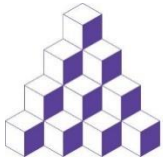


# Public Document



**AGMA**  
ASSOCIATION OF  
GREATER MANCHESTER  
AUTHORITIES

## GREATER MANCHESTER PLANNING & HOUSING COMMISSION

**DATE:** Wednesday, 9th October, 2024

**TIME:** 2.00 pm

**VENUE:** via Microsoft Teams

### SUPPLEMENTAL AGENDA

**7. Terms of Reference** 1 - 10

Report of Mayor Paul Dennett, Portfolio Leader attached.

**10. GMCA Overview & Scrutiny Committee Task and Finish** 11 - 70  
**Report on Affordable Living**

Report of Councillor Lewis Nelson, GMCA Overview and Scrutiny Committee attached.

<b>BOLTON</b>	<b>MANCHESTER</b>	<b>ROCHDALE</b>	<b>STOCKPORT</b>	<b>TRAFFORD</b>
<b>BURY</b>	<b>OLDHAM</b>	<b>SALFORD</b>	<b>TAMESIDE</b>	<b>WIGAN</b>

Please note that this meeting will be livestreamed via [www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk), please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

- |            |   |           |
|------------|---|-----------|
| <b>11.</b> | <b>A Housing First Greater Manchester</b>   | 71 - 94   |
|            | Report and presentation of City Mayor Paul Dennett, Portfolio Leader for Housing First and Steve Rumbelow, Portfolio Lead Chief Executive for Housing First attached. |           |
| <b>12.</b> | <b>Local Levy 2025/26</b>   | 95 - 100  |
|            | Report of Jill Holden, Greater Manchester Flood and Water Management Programme Manager attached.  |           |
| <b>13.</b> | <b>Strategic Planning Update</b>  | 101 - 122 |
|            | Report and presentation of Anne Morgan, GMCA Head of Planning Strategy attached.  |           |

For copies of papers and further information on this meeting please refer to the website [www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk). Alternatively, contact the following Governance & Scrutiny Officer: Kerry Bond, GMCA Senior Governance & Scrutiny Officer  
✉ [kerry.bond@greatermanchester-ca.gov.uk](mailto:kerry.bond@greatermanchester-ca.gov.uk)

This agenda was issued on 4 October 2024 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU

## **Planning and Housing Commission**

Date: 9 October 2024

Subject: Terms of Reference

Report of: Paul Dennett, Housing First Portfolio Leader

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### **Purpose of Report**

To set out the Terms of Reference for the Planning and Housing Commission.

### **Recommendations**

Members are requested to:

1. Note the Terms of Reference.

### **Contact Officer**

Anne Morgan

Head of Planning

[Anne.morgan@greatermanchester-ca.gov.uk](mailto:Anne.morgan@greatermanchester-ca.gov.uk)

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## Planning and Housing Commission – Terms of Reference

<b>Portfolio</b>	<b>Planning &amp; Housing Commission</b>
<b>Function/Purpose</b>	<p>The role of the Commission is:</p> <p>To support Greater Manchester (GM) fulfil its vision to become one of the best places in the world to grow up, get on and grow old.</p> <p>To bring together key stakeholders from the planning and housing sectors in support of this vision, helping to create a place in which people are proud of where they live, with a decent home, a fulfilling job, and stress-free journeys are the norm.</p> <p>To fulfil this role, the Commission will prioritise a number of shared commitments in the Greater Manchester Strategy:</p> <ul style="list-style-type: none"><li>• Realise the opportunities from our world-class growth and innovation assets, enabled by specific plans including the Places for Everyone Plan, Local Growth Plans, and Industrial Strategy to open up opportunities in all parts of the city-region.</li></ul>

- Provide safe, decent, and affordable housing, with no one sleeping rough in Greater Manchester.
- Drive investment into our growth locations and use that to create opportunities in adjacent town and local centres.
- Enable resilient, safe, and vibrant communities where everyone has access to essential services, with local centres and high streets which are successful and reflective of their populations, and access to high quality leisure spaces.
- Ensure our local communities, neighbourhoods, villages, towns, cities, and districts are protected and strengthened through the Places for Everyone plan and Stockport Local Plan, with new homes delivered in line with our carbon neutral commitments and Housing Strategy

The Commission will also contribute to several other key ambitions in the Greater Manchester Strategy, with particularly strong links to the work of the GM Homelessness Action Work and the GM Low Carbon Hub.

Amongst the ways in which the Commission will fulfil its role will be to:

- Commission and publish research and evidence, to inform policy and decisions by the GMCA/AGMA and other GM strategic bodies, e.g. the GM Business Board and GM districts.
- Provide advice to the GMCA/AGMA on strategic planning and housing issues.
- Ensure that GM Planning and Housing work is clearly communicated to stakeholder groups, including residents and communities.
- Work with a range of agencies and delivery partners to oversee programmes at GM level, ensuring that the planning and housing related ambitions in the GM Strategy are taken forward and implemented by a range of partners; and
- Working with a range of groups and stakeholders, ensure the alignment of other strategies with our planning and housing ambitions, especially in terms of transport, connectivity, and the natural environment.

<b>Delegations</b>	<p><b>Private Sector engagement</b> will be through private sector member(s) supported by a panel of stakeholders managed flexibly to engage a much wider network of individuals on relevant aspects of work. The wider panel will be invited to make reports as appropriate.</p> <p><b>Local community engagement</b> will be through GM districts, the Commission will work with representatives from the 10 districts to ensure that meaningful opportunities for community engagement are created in the development of GM planning and housing initiatives.</p> <p><b>Advice and support</b> to the commission is provided by the relevant Portfolio Lead Chief Executive and the GM Planning and Housing Team.</p> <p>In addition, the Commission can identify and appoint its own advisors to attend meetings or provide written advice on specific issues as required.</p>
<b>Accountability</b>	<p>The Commission reports to both the GMCA and AGMA Executive Board through its Chair, the relevant GM Portfolio Leader(s) and the Portfolio Lead Chief Executive.</p>



<b>Statutory/Decision Making/Informal</b>	Non-Statutory. Meetings will be livestreamed on the GMCA website.
<b>Membership</b>	<p>Commission membership comprises:</p> <ul style="list-style-type: none"> <li>• Relevant GM Portfolio Leader(s) (Chair)</li> <li>• One GM elected member from each of the ten GM districts, nominated annually at the GMCA/AGMA AGM</li> <li>• A representative of the GM Housing CEO's Group</li> <li>• A representative of Transport for Greater Manchester</li> <li>• A representative of the Voluntary, Community and Social Enterprise network in GM</li> <li>• A representative of GM NHS Integrated Care</li> <li>• A representative from the private sector</li> </ul> <p>At the Annual General Meeting, members will appoint:          A Vice Chair, and          One member to the GM Green City Region Partnership.</p> <p>AGMA appointed North West Regional Flood and Coastal Committee members will be invited to the commission meetings as observers.</p>

	The Commission can identify and appoint its own advisors to attend meetings or provide written advice on specific issues when required.
<b>Appointment of Chair (and Vice Chair)</b>	At the annual general meeting the relevant Portfolio Leader(s) will be appointed as Chair of the Commission. A Vice-Chair will be appointed at the Annual General Meeting from the Commission membership.
<b>Quoracy</b>	None
<b>Voting</b>	Non-voting
<b>Meeting arrangements</b>	<ul style="list-style-type: none"> <li>• Meets quarterly.</li> <li>• Meets on Microsoft Teams and livestreamed on the GMCA website.</li> <li>• Task &amp; Finish Groups can be established and meet as required.</li> </ul>
<b>Lead contacts</b>	Steve Fyfe, Head of Housing, GMCA Anne Morgan, Head of Planning Strategy, GMCA
<b>Date TOR were approved</b>	



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## Greater Manchester Planning and Housing Commission

Date: 9 October 2024

Subject: GMCA Overview & Scrutiny Committee Task and Finish Report on  
Affordable Living

Report of: Councillor Lewis Nelson, Chair of the Task and Finish Group

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### Purpose of Report

To inform the Planning and Housing Commission of the recent task and finish exercise undertaken by the GMCA Overview & Scrutiny Committee in relation to Affordable Living, its key recommendations and next steps.

### Recommendations:

The Planning and Housing Commission is requested to:

1. Seek opportunities where members can support the delivery of the recommendations, specifically -
  - to continue to support Local Authorities to seek out potential schemes through innovative approaches and bold actions (Recommendation 1).
  - to support Local Authorities and Housing Providers to ensure tenants have full access to welfare and other hardship funds through every interaction (Recommendation 2).
  - to co-design the next GM Housing Strategy with other key stakeholders that builds on what is already being done, but also confidently pushes the boundaries as to what can potentially be done, setting the standard as zero carbon (Recommendation 3).

- alongside the GM Housing Providers Group to consider the development of a shared housing allocations framework, recognising the need for local interpretation but valuing the shared standard (Recommendation 4).
  - to consider how new developments can most effectively be built for future population changes (Recommendation 5).
  - to follow the Places for Everyone lead and ensure that their Local Plans specify the percentage of social and affordable rented homes required within each new development (Recommendation 6).
  - to ensure that advice on cost-of-living support (e.g. food and fuel bill support) provided through registered providers is also available via private landlords (Recommendation 7).
  - to ensure that being an accredited member of the Good Landlord Charter is universally recognised, with its unique benefits clearly identified (Recommendation 8).
2. Note that this report has already been shared with the GMCA, GM Local Authority Councillors, Cabinet Members for Housing and Scrutiny Committees for their information and appropriate action.

