety of ways of delivering affordable housing and the emphasis in some parts of our area may be on increasing the supply of social rented and affordable rented properties, reflecting the low incomes of many households in need. In other parts, alternative types of affordable housing may also be suitable, such as shared ownership, affordable market rent, and discount market sales.

7.25 In doing this it will be important to ensure that a diverse mix of values and tenures of new housing comes forward so that all households can meet their needs and aspirations, helping to ensure that Greater Manchester can attract and retain skilled workers, bring more money into local economies and deliver more mixed and inclusive communities.

Policy JP-H2: Affordability of New Housing

Substantial improvements will be sought in the ability of people to access housing at a price they can afford, including through:

1. Significantly increasing the supply of new housing, in accordance with Policy JP-H1 'Scale, Distribution and Phasing of New Housing Development', thereby reducing the potential for a shortfall to lead to large house price and rent increases
2. Maximising the delivery of additional affordable homes including through local plans setting targets for the provision of affordable housing for sale and rent as part of market-led developments based on evidence relating to need and viability
3. Support provision of affordable housing as part of new developments (avoiding where possible clusters of tenure to deliver mixed communities)
4. Working with Government to maximise the amount of public funding being directed towards the provision of new affordable housing

5. Increasing the supply of low-cost market housing, to complement the provision of affordable homes and diversify options for low income households.

Rochdale Core Strategy (RCS) adopted on 19 October 2016

Policy C4 – ‘Providing affordable homes’:

Policy H/7 ‘Affordable Housing’ of the UDP was deleted and replaced by Core Strategy Policy C4 in October 2016.

The adopted Local Plan currently comprises the Core Strategy 2016. The evidence base supporting affordable housing policy which informed Core Strategy policy is from 2015, six years old. This cannot be considered up to date and as such viability is a matter which needs to be considered on a case by case basis at the decision-making stage.

Policy C4 advises that the Council will seek affordable housing on all developments of 15 dwellings or more. The proposal at 17 dwellings just exceeds this threshold. The policy seeks a contribution to affordable housing of 7.5% of the development sales value of the overall scheme.

The Policy seeks Affordable housing to be:

- a) Provided on-site using this contribution to deliver homes of a type, size and tenure agreed by the developer and the local authority based on local evidence and, where appropriate, delivered in partnership with a Registered Provider; or
- b) Provided via an off-site financial contribution in exceptional circumstances, for example, where:
 - i. The local authority considers that the site is not an appropriate location for affordable housing e.g. poor access to local services and public transport; or
 - ii. The type of housing on the site makes it difficult to provide an element of affordable housing; or iii. It is not practical to properly manage an element of affordable housing on the site e.g. on-site provision would only deliver a very small number of homes.

8 When negotiating the level of affordable housing and how it is to be provided the Council will take the following factors into account:

- i. The type of affordable housing required in the area;
- ii. The availability of Social Housing Grant or equivalent;
- iii. The need to deliver other planning objectives with a higher priority; and
- iv. The economic viability of the development.

Affordable Housing Supplementary Planning Document

In 2008 the Council adopted an Affordable Housing Supplementary Planning Document. This remains an appropriate document. Elements of the guidance are superseded by Core Strategy policy and National Policy however the document remains a guide for developers.

11 This Supplementary Planning Document sets out more detail regarding the provision of affordable housing. It also sets out the calculation for the contribution within the policy which is based on an assumption of 15% of the homes being affordable with an average discount of 50% of the open market value. The level of off-site contribution will be calculated in the same way as on-site provision (i.e. 7.5% of the total development sales value).

12 The Note also provides guidance on viability. This notes that Applicants who cite nonviability due to particular development costs as the reason for not complying with UDP policy H/7 must support their case with financial evidence, and evidence that these matters were not ascertainable, which they should submit with the planning application. Where necessary this information will be audited by external experts but confidentiality of commercially sensitive information will be ensured.

Strategic Housing Market Assessment for Rochdale borough of 2015

13 The Strategic Housing Market Assessment for Rochdale borough of 2015 shows an estimated annual requirement, using the recommended Communities and Local Government methodology, of 204 additional affordable homes per year. Table 6.3 of the SHMA shows Heywood at 29% to have the highest proportion of affordable social rented and intermediate housing of all the Rochdale townships: Middleton 25%, Pennines 19%, Rochdale 24%. This suggests that the greatest need for affordable provision is in the areas outside Heywood (Figure 13).