## Contact Officers

Nicola Ward, Statutory Scrutiny Officer, GMCA [Nicola.ward@greatermanchester-ca.gov.uk](mailto:Nicola.ward@greatermanchester-ca.gov.uk)

Number of attachments to the report: 1

## 1. Background

Everybody in Greater Manchester deserves a place to call home but fundamentally, there is not enough housing stock for all people in Greater Manchester

The task and finish group began their review by exploring the factors that make-up an 'affordable home'. They concluded that system defined 'affordable housing' does not always translate to what is truly affordable for residents.

They acknowledged that the monthly rent/mortgage payment figure cannot alone define 'affordable housing'. Housing costs are usually the biggest outgoing for residents, followed by energy and food; all of which have risen considerably in recent years. Therefore, the review widened its scope to address how we can collectively enable our residents to achieve affordable living.

Throughout the process, the group investigated case studies and approaches that have already unlocked development and are delivering impressive results across Greater Manchester. There are examples of local best practice that provide replicable blueprints however in order to replicate them in multiple areas, we need an effective partnership approach supported by national government to ensure we have the resources and tools to deliver.

This review is not a conclusive assessment of the housing landscape across Greater Manchester but sets out the findings of the task and finish group which are hoped to foremost further highlight the issues relating to affordable living and offer some helpful recommendations to address these.

## 2. Recommendations

1. **Bold, national action for the creation of more affordable homes with greater flexibility as a region to ensure that the housing market can line up with affordability of residents in GM. Recognising that the formula for affordable living is multi-faceted and should include rent, energy, and essential food costs.**
  - GMCA to influence the development of the next Affordable Homes Programme through strengthened partnership arrangements within the latest devolution deal to ensure it is flexible enough to meet the needs of our residents.
  - Homes England to use their role as an enabler to provide additional funding to complex but viable schemes.
  - GMCA to continue to support Local Authorities to seek out potential schemes through innovative approaches and bold actions.

- 2. Move towards supporting people out of debt at every point of contact, ensuring a minimum standard of welfare advisors to support residents to access unclaimed welfare support and begin their tenancies with no deficit.**
  - Government to recognise the impact of debt on access to housing and successful tenancies and ensure that there is a minimum level of welfare support provided to all residents and the appropriate training to ensure this resource is sustainable.
  - Local Authorities and Housing Providers to ensure tenants have full access to welfare and other hardship funds through every interaction.
  
- 3. A GM Housing Strategy that is ambitious enough to deliver what is needed to meet the housing needs of residents in Greater Manchester, including the ambition for all new homes to be zero carbon, enabled by long term partnerships that have the ability to deliver more collaboratively.**
  - All Housing Providers to engage with the Housing Provider Partnership and Strategic Place Partnership so that they can challenge one another to unlock more potential sites through a strong partnership approach.
  - GMCA to co-design the next GM Housing Strategy with other key stakeholders that builds on what is already being done, but also confidently pushes the boundaries as to what can potentially be done, setting the standard as zero carbon.
  
- 4. Clear narrative about what we are trying to achieve collectively, whilst recognising the individual needs of each GM Local Authority, potentially through a GM shared housing allocations framework that sets a standard but allows for local interpretation that supports Local Authorities to manage their available housing stock.**
  - GM Local Authorities alongside the GM Housing Providers Group to consider the development of a shared housing allocations framework, recognising the need for local interpretation but valuing the shared standard.
  
- 5. Flexibility of funding and more ability to joint commission across partner agencies to ensure that supported housing is adaptable and built for future needs.**



- Homes England and commissioners in localities to ensure that funding streams are flexible enough to allow for joint commissioning, especially of supported and specialist housing.
- Local Authority Planning Teams to consider how new developments can most effectively be built for future population changes.

**6. Levers of Places for Everyone should ensure that social and affordable rented homes are included in every new development.**

- Local Authorities to follow the Places for Everyone lead and ensure that their Local Plans specify the percentage of social and affordable rented homes required within each new development.

**7. Effective promotion of the support available to local residents to assist with energy bills, insulation, food provision etc in recognition of the need to see housing as just one element of affordable living.**

- GMCA to ensure that advice on cost-of-living support (e.g. food and fuel bill support) provided through registered providers is also available via private landlords.
- Local Authorities to ensure that this advice is provided to residents at all points of contact i.e. benefit support, council tax enquiries etc.

**8. Creation of a national housing minimum standard for all private rental properties in order to remove any detrimental health outcomes of poor living conditions, driven by the recognised benefits of being an accredited member of the Good Landlord Charter.**

- GMCA to ensure that being an accredited member of the Good Landlord Charter is universally recognised, with its unique benefits clearly identified.
- Government to use the learning from Greater Manchester's Good Landlord Charter as a starting point for ensuring a minimum standard for private rented properties.

- 9. An increase in revenue funding in line with the increasing support needs of residents to reduce demand on the wider care system, but allocated to organisations who are meeting people where they are.**
  - Government to recognise the growth in additional support required by tenants that is often best met through the voluntary sector or housing providers, and that this needs to be effectively resourced to minimise the cost to acute services.
  
- 10. An annual GM Strategic Place Partnership event with key planning influencers (elected members and officers) to begin to break down any planning barriers to viable schemes and to hold further conversations regarding capacity and required expertise.**
  - As a first step, GMCA to organise an event to discuss the findings of this review and actions which can be taken to remove barriers for the delivery of viable schemes.

# Affordable living

An investigation into how the affordable homes offer could better meet the needs of people in Greater Manchester

March 2024

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## Chair's Foreword

Everybody in Greater Manchester deserves a place to call home but fundamentally, there is not enough housing stock for all people in Greater Manchester

We know that the cost-of-living crisis coupled with a chronic shortage of housing is causing financial hardship and distress for many. The task and finish group began our review by exploring the factors that

make-up an 'affordable home'. We concluded that system defined 'affordable housing' does not always translate to what is truly affordable for residents.

We acknowledge that the monthly rent/mortgage payment figure cannot alone define 'affordable housing'. Housing costs are usually the biggest outgoing for residents, followed by energy and food; all have risen considerably in recent years. All three main outgoings determine the affordability of running a home. Therefore, our goal needs to be to enable our residents to achieve affordable living.

**“We need to think differently about housing”**

That means that housing built now, needs to be of a standard that guarantees comparatively low heating costs and overall energy efficiency. It means residents need to be able access community infrastructure easily and access quality food in their community without having to pay a poverty premium for convenient access. Residents also need to be supported in accessing unclaimed welfare entitlements.

The task and finish group investigated case studies and approaches that have unlocked development that is delivering impressive results across Greater Manchester. There are examples of local best practice that give us replicable blueprints and a successful approach. Reasons to be hopeful for a horizon that will see the end of the housing crisis, however, to realise that horizon, we need national government to give us the resources and tools to deliver.



**Councillor Lewis Eric Nelson**

**Salford**

This review is not a conclusive assessment of the housing landscape across Greater Manchester but sets out the findings of our task and finish group which we hope will foremost further highlight the issues relating to affordable housing and offer some helpful recommendations to address these. I want to thank all those who supported this review and the process that enabled this report to be aspirational and thoughtful about the challenges and opportunities we face. It would not have been possible without the candour and willingness of partners to participate.

### **Comments from Chair of the GMCA Overview & Scrutiny Committee**



Councillor Nadim Muslim

**Bolton**

I am really pleased to see the findings of the task and finish group come together in this review. Providing affordable homes for all people in Greater Manchester is an ambition that I'm sure we all share, but I think what this review does well, is highlight the wider issue of 'affordable living' for which we all have a responsibility to promote.

My thanks go to all those who contributed to this review, and especially to those elected members who have driven this piece of work. I hope that it provides a real foundation for moving forward on improving the lives of residents across GM.

## Thanks and Acknowledgements

The Group would like to extend thanks to those who directly helped support and shape this review:

- Steve Fyfe – Head of Housing Strategy, GMCA
- Helen Simpson – GM Tripartite Agreement Director
- Dave Kelly – Assistant Director of Reform, GMCA
- Elaine Morgan – Strategy Principal, Reform, GMCA
- Mary Gogarty – Principle, Housing Strategy, GMCA
- Joseph Donaghue – Strategic Lead on Homelessness, GMCA
- Lucy Woodbine – Principal Researcher, Housing & Planning, GMCA
- Helen Spencer – Executive Director of Growth, Great Places / Chair of Growth Group GM Housing Providers
- Sarah Dillon – Director of Adult Social Care, Stockport MBC
- Gemma Parlby – Group Director of Customer & Communities, Bolton at Home
- Rachel O'Connor – Development Director, Mosscafe St Vincents
- Andy Green – Senior Manager, Partnerships and Business Development, Homes England
- Tom Hawley – Head of Affordable Housing Growth – North, Homes England
- Mark Robinson – Director of Economy and Place, Rochdale Council
- Kurt Partington – Head of Development, Salford Council
- Andrew Leigh – Head of Housing Strategy, Salford Council
- Councillor Ged Cooney – GM Portfolio Lead for Housing

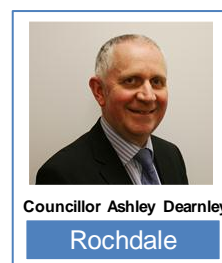
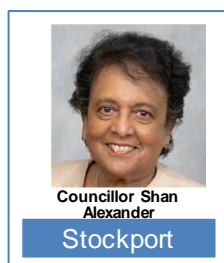
## Calendar of Meetings

- 21 September 2023: Resolution to form a Task and Finish Group at the Greater Manchester Combined Authority Overview & Scrutiny Committee
- 20 October 2023: Initial scoping session
- 3 November 2023: Further scoping session
- 17 November 2023: Wider cost of living challenges
- 1 December 2023: Picture of housing need
- 15 December 2023: Data on affordable homes
- 5 January 2024: Supported and specialist homes
- 19 January 2024: Opportunities within the GM devolution deal
- 2 February 2024: Affordable housing case studies
- 16 February 2024: Progress session
- 4 March 2024: Consideration of draft review and discussion with GM Portfolio Lead for Housing
- 20 March 2024: Consideration by Scrutiny Committee



## 1. Introduction, Purpose and Scope

- 1.1. The GMCA Overview & Scrutiny Committee is made up of twenty elected councillors from across Greater Manchester. At the beginning of this municipal year, they were asked to consider what issues they felt were of the most significance to residents and which issues would benefit most from a task and finish approach, where a small number of committee members could consider the issue over a number of sessions.
- 1.2. The issue of ensuring that people could afford a good quality home was voted as the most significant and so this review was agreed.
- 1.3. All members and substitutes of the GMCA Overview & Scrutiny Committee were invited to participate in the review, and the following ten members put themselves forward, bringing with them a mix of geographic, politics and experience from their individual backgrounds.