14 Within Heywood the vast majority of properties are terraced houses (45%). Heywood is noted to have a lower percentage of one bedroom flats (8.4%) than the township of Middleton (11.9%). Heywood also has a lower percentage of two bedroom flats (4.9%) than Rochdale (6%). The Strategic Housing Market Assessment for Rochdale borough of 2015 goes on to note that 'Rochdale has a relatively youthful population, with 52.3% of residents aged under 40. However, over the period 2012 to 2028 the number of residents under 40 and between 40 and 64 is expected to reduce (by 4,100). The only cohort of the population expected to increase is the 65+ age group which is expected to increase by 11,700. By 2028, 20% of the population is expected to be aged 65 or over compared with 15.2% in 2012'. This suggests an aging population will be a driver of housing need and suitable accommodation will need to be provided in the Borough.

What is 'affordable' in Heywood

Rochdale Borough is located within the North West of England covering 62 square miles and with a population of 213,000 (2014 ONS mid-year estimate). Rochdale is ethnically diverse with 21% of the total population being from a black and ethnic minority background.

There has been an increase in over 75's and over 80's between 2001 and 2014 and the older population is growing and was expected to increase by 25% between 2012 and 2024. Rochdale Borough has a relatively youthful population, with 52% of residents aged under 40. However, over the period 2012 to 2028 the number of residents under the age of 40 and between 40 and 64 is expected to reduce. Deprivation is becoming more widespread in the Borough with an increasing proportion of the population living in the most deprived 10% of the country.

Residents are living longer, but compared with the rest of England and Wales we live shorter and less healthy lives and a ten year difference exists for some people in some of our most deprived areas. Men in Rochdale live to be 77.2 years compared with those in England and Wales who reach 79.5 years. Women live to be 80.8 years compared with 83.2 years.

The Borough includes the main towns of Rochdale, Heywood and Middleton; and a network of smaller towns and villages particularly in the Pennine area of the Borough. The variety of locations and the proximity to good public transport links and attractive countryside provides opportunities for high quality housing development.

There are currently a number of attractive and popular residential locations particularly in the north of the borough and in the south of Heywood and Middleton. The Census 2011 reported 87,552 households in the Borough, 61% owner occupiers, 23% social rented tenants and 13% in private

rented accommodation. The highest concentrations of social rented properties are based within Middleton and Rochdale Townships.

The majority of house sales in Rochdale during the last year (2016) were terraced properties, selling for an average price of £97,462. Semi-detached properties sold for an average of £133,530, with detached properties selling for £239,8011 .

Rochdale Borough has an overall average price in March 2017 of £120,196 which is an increase of 2.6%%from the previous year2 .

In Heywood the average house price is £126,563, Middleton is £128,151and Pennies is £148,972 (April 2016 – March 2017, Land Registry Data3).

Compared to other housing markets in the North West and Greater Manchester, Rochdale and North East Manchester housing markets are generally less attractive. The housing on offer in the Borough has stark differences in terms of quality and price and it fails to address the needs of existing or future residents.

An oversupply of older terraced housing and a lack of high value housing across the Borough means that it is failing to attract and retain residents with higher incomes. An ambitious target of providing 460 additional homes per year is considered necessary to meet demand and to help regenerate the Borough.

In 2015, Rochdale Council commissioned a Strategic Housing Market Assessment4 (SHMA) of the Borough. The assessment indicated an annual imbalance of 204 affordable dwellings across Rochdale.

At the time of publication of the SHMA there were 90,015 dwellings in the Borough, of these:

- 77% of occupied properties are houses, 14% are flats/maisonettes, 8% are bungalows and 1% is other property types (e.g. caravans).
- 17% of occupied properties were built pre 1919, 18% between 1919 and 1944, 23% between 1945 and 1964, 25% between 1965 and 1984 and 17% since 1985.
- 62% of properties are owner-occupied, 24% are affordable (social/affordable rent and intermediate tenure) and 15% are privately rented. This compares with regional figures of 65% for owner occupation, 19% affordable tenures and 17% private renting.

The findings from the SHMA indicated a requirement for affordable housing in all townships, to address shortfalls across a range of property sizes, including older person's accommodation.

Commentary on Heywood Housing Market

Heywood comprises a distinct market area with limited interaction with surrounding areas. There is limited commuting to Manchester The local market is characterised by being:

A low value with the majority of housing being in the lower half of the property market

It has a lack of an apartment market with very little new development and it is difficult to establish values albeit what evidence of sales exists shows values below £100,000 for a one bed apartment and semi detached properties can start at £160,000 albeit new properties nearby start at just over £200,000.

It is clear that the viability of new developments especially apartments is poor hence very little recent development in the Heywood area.

Housing Mix

The proposal offers a relevant mix of properties with the proposal for 15 one bed apartments and 8 two bed. Consideration has been given to including three bed apartments but these would be occupied by families with children and the area, being close to the town centre is not considered appropriate for family housing.