- 1.4 To begin their investigations, members met with lead officers from the Combined Authority to understand the issue in its widest sense before looking

to scope the review. From the beginning it was apparent that affordable housing was a small element of the wider context of affordable living and therefore the title of the review was amended to reflect this.

1.5 The group were also aware that both Stockport and Rochdale Council's Scrutiny Committees were undertaking their own reviews within this sphere, and so were keen to ensure that this review kept a strategic focus and remained within the remit of the GMCA.

1.6 Although the title had been widened to reflect the context of affordable living, members wanted the review to specifically look at the following areas -

- Current housing picture in Greater Manchester
- Local and national challenges
- The impact of the cost of living
- Current provision and forecasted demand of supported and specialist housing
- Opportunities to improve the affordable homes offer

## **Recommendations**

1. Bold, national action for the creation of more affordable homes with greater flexibility as a region to ensure that the housing market can line up with affordability of residents in GM. Recognising that the formula for affordable living is multi-faceted and should include rent, energy, and essential food costs.
2. Move towards supporting people out of debt at every point of contact, ensuring a minimum standard of welfare advisors to support residents to access unclaimed welfare support and begin their tenancies with no deficit.
3. A GM Housing Strategy that is ambitious enough to deliver what is needed to meet the housing needs of residents in Greater Manchester, including the ambition for all new homes to be zero carbon, enabled by long term partnerships that have the ability to deliver more collaboratively.
4. Clear narrative about what we are trying to achieve collectively, whilst recognising the individual needs of each GM Local Authority, potentially through a GM shared housing allocations framework that sets a standard and consistent approach but allows for local interpretation that supports Local Authorities to manage their available housing stock.
5. Flexibility of funding and more ability to joint commission across partner agencies to ensure that supported housing is adaptable and built for future needs.
6. Levers of Places for Everyone should ensure that social and affordable homes are included in every new development.
7. Effective promotion of the support available to local residents to assist with energy bills, insulation, food provision etc in recognition of the need to see housing as just one element of affordable living.
8. Creation of a national housing minimum standard for all private rental properties in order to remove any detrimental health outcomes of poor living conditions, driven by the recognised benefits of being an accredited member

of the Good Landlord Charter.

9. An increase in revenue funding in line with the increasing support needs of residents to reduce demand on the wider care system, but allocated to organisations who are meeting people where they are.
10. An annual GM Strategic Place Partnership event with key planning influencers (elected members and officers) to begin to break down any planning barriers to viable schemes and to hold further conversations regarding capacity and required expertise.

## 2. What is an affordable home?

2.1 There is no all-encompassing statutory definition of affordable housing in England which brings about some ambiguity in the way 'affordable' is using in relation to housing. The most commonly referred to definition is set out in Annex 2 to the National Planning Policy Framework (NPPF)<sup>1</sup>. This is the definition used by local planning authorities when making provision within their areas and includes social rent as well as a range of intermediate rent and for sale products.

2.2 There is some criticism that the inclusion of build to rent within the NPPF definition does not help those with the greatest housing need and might reduce social and affordable rented housing delivery<sup>2</sup>.

- Social rent – Social rents are submarket rents set through the national rent regime in England. Social rent properties may be owned by Local Authorities or Housing Associations. The definition refers to properties with rents at around 50-60% of market rents defined by Sections 68-71 of the Housing and Regeneration Act 2008.
- Affordable rent – During the October 2010 Spending Review, the coalition Government announced a new 'intermediate rent' tenure. Under this model known as 'affordable rent', social landlords offer tenancies at rents of up to 80% of market levels within the local area. The additional finance raised is available for reinvestment to develop new social housing.
- Affordable home ownership – Affordable home ownership is a product which involves buyers purchasing a share of a property (traditionally between 25% to 75%) and paying rent on the remaining share. It is intended as an intermediate option for households who would not otherwise be able to afford home ownership.

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<sup>1</sup> [National Planning Policy Framework - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

<sup>2</sup> [Government response to the housing White Paper consultation: Fixing our broken housing market \(publishing.service.gov.uk\)](http://publishing.service.gov.uk)

- 2.3 The Affordable Housing Commission (2020) concluded that many of these products were “clearly unaffordable to those on mid to low incomes”.
- 2.4 A range of affordable homes is helpful in providing options for residents, however if social housing is the most affordable model, then there needs to be further opportunities to increase this provision first and foremost.
- 2.5 The NPPF says that where major development includes the provision of housing, at least 10% of the housing provided should be for affordable home ownership. There is no minimum level of provision of affordable rented housing, this is for the determination of local planning authorities.
- 2.6 Affordable homes, however, should not just be in relation to the rental elements as this is just one cost to the resident, instead it should be seen within the wider scope of ‘affordable living’ which enables people to afford their rent, utilities, and other associated costs. The issue of security within a home should also not be overlooked, as this is a significant contributor to wellbeing and the feeling of belonging to a community.

**“Housing is safety”**

**Cllr Jill Axford**

- 2.7 Food poverty is another review in itself, but the link between housing and good quality food should not be overlooked. Creating communities where people have access to fresh food sources rather than just high-priced convenience food is a significant determinant of affordable living. The GM Community Fridges programme is a space that brings people together to eat, connect, learn new skills, and reduce food waste. It is a site where local people can share food, including surplus from supermarkets, local food businesses, producers, households, and gardens. Fridges are run by community groups in shared spaces such as schools, community centres and shops, their main purpose being saving fresh food from going to waste.

- 2.8 Ward Councillors report anecdotally that rental charges are not affordable for the majority of residents who rent their properties. It is clear from their experiences that rents have risen in line with the housing market and not with household income, and therefore some of the hardest hit are those who are working in lower paid jobs but with no access to welfare support. This is further evidenced through Greater Manchester's latest resident survey<sup>3</sup> which showed that 37% of mortgage holders and 44% of renters say that they find it difficult to afford their rent or mortgage payments.
- 2.9 The resident survey also showed that while the proportion of mortgage holders who are behind on their payments has fallen overall (4%, was 7% in July 2023), this has increased among renters (17%, was previously 13%).
- 2.10 Moreover, 30% of all residents are financially vulnerable with over 50% concerned about the cost of heating their homes this winter.
- 2.11 Greater Manchester's Big Disability survey (2022) showed how this is playing out in the lives of our residents *"I skip meals, I half every portion, I live very minimally, I never go shopping for anything other than bits of food, I pay minimum amounts off debts as I need to keep them happy so that I can order a new vacuum or washing machine in the future as I have no other means of affording/replacing needed items I am currently in rent arrears of £535 as I could not afford to pay the rent last month and got so sick of having empty cupboards and freezer. I am hungry"*.
- 2.12 Demand for social rented housing is high as it is the most affordable option on the current market and likely to increase as the cost-of-living crisis continues. However, it is important to consider this in the scope of all the other housing options as people are struggling across all housing types, not just those who are in social housing.

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<sup>3</sup> [Microsoft PowerPoint - gm-resident-survey-report-10-dec2023.pptx \(greatermanchester-ca.gov.uk\)](#)

2.13 Benchmarked against the ONS data<sup>4</sup>, residents of Greater Manchester are increasingly feeling the impact of the cost of living more significantly than other areas in the UK.

2.14 In 2018/19 there was a piece of work undertaken which looked at the potential for defining a GM position on an 'affordable home' however, its conclusion was that there were too many determining factors in each individual situation contributing to a rent to be affordable, i.e. income, welfare support, dependants, tax, health needs and therefore a 'one size fits all' definition was ultimately thought to be unhelpful at that time. However, this review has highlighted that without a clear definition there is a lot of ambiguity as to what is meant by an 'affordable home' and how it is applied across GM Local Authorities.

2.15 The TANZ (truly affordable net zero) task force define 'affordable' as properties that are operationally net zero with social rent which ensures that all those engaged are clear about what type of property is being referenced. GM should ensure that when defining a housing option as 'affordable' that the cost of energy and food essentials are also considered, recognising that affordable living is multi-faceted.

### **Greater Manchester ambitions**

**“2024 is the year to get serious about housing”**

**GM Mayor, Overview & Scrutiny Committee**

2.16 The current Greater Manchester Housing Strategy<sup>5</sup> sets out the ambition for 50,000 affordable homes in Greater Manchester by 2038.

2.17 It further aspires for 30,000 net zero homes whose delivery is being overseen by the TANZ (Truly Affordable Net Zero) Task Force which has brought key stakeholders together across the wider system to think collaboratively and

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<sup>4</sup> [Public opinions and social trends, Great Britain 1 to 12 November 2023.pdf](#)

<sup>5</sup> <https://www.greatermanchester-ca.gov.uk/media/2257/gm-housing-strategy-2019-2024.pdf>



address the issue in the broadest sense in order to also be prepared for the Future Homes Standard in 2025 which will provide properties with an energy use intensity target of 35kw/m2/year to meet [LETI guidance](#).