Discussions with Rochdale Council

As part of the Viability Assessment some discussions have taken place with the Council. The developer has proposed a unilateral contribution of £5000 towards planning obligations and in addition the suggestion that the Council be given some nomination rights has been made. The last response from the Council is set out below.

Reah Chadderton

From: reah.chadderton@rochdale.gov.uk

To: rowlinson.p@sky.com, Annabelle Tang

Wed, 6 Dec 2023 at 14:22

Hello Peter,

Just to provide you with an update, I discussed your email below with the Strategic Housing Lead and the Head of Housing and Homelessness yesterday.

They have advised they will be discussing with senior management and provide me with further instruction.

As soon as I have any further update, I will let you know.

Kind regards

Reah Chadderton

Housing Supply Officer (Growth)

Neighbourhoods

Benefits of the Scheme

The delivery of 23 units on site will provide a number of benefits to the locality. The Planning Statement above has reviewed scheme and found there to be no significant negative impacts associated with the scheme. The proposals amount to the delivery of a well-designed attractive and successfully planned development. The benefits associated with the scheme are identified as follows:

- The redevelopment of a previously developed brownfield site with a scheme of high design quality.
- The provision of apartments which are an under represented housing type within Heywood Township.
- The delivery of a mix of high quality housing that will meet local needs by providing housing opportunities for older residents and contribute to a mixed and sustainable community.
- Securing direct investment into the local community through the provision of jobs during the construction period and spending by future residents within the Heywood Town Centre area.
- Ensuring no adverse impact on the amenity of existing neighbouring residents, whilst the design will enable a good standard of living for future occupants.

The economic, social and environmental planning benefits associated with the proposed scheme are set out in full in the supporting Planning Statement. This statement has considered national and local planning policy guidance on the provision of affordable housing as part of the proposed scheme.

It is evident within the guidance that there are various exceptions for a non / reduced provision of affordable housing and planning obligations, not least the impact that they can have on the viability and deliverability of a scheme.

In accordance with national policy, it is necessary to consider the viability constraints associated with the site and we understand the scheme is considered unlikely to exceed a profit of greater than 12%. This represents a relatively low level of profit and demonstrates the delicate viability associated with the scheme. On this basis it is not considered that the scheme can support the provision of planning contributions such as affordable housing and remain viable.

In considering the acceptability of the scheme there are a number of identified planning benefits which weigh heavily in favour of supporting the scheme. It is considered that the scheme constitutes 'sustainable development' and should therefore be approved without delay.

Securing development on the site is more important than any affordable housing contribution

Conclusions

In considering the relationship of the site to the needs in Rochdale for the provision of Affordable Housing there are a number of key points to be made:

Firstly, it should also be noted that the low values in the area make Heywood the most affordable part of Rochdale Borough and it can be argued that at an average selling price of around £120,000 the properties fall into the most affordable categories and so the whole scheme should be regarded as affordable.

Secondly it is important to recognise that the evidence of the market shows that the development will have limited viability and there is limited scope for S106 contributions.

The key point in support of this is the evidence of low property values as seen from current property prices. An added point is the narrow nature of the Heywood property market with very few new homes and a very small apartment market. There is a great need to diversify the local housing market and hence the regeneration and housing benefits of the scheme outweigh any arguments for affordable housing. A full market appraisal is possible but at this stage it is argued that the effort involved for such a small scheme which would be very likely to demonstrate no opportunity for an affordable housing contribution appears disproportionate to the outcome.

Thirdly, there is strong evidence that there is a need for apartments in Heywood with the town having the lowest proportion of apartments in the Borough and the lack of any alternative provision for new apartments increases the importance of this scheme as a means of meeting an obvious gap in the market. It is argued that the lack of apartment provision should count in favour of this proposal and suggests a positive and flexible approach to the needs for affordable housing should be adopted.

There is no doubt that this is a proposal which should be supported by the Local Authority. The scheme tackles a derelict site and brings new housing to the central area of Heywood assisting in supporting the town centre and regeneration aims. In particular it will:

- Provide high quality residential apartments.
- Contribute positively to the local economy and retail.

- Attract development and refurbishments in the surrounding area.

The design team have carefully prepared the full planning application and designed a scheme which is sensitive to the character of the immediate context of the church and the wider area. The site was designed to consciously address security, privacy, and accessibility of the future occupants and the wider community.

We feel that the proposal would be a valuable addition to the area by providing high quality and well-designed apartments in Heywood, Manchester.

Finally we would emphasise that a proposal regarding Affordable housing is on the table with the Council for a unilateral contribution of £5000 towards planning obligations and the offer of some nomination rights to the Council for tenants.