2.18 The other priorities for the TANZ Task Force are –

- Put forward a pipeline of land supply
- Deliver on flagship schemes
- Increase planning capacity
- Develop opportunities to increase the required skill set
- Provide economic advantages through a shared supply chain
- Support the accurate valuation of net zero properties

2.19 As part of the Devolution Trailblazer, the Government and GMCA have agreed a £150m further package for brownfield land, to support the delivery of at least 7000 homes by 2025/26. This, along with further detail in the devolution deal, provides certainty around the capital the GMCA is likely to have to support housing growth over the next 5-7 years.

2.20 It is important to have a clear understanding of the brownfield sites available for future brownfield land funding programmes, consideration should also be given to where developers can contribute to the cost of remediation of a site for their benefit.

2.21 Year one funding, announced last year, allocated £51.1m to the building of 3,900 new homes. The GMCA have engaged with Districts to identify brownfield sites that are able to start works in 2023/24. 58 schemes were ranked as the most deliverable and offering the greatest outcomes.

Headlines from the proposed Year 1 allocations include:

- Over 4,300 homes will be unlocked and supported.
- 83% of schemes include affordable housing, of which 30 schemes will deliver over 50% affordable homes.
- 67% of schemes include low carbon measures (with some still to be confirmed).
- 40 will be delivered by Registered Providers, 14 by the Private Sector,

with the remainder directly delivered by Districts.

2.22 Of the 7,800 homes planned for the second and third phases of this scheme, half of almost 4,000 homes will be affordable. Seventy-nine per cent of schemes will be built to Future Homes Standard and five of the proposed schemes will aim to build homes which operate with zero or negative carbon emissions, in line with the GM Truly Affordable Net Zero Homes (TANZ) Task Force definitions. A variety of approaches to reduce carbon and energy impacts are being proposed, including using Passivhaus build techniques.

2.23 This work is all in support of the ambitions set out in the Greater Manchester Strategy (2021)<sup>6</sup> “We will ensure the delivery of safe, decent and affordable housing, with no one sleeping rough in Greater Manchester.”

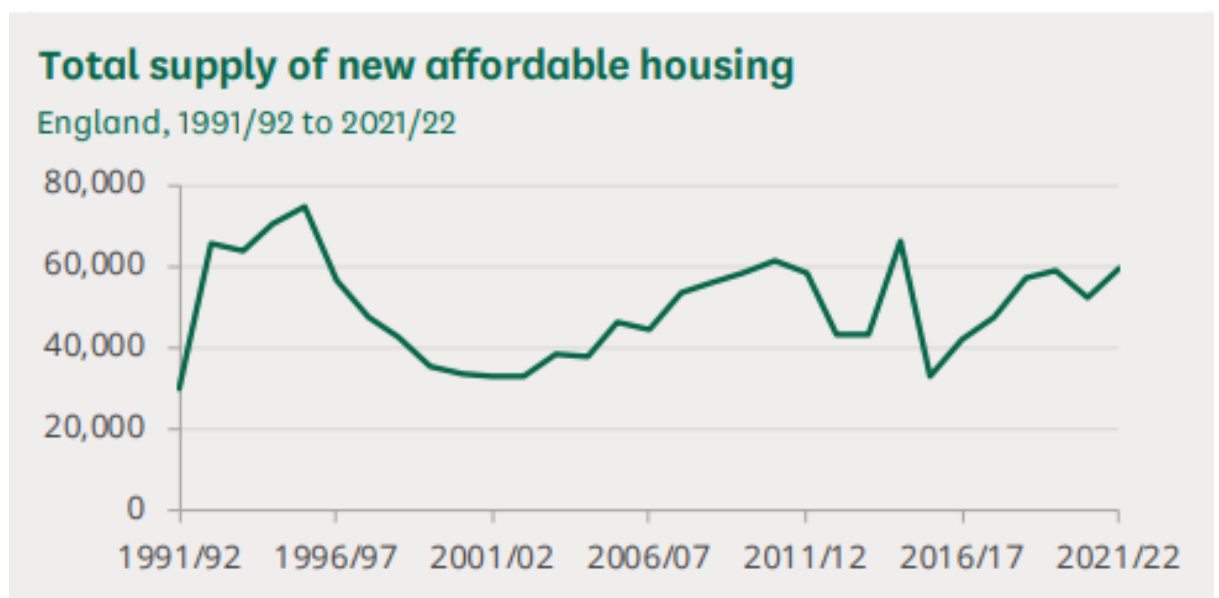
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<sup>6</sup> <https://aboutgreatermanchester.com/media/jlslgby/greater-manchester-strategy-our-plan.pdf>

### 3. Housing Crisis in Greater Manchester

4.1 Nationally, the new supply of affordable homes peaked in 1995/96 at around 74,500 homes before declining to a low of around 32,900 in 2002/03. Since 2015, delivery has increased year on year, reaching around 59,000 homes in 2019/20. The number of homes was slightly lower in 2020/21 potentially reflecting the overall reduction in new builds due to the covid pandemic<sup>7</sup>.

Fig 1 – Total supply of new affordable housing in England 1991 - 2021



#### Social rented housing supply declining

4.2 Since the 1990's there have been 91,000 social homes lost in Greater Manchester through the Government's 'right to buy' scheme and transfers to Housing Providers who have since altered the tenancy agreements to affordable rental homes. There is widespread agreement that the discounts offered through the 'right to buy' scheme has been the single biggest contributor to the housing crisis.

4.3 The Levelling Up White Paper (February 2022) refers to a "significant unmet need for social housing" and contains a commitment to increase supply: *The*

<sup>7</sup> [Tackling the under-supply of housing in England - House of Commons Library \(parliament.uk\)](https://www.parliament.uk/libraries/commons/2022/02/23/tackling-the-under-supply-of-housing-in-england/)

*UK Government will also increase the amount of social housing available over time to provide the most affordable housing to those who need it. This will include reviewing how to support councils to deliver greater numbers of council homes, alongside Housing Associations.<sup>8</sup>*

- 4.4 In line with this, Greater Manchester are pursuing the creation of more social homes and continuing to lobby for the removal of right to buy as this predominately results in properties being purchased by private landlords.
- 4.5 There are also no restrictions on any private landlord to keep the rents at a particular level, the property at its current size/layout or the property to a required standard.
- 4.6 There are currently 68,947 households in GM on the waiting list for social housing. A half of which are in the reasonable preference category (as defined by the Housing Act 1996) which applies to certain categories of applicants –
- a) people who are homeless (within the meaning of Part 7 of the 1996 Act).
  - b) people who are owed a duty by any local housing authority under section 190(2), 193(2) or 195(2) (or under section 65(2) or 68(2) of the Housing Act 1985) or who are occupying accommodation secured by any such authority under section 192(3).
  - c) people occupying insanitary or overcrowded housing or otherwise living in unsatisfactory housing conditions.
  - d) people who need to move on medical or welfare grounds (including any grounds relating to a disability).
  - e) people who need to move to a particular locality in the district of the authority, where failure to meet that need would cause hardship (to themselves or to others)
- 4.7 There is also the provision for Local Authorities to provide ‘additional

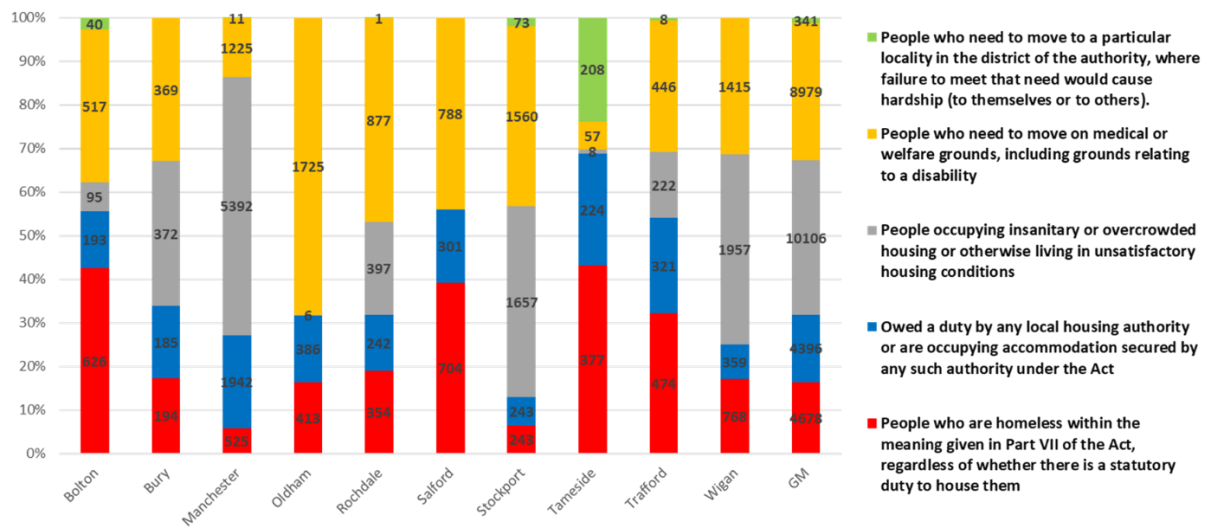
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<sup>8</sup> [crisis\\_housing\\_supply\\_requirements\\_across\\_great\\_britain\\_2018.pdf](#)

preference' for certain groups e.g. armed forces.

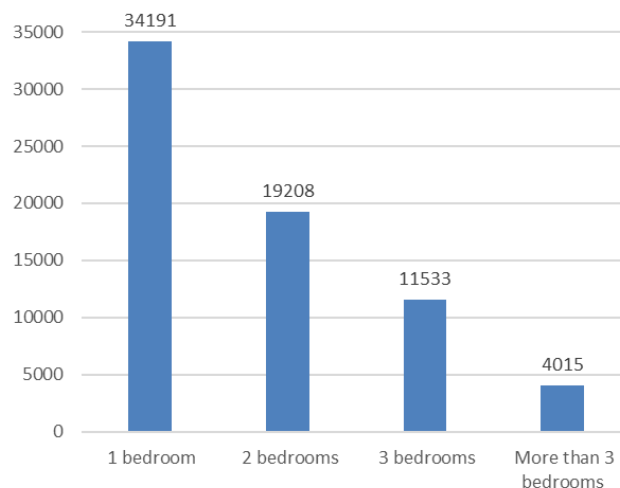
4.8 The graph below breaks down reasonable preference need in each GM authority by category, which is indicative of different communities, different demographic groups, different available properties and different needs.

**Fig 2 - 2021/22 data on breakdown of housing preference category**



4.9 There is a greater demand for one-bedroom homes across GM as the graph below demonstrates, highlighting further societal demands from an ageing population. However, there are households on the waiting list of all sizes, with some larger families being told its 'unlikely' they will ever be offered a 4–5-bedroom home, as there simply are not any available.

**Fig 3 – housing demand by bedroom size**



4.10 Members of the GMCA Overview & Scrutiny Committee were concerned with this statistic when reviewing this report as they reported numerous households within their communities who were experiencing overcrowding. As more families are choosing to live together to share communal costs and resources in response to the increased cost of living or due to caring responsibilities, it is important to recognise the increasing need for larger homes with multiple bedrooms and furthermore, a future possible trend of house sharing as a response to the climate crisis.

4.11 Government switched grant support from Homes England to Affordable Rent and Affordable Home Ownership products, leading to supply of new social rented homes declining to negligible levels in GM from 2013 onwards. This was reversed to some degree for the 2021-2026 Affordable Homes Programme, though until 2023, there was a restriction preventing a full grant from Homes England to build social rent properties in five of the ten GM districts.

4.12 Since then, there has been a visible increase in the development of social housing, but with each scheme taking circa 3 years to complete, there is a gap between planning approval and the final completion date. This is particularly evident in some specific property types, for example the delivery of 1–2-bedroom apartments is visibly slower than other developments. Planning delays can be seriously detrimental to the delivery of a scheme and

therefore all partners should be upfront about timescales as soon as this process begins to ensure timescales can be aligned to minimise further delays.

4.13 The Commons Library publishes an interactive dashboard [Local Authority Data: Housing Supply](#) which includes data on affordable housing supply for individual local authorities, including social housing stock. This was helpful to the review when determining the current housing picture.

### **Greater reliance on private rented accommodation as the default option**

4.14 Home ownership has been challenging to access over recent years, particularly for first time buyers, alongside the constraints on social housing due to limited supply. As a result, the private sector has benefited from an increased reliance on their stock, with more residents now housed than within the social rented sector. The 2021 census<sup>9</sup> recorded 20% of households in England and Wales were private renters, this was up from around 17% in 2011.

4.15 The ONS Index of Private Housing Rental Prices highlighted that private rent grew in England by 5.1% over the year to June 2023, the largest recorded increase since the series began in 2006. Overall private rents have increased by 20% since January 2015<sup>10</sup>.

4.16 Inflation has also had a significant impact on the private rented sector as landlords who have borrowed to acquire their rental properties have increased rents in the face of increased mortgage and other costs. However, rents have also increased as a result of increased demand in high pressure areas.

4.17 The unavailability of welfare benefits to include a housing allowance for anything but rental properties further increases the demand on this sector

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<sup>9</sup> [Housing, England and Wales - Office for National Statistics \(ons.gov.uk\)](#)

<sup>10</sup> [Index of Private Housing Rental Prices, UK - Office for National Statistics \(ons.gov.uk\)](#)

and due to lack of availability, can often lead to households being forced to accept tenancies in poor quality homes. Further work should be done to encourage private landlords to accept tenants who are in receipt of benefits to widen the housing offer to all. The requirement for an upfront deposit is also a real barrier for those on housing benefits as such a lump sum can be unobtainable. Being in arrears before a contract even commences is not a positive start for a resident and can result in them curating a defensive relationship with their housing provider. A whole sector debt recovery first approach is needed to ensure the best possible start for a resident as often being in debt becomes a barrier in itself to accessing a property.

4.18 The GM Resident Survey showed that as in May 2023, 1 in 3 renters and mortgage holders (31%) saw their payments increase.

4.19 Rising rents and the end of Section 21 resulting in an increase in no fault evictions have seen an even greater level of uncertainty across the private rented sector.

4.20 This was a specific concern for members of the GMCA Overview & Scrutiny Committee who raised concerns about the inability for young people to find affordable housing, let alone be able to secure a mortgage offer in the current climate.

### **Health and safety issues in current stock condition**

4.21 Modelling undertaken through Parity work for the GMCA suggests that around 23% of homes in GM (more than 280,000) are likely to contain a Category 1 health and safety hazard, compared to 15% nationally. The new consumer standards have been designed to ensure there is more regulation around the duty of care on landlords for their residents and that there are consequences for not meeting those standards.

4.22 An affordable home should be one which is warm, insulated and energy efficient. The GM Local Energy Advice Demonstrator is a scheme which



informs the public through warm hub provision about advice and support provided by their Local Authority, however, this information should be made as accessible as possible to all.

4.23 Advice and support on energy and wider green issues is also being provided to residents across housing providers and ALMOs, especially tools which could assess heating loss areas and access to grants to improve insulation. It is imperative that this advice is also available via private landlords and that it is also available in non-digital forms for those who cannot access online services.

**“The more we can help reduce the cost of housing, the more people have for the wider costs of living”.**

**Ged Cooney, GM Portfolio Lead for Housing**

4.24 Empty properties may be seen as a potential solution to the housing crisis, but with many in disrepair there are complex and significant levels of investment needed in order to get them to a suitable living standard. A level that without any funding available, would most likely require a property to go back to the standard rental market to see a return to the developer on their investment.

4.25 Many housing developments have seen their asset improvement programmes delayed and as a result investment is now at a critical stage to retrofit, replace buildings or build brand new stock. However, it was recognised that an increase in capital costs to deliver these improvements would impact the available revenue for housing providers, resulting in less resources to support residents.

**“We want to deliver the best housing for everyone in  
GM and we want to do it right the first time”**

**Cllr Fred Walker**

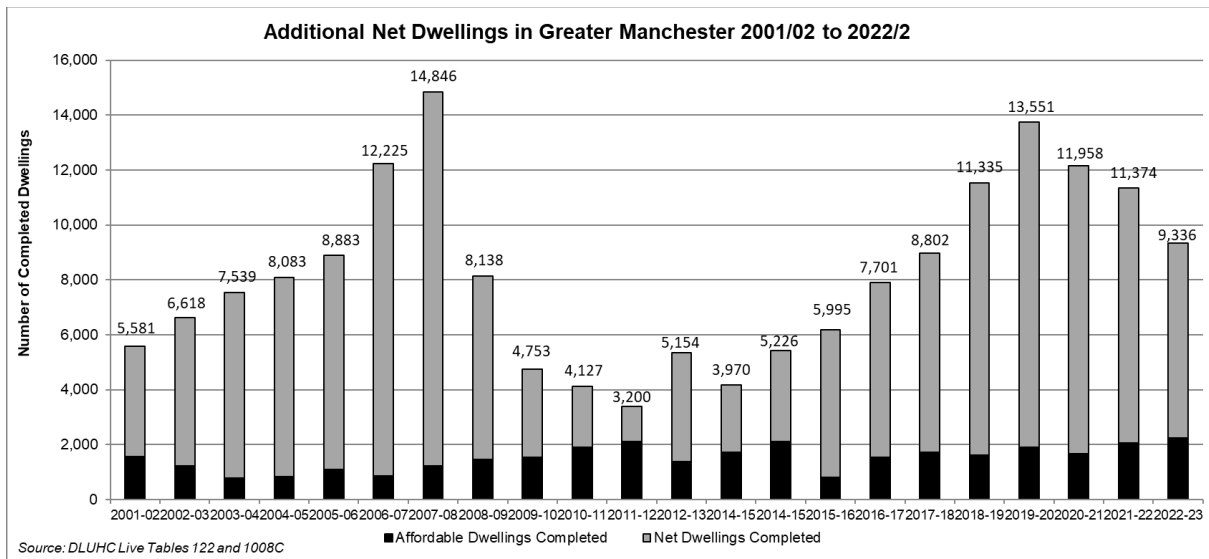
### **Lack of investment into new homes**

- 5.1 The Affordable Homes Programme provided by Homes England is the main source of Government grant for new affordable housing delivery and currently offers a £11.5b funding programme to Housing Providers, Local Authorities and ALMOs (Arm’s Length Management Organisations). This is expected to support the delivery of 180,000 new homes over five years, split between 50% homes at a discounted rent and 50% for affordable home ownership products. In February 2023, Homes England announced social rent was a “priority for the fund”<sup>11</sup> meaning that social rent specific grant rates could be accessed in all parts of England.
- 5.2 Construction costs have also significantly increased over recent years, resulting in fewer developers being financially able to invest in building affordable housing, let alone specialised housing that requires additional adaptations. The economic challenges to this sector also include capacity limitations within the supply chain.
- 5.3 The diagram below shows the net number of affordable dwellings completed in comparison to the net number of dwelling completions across the last 22 years.

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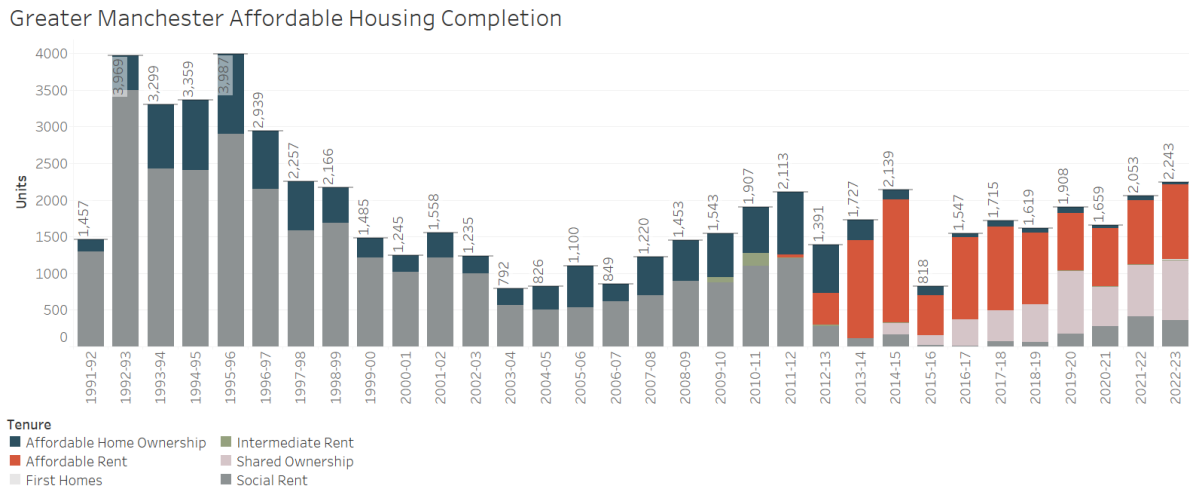
<sup>11</sup> <https://www.gov.uk/guidance/apply-for-affordable-housing-funding>

**Fig 4 – Number of dwellings completed in GM since 2001**



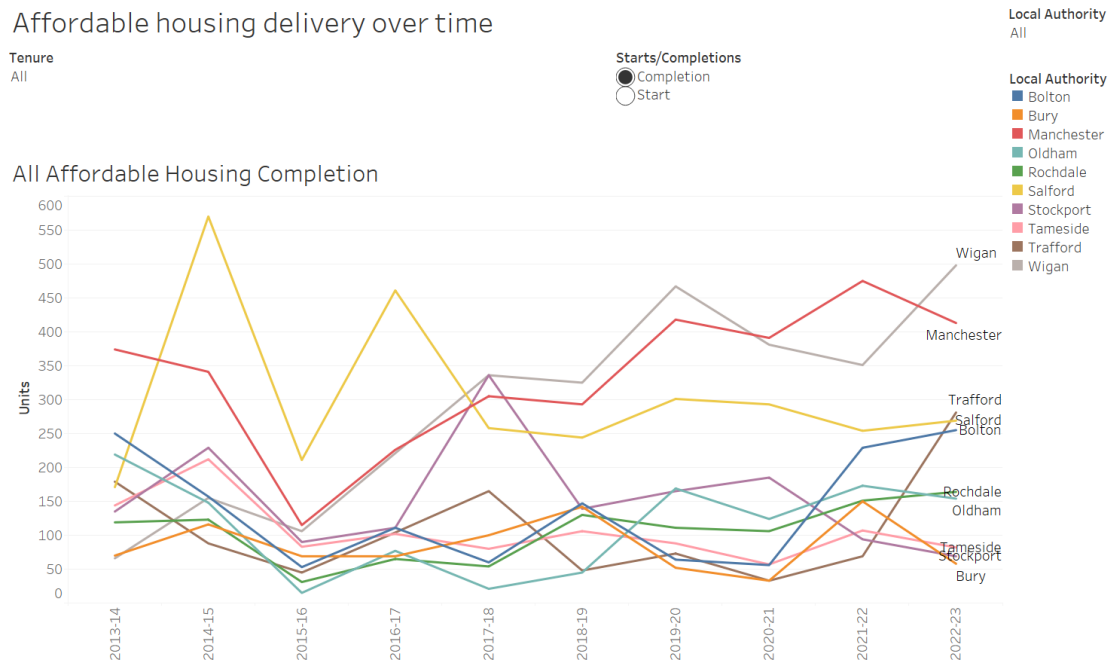
5.4 Data is actually available from 1991 (as shown in the graph below), which shows that there has been a significant decline in social housing completion predominantly from 2012.

**Fig 5 – Number of affordable dwellings completed since 1991**



5.5 Recent data can also be broken down by Local Authority, evidencing local patterns that have been influenced by national and other local contributing factors.

**Fig 6 – Number of completed affordable dwellings by Local Authority area**



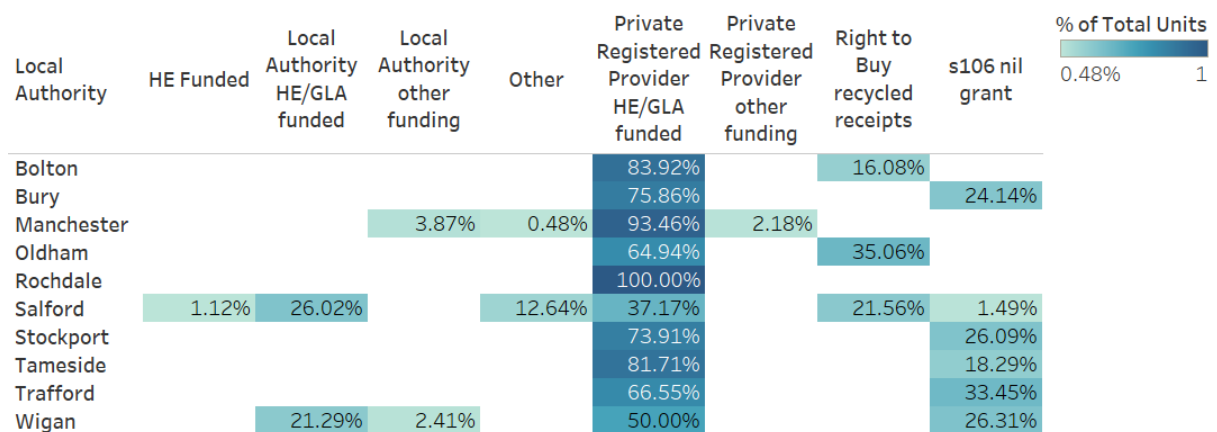
5.6 For context, in Manchester the previous priority was regarding the delivery of a housing mix, whereas more recently there has been a shift towards prioritising affordable homes. In Salford there has been a long-standing commitment to affordable housing but there are less delivery partners to meet the level of need. Stockport has a different market as there are a limited number of registered providers, but this is expected to increase as the town centre redevelopment continues. In Wigan there are larger strategic sites from which Section 106 monies can be sourced and a focus on the development of brownfield sites. The impact of the number of developers, land ownership and deindustrialised legacy is a clear contributor to the peaks and troughs in affordable housing completions across each of the GM Local Authority areas.

5.7 The majority of affordable housing is provided through a combination of borrowings and funding, circa 25% of which is from Homes England grants, but the remainder is from other funds accessed by the housing providers. The table below provides detail of the funding sources by which schemes were completed in 2022-23. Section 106 funds are more successfully sought on larger scale strategic sites but can require a complex process to

obtain.

**Fig 7 – Affordable housing completions in 2022-23 by funding type**

Greater Manchester Affordable Housing Completion funding 2022-23



% of Total Units broken down by Funding vs. Local Authority. Colour shows % of Total Units. The marks are labelled by % of Total Units. The data is filtered on Greater Manchester, Starts/Completions, Year and Tenure. The Greater Manchester filter keeps 10 members. The Starts/Completions filter keeps Completion. The Year filter keeps 2022-23. The Tenure filter excludes London Affordable Rent.

5.8 Moving forward, housing markets should be seen as an investment model rather than simply the development of homes as the funding gap will remain if the investment model does not evolve. This will take significant strategic maturity and a progressive national conversation in which Greater Manchester can have some influence. However, fundamentally, investment decisions about the use of public funds should be taken in the context of the long-term benefits of having an increased supply of high quality, secure, affordable homes for those who are unable to access those through market provision.

**Land supply**

5.9 Available land in Greater Manchester is reducing, which is often proving a barrier even when schemes are completely viable.

5.10 Without future opportunities for increasing the land supply potential, progress

on the delivery of affordable homes is unlikely to be sustainable. There are only a few 'easy sites' remaining that are not controlled by significant landowners across GM, therefore the GMCA are prioritising grant allocations to brownfield sites that were potentially previously determined as unsuitable for development.

5.11 The potential use of compulsory purchase orders through clear Regeneration Strategies should also be considered, especially in relation to small 'grot spot' areas of land which could be brought together for regeneration.

5.12 The GM Brownfield Land fund has enabled GM Local Authorities to have easier access to a flexible fund with significantly less 'red tape' than a national funding scheme. The application process is simpler and less resource exhaustive and the chance of success is greater due to a smaller geographical area. With less bureaucracy, there is also a greater confidence in the programme to enable Local Authorities to be bolder in their ambitions, like Oldham Council for example, who recently announced<sup>12</sup> that they would deliver 500 new social homes over the next five years at a roundtable with key partners.

### **Access to housing is unequal across Greater Manchester**

5.13 There are variations on the housing registers held by each Local Authority across GM due to demand, localised policies on access to the register and the way that each Local Authority records its data. For example, some LAs allow all residents to go onto the register, others only allow those who are in the reasonable preference category. Therefore, it is somewhat unhelpful to compare data at a GM level between local authorities as there is no standardisation. Where the data is most useful is locally as it can evidence where needs are greater and in relation to which demographic groups.

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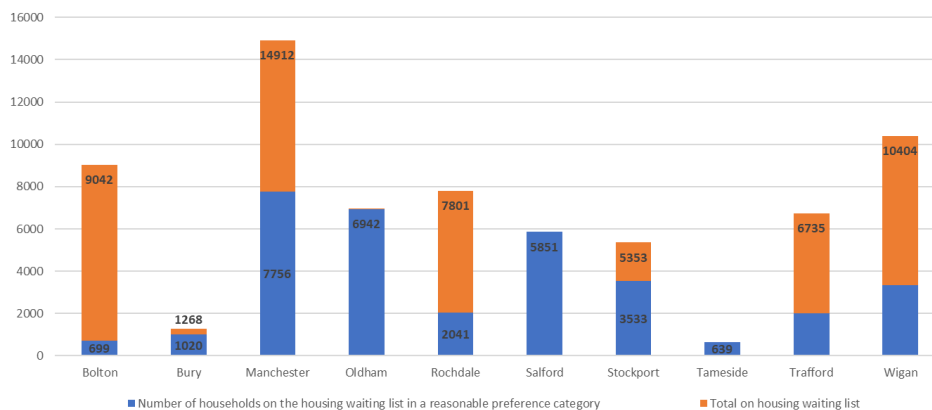
<sup>12</sup> [Tackling the housing crisis: 500 new social homes coming to Oldham announced at Oldham Housing Roundtable event | Oldham Council](#)

5.14 At present there are ten housing allocation policies (and specific policies for specific demographic groups) across Greater Manchester. A shared allocations framework may be helpful, although local application of their housing allocation policies is necessary to support local arrangements.

5.15 In 2018, the GMCA undertook some desktop research into housing allocation policies, including interviews with housing providers and local authorities which clarified nuances between areas. As a result, the GM steering group began to look closer at those pressures in the system which were consistent across LAs, recognising that the numbers alone do not provide the full picture regarding how the policies are applied locally.

5.16 Variation is also evident in relation to the required property size as in some Local Authorities there is a larger demand for 4–5-bedroom properties, whereas in others there is a larger demand for 1-bedroom properties.

**Fig 8 – The split of reasonable preference category and non-reasonable preference category households on housing registers by Local Authority**



5.17 There is currently no data available on a GM level regarding the length of waiting time on a housing register. A combination of waiting list demand and length of waiting time would be useful in evidencing the true housing needs across GM.

## Welfare of tenants reducing – requiring supported living and/or assistance

5.18 There are many determinants that impact the welfare of tenants, including general health conditions, long term health conditions, alcohol & substance abuse, mental health and learning disabilities.

5.19 In recognition of this, housing is beginning to be considered in a health context and stronger links are being made between housing providers and the health system as evidenced by the recent tri-partite agreement<sup>13</sup>.

5.20 Supported housing is a broad description of accommodation where people can receive services such as personal care, supervision, support, and advice to live there independently. Examples of supporting housing include hostels, sheltered housing, extra care, and supported living schemes. Currently there are over 32,600 supported housing units across 3,500 schemes in Greater Manchester.

5.21 Based on current understanding this is the required level of delivery of supported and specialist homes to meet needs in 2031.

SHOP@ Predictive Modelling Sheltered / Retirement Housing								
Area	Current provision	2015	2016	2020	2025	2030	2035	Shortfall 2035
Greater Manchester	31,397	24,013	24,288	26,925	32,200	35,375	39,200	7,803
Bolton	5,961	2,575	2,613	2,975	3,638	4,013	4,425	-1,536
Bury	1,425	1,813	1,850	2,088	2,550	2,775	3,063	1,638
Manchester	5,140	2,875	2,875	2,988	3,363	3,750	4,238	-903
Oldham	2,943	2,000	2,038	2,263	2,713	2,988	3,288	345
Rochdale	3,530	1,888	1,913	2,113	2,550	2,850	3,163	-368
Salford	2,595	2,025	2,038	2,175	2,538	2,738	3,050	455
Stockport	3,163	3,338	3,375	3,713	4,400	4,800	5,275	2,112
Tameside	1,939	2,075	2,113	2,400	2,950	3,250	3,650	1,711
Trafford	2,657	2,400	2,400	2,575	3,000	3,300	3,700	1,043
Wigan	2,044	3,025	3,075	3,638	4,500	4,913	5,350	3,306

<sup>13</sup> <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/better-homes-better-neighbourhoods-better-health/>



## Older People

- Requirement for a total of additional 8,500 Housing with Care units split between 4,800 social/affordable units and 3,700 leasehold units.
- Requirement for 7,800 Retirement Housing leasehold units. Overall, 1,172 less units needed for rent, therefore a total of 9,000 units for lease.

SHOP@ Predictive Modelling Housing with Care Need								
Area	Current provision	2015	2016	2020	2025	2030	2035	Shortfall 2035
Greater Manchester	2,415	6,717	6,808	7,532	9,013	9,912	10,976	8,561
Bolton	324	721	732	833	1,019	1,124	1,239	915
Bury	202	508	518	585	714	777	858	656
Manchester	537	805	805	837	942	1,050	1,187	650
Oldham	106	560	571	634	760	837	921	815
Rochdale	43	529	536	592	714	798	886	843
Salford	311	567	571	609	711	767	854	543
Stockport	386	935	945	1,040	1,232	1,344	1,477	1,091
Tameside	156	581	592	672	826	910	1,022	866
Trafford	200	672	672	721	840	924	1,036	836
Wigan	150	847	861	1,019	1,260	1,376	1,498	1,348

## Learning Disability and Autism

- Requirement for a net additional 1,296 units of supported accommodation for people with a Learning Disability.
- 100 new tenancies for people being discharged from hospital settings with complex Learning Disabilities or Autism.

## Mental Health Needs

- Requirement for a net additional 2,535 units of supported accommodation for people with a mental health need.

## Physical Disabilities

- Approximately 8,900 wheelchair user households with unmet needs, of which approximately 2,300 will need fully wheelchair adapted properties.

- 5.22 50-70% of all new social housing tenancies require support, for a range of complex issues including those relating to mental health and drug and alcohol misuse. Many housing providers are required to employ support workers to address the rise in people experiencing such issues, and the increasingly common shortfalls in support provision from the broader public sector.
- 5.23 Developing future schemes which include supported housing should be considered as business as usual, co-produced with people with lived experience to ensure they are built to enable the potential for greater independence.
- 5.24 Local Authorities have a duty regarding sufficiency of care in a person's home as long as possible, resulting in a need for flexible levels of support. One of the value-for-money models is the use of care on site i.e. warden in supported housing provision, where the care can be taken directly to where it is needed.
- 5.25 The cost of housing people with mental health needs or learning difficulties indefinitely in hospital provision is significantly high, therefore NHS GM are working with partners on a programme that increases the opportunity for independent living. Adaptability and the ability to future proof the current housing stock is key so that Greater Manchester can be ready for changing populations and their changing needs. Members of the GMCA Overview & Scrutiny Committee further echoed this requirement, referencing a range of property type in each neighbourhood to enable people to down-size or up-size their homes whilst remaining within their communities. Ensuring that people are in the most appropriate setting for their needs is crucial.
- 5.26 These supported living schemes are funded through a variety of models, including government subsidy, Homes England funding and support from the welfare system. Most registered providers prefer to offer a social rent model with a flexible service charge rate as this can fluctuate. The care package

can be provided by the registered provider or Local Authority and are either funded via their local authority or individually. Although the funding landscape can appear complicated, it is significantly more affordable than acute care.

5.27 This complex revenue picture can sometimes be seen as more challenging by Housing Providers and developers in comparison to standard properties. However, there have been some excellent recent case studies that should be shared more widely in order to mitigate some of the apprehension about the risks of building supported housing within schemes.

5.28 The Depot in Moss Side, Manchester, is a strong example of the benefits of maximising services in one place. Across the 204 apartments within this mixed tenure site, there is a neighbourhood discharge unit, HAPPI scheme (housing our ageing population panel for innovation) and extra care provision.



5.29 Dalbeattie Court and Constable Street are also examples of schemes which have been designed right for future need that provide 30 1 bed apartments and 5 2 bed bungalows for people with learning disabilities. Their flexibility of design has allowed Dalbeattie Court to be used for some time as a hospital discharge facility.



**Risk of homelessness and rough sleeping remains as treating symptoms rather than cause**

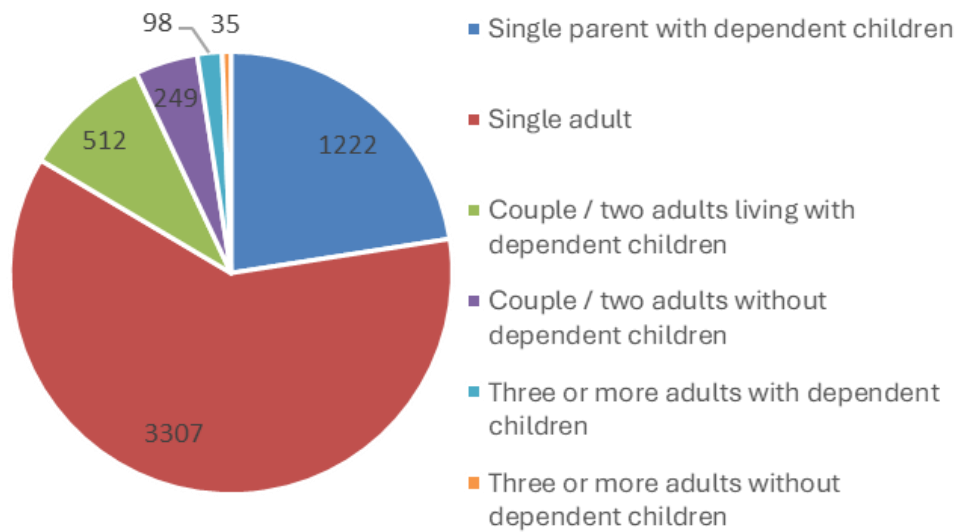
5.30 At the extremes, the housing crisis manifests in homelessness and rough sleeping.

The Homelessness Reduction Act (2017) introduces a range of prevention duties for Local Authorities alongside the original rehousing duty under the Housing Act 1996 –

- A duty to **prevent** homelessness; taking “reasonable steps to help the applicant to secure that accommodation does not cease to be available” under section 4. This requires a personalised housing plan to be put in place for people at risk, with the Local Authority being under an obligation to help for 56 days unless the applicant deliberately and unreasonably refuses to cooperate.
- A duty to provide **relief**: taking “reasonable steps to help the applicant to secure that suitable accommodation that becomes available”. Where people are homeless, there is a duty to provide a personalised plan based on priority need but requiring that action still be taken in every case.

- 5.31 Greater Manchester saw 5,423 households assessed as owed either a Prevention or Relief homelessness duty between October – December 2022. 55% of households who were owed a duty were based in just 3 local authorities, Manchester (29%), Salford (14%) and Wigan (12%).
- 5.32 Of those that were owed a duty 1,639 were homeless or threatened with homelessness due to ‘Family or friends no longer willing or able to accommodate’, 1,196 were homeless or threatened with homelessness due to the ‘End of an assured shorthold tenancy’, and 713 were homeless or threatened with homelessness due to ‘Domestic Abuse’.
- 5.33 As of the most recently available published data (Jan-March 2023), across GM the further impact of the winter period was evident with 2,617 prevention duties being owed: the highest level on record, and 26% higher than the most recent equivalent pre-pandemic period.
- 5.34 Furthermore, 3,603 relief duties were owed, the highest level on record, and 27% higher than the most recent equivalent pre-pandemic period.
- 5.35 However, a large amount of homelessness is less visible and often not recorded. It can take the form of people taking shelter in the homes of friends and family or living for extended periods of time in temporary accommodation.

**Fig 9 – Total number of households in temporary accommodation  
(December 2022)**



5.36 On the 31<sup>st</sup> of December 2022, there were 5,134 households in temporary accommodation across Greater Manchester. The total number of children accommodated in temporary accommodation was 6,174, from 2,977 households.

5.37 Of those accommodated in temporary accommodation, 774 households were in Bed and Breakfast accommodation, these households included 205 children.

5.38 Of those in temporary accommodation 1,331 households were accommodated in temporary accommodation outside of the Local Authority district in which they made their homelessness application, with Manchester placing the majority (87%) of these.

5.39 Although an expensive solution, the increased and overuse of temporary housing was evident due to the impact of the cost-of-living crisis and other external factors that are contributing to the rising risk of homelessness. Due to national policies, the need to prepare for the cohort widening is evident if the causes cannot be addressed quickly enough.

## **Skills mix and expertise within the future workforce**

- 5.40 There are significant capacity issues within Local Authorities and Housing Providers to deliver new housing due to reduced workforce and lack of future skills investment. This is especially evident when seeking out the relevant skills sets for building net zero homes as these new methods are yet to be considered as standard. Often developers are learning these skills as they deliver the sites and then once the scheme comes to an end they move back to standard construction methods, potentially losing the skill set that they have just acquired. Consideration should also be given as to how these skills can be passed on to other contractors in order to see modern methods of construction being used as standard.
- 5.41 The latest GM devolution trailblazer deal recognises this wider sector skills gap and looks to build on the programmes currently being delivered by local education providers through the 'Skills Bootcamp – Green Technology' programme to enable the designing new accreditations, qualifications, and courses to meet green skills needs. Development of new green tech areas like Electric Vehicles, Low Carbon Heating, still outpace the skills system. Employer involvement in the process is critical – requirements need turning these into industry accepted accreditations, embedding within qualifications, then developed/delivered as courses. From 2024-25, in recognition of their trailblazer status, the government commits to then further increasing this flexibility for GMCA to spend up to 100% of the available budget to develop bootcamps that meet local labour market and skills needs in any sector.
- 5.42 This is also evident in the shortage of debt and welfare advisory provision across Greater Manchester. Although these services are predominately provided through Local Authorities, the GMCA have a supportive role to play to especially address any disparities. There has been some work undertaken with the GM Welfare Rights Advisors Group (made up of Welfare Rights Leads from LAs and facilitated by the GM Law Centre) to give visibility to the capacity and capability challenges across the sector which is planned to be shared with GM political leaders in due course.

## **Changes to national policies**

### **Rental rules**

5.43 The Tenancy reform: Renters (Reform) Bill aims to bring significant changes to rental rules, enhancing security for both tenants and landlords. It has not yet been approved by Parliament; however, its proposals include the removal of section 21, which allows landlords to evict tenants without a specific reason. By doing so, it would provide tenants with greater security, enabling them to put down roots in their community. Landlords would still have the confidence to regain their property when necessary, using other elements of the Bill.

### **Planning guidance**

5.44 The housing schemes currently on site have had their planning approved several years ago and are therefore more unlikely to include any affordable homes. Any change to national planning guidance will only be seen after a number of years once the schemes that are subsequently approved are being delivered.

5.45 Therefore, it is important to recognise that the any planning reform will take time to deliver but more importantly that whatever is determined at a national level must work for Greater Manchester. As proposals emerge it is vital that GM lobby for simplicity as there are already numerous demands on the planning system and devolved flexibility to allow GM to determine what should be the priority for the conurbation.

5.46 The recently agreed trailblazer devolution deal for GM should further increase the opportunities for DLUHC (Department of Levelling Up, Homes & Communities) to listen to the needs of the conurbation when reviewing national planning guidance. It would also be useful for key planning influencers to meet with representatives from each of the 10 GM Local Authorities, Homes England, and the Housing Associations to begin to de-



mystify the planning barriers to viable schemes.

### **Section 106 monies**

- 5.47 The Levelling Up and Regeneration Bill looks to introduce a new Infrastructure Levy (IL) to replace the Community Infrastructure Levy, however rates will be based on the gross development value of a property at the point of sale. Section 106 agreements would remain but only to support the delivery of “the largest sites”. The amount of IL payable would be determined by Local Authorities.
- 5.48 There have been several pilots across the UK but clarity as to its introduction is still awaited. This funding allocation alone would not be sufficient to meet the gap in resource but would be able to contribute to the whole housing investment model. There has also been some risk highlighted by the National Housing Federation in that “in its current form, the new Infrastructure Levy could lead to the diversion of developer contributions away from affordable and social housing and towards other, unspecified forms of expenditure entirely unconnected to development.”<sup>14</sup> It’s important that there is a level of standardisation as to how section 106 monies are and can be used.
- 5.49 The GMCA Overview & Scrutiny Committee when reviewing this report expressed their concern that some developers are avoiding their responsibility to provide funding for public improvements under Section 106 due to current loopholes within viability assessments. It was reported that often this investment is put into the public realm, only benefiting the value of the properties, rather than the wider community.

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<sup>14</sup> [National Housing Federation - Joint letter to the Secretary of State on the proposed Infrastructure Levy](#)

## 4. Opportunities

### GM Devolution trailblazer

- 5.1 The latest GM Devolution Trailblazer increases Greater Manchester's ability to influence future Affordable Homes Programmes (AHP), through deeper Strategic Place Partnership with Homes England. Sharing local data and local strategic plans will be key when bringing forward potential schemes. Through a shared GM Affordable Housing Action Plan capturing the day-to-day joint work to be done, the partnership also ensures that Homes England are aware of the local landscapes and priorities.
- 5.2 The AHP provides grant to support the cost of building housing for rent or sale at sub-market rates – a key element of the Government's plan to end the housing crisis, tackle homelessness, and provide aspiring homeowners with a step onto the housing ladder.
- 5.3 The fund is part of a range of tools and funding streams that Homes England has at its disposal to support the delivery of housing of all types and tenures recognising that a 'one size fits all' approach is not the most effective.
- 5.4 This funding and support is available for all organisations with an interest in developing affordable housing – including housing associations, local authorities, developers, institutional investors, for-profit registered providers, community-led organisations, and others.
- 5.5 The trailblazer provides an opportunity to be clear ahead of the next Affordable Homes Programme in 2026 to determine what GM needs to maximise the potential impact of the programme through the alignment of strategic priorities, in that Greater Manchester can direct the building of what they want/need rather than what national targets dictate, whilst aligning these developments with other pots/interventions (e.g. transport investment, energy and heat infrastructure, brownfield funding etc). Furthermore, the

trailblazer will make it easier for GM to commission supported housing in the knowledge that the AHP capital contribution has been secured.

- 5.6 It also provides the opportunity for Greater Manchester to set the standards for the next programme and approve funding allocations, this is in addition to its current role in identifying potential sites and challenging decisions of Homes England within the parameters of the framework.
- 5.7 Furthermore, the role of Homes England as an enabler should be made clear through the development of the GM Housing Delivery Plan. The provision of additional funding for identifying potential barriers and working with the GMCA and partner organisations to address them is one way that Homes England can fulfil this role.

### **GM Housing Delivery Plan**

- 5.8 The creation of the GM Housing Delivery Plan should enable a clear strategic direction, with all key stakeholders working towards a single shared vision. It should not merely build upon this review and evidence the scale of the challenge but also highlight the successful schemes across GM.
- 5.9 The Plan should make it clear how the GM system can respond more effectively to housing needs, especially regarding the acute outcomes such as homelessness, significant waiting lists and the lack of specialist housing. It should identify the gap between what is currently being delivered and what is further required to meet the forecasted demand.
- 5.10 The GM Housing Delivery Plan must be ambitious and noticeably clear on the scale of the challenge and must provide new solutions in conjunction with established solutions to enable housing providers to meet the growing demand.
- 5.11 Across all GM and national schemes, engagement with private landlords remains most difficult. One example is their lack of engagement with the GM

Ethical Lettings Agency, which looks to provide private housing stock at an affordable rate, without unaffordable deposits and other barriers to access. The Housing Delivery Plan should look to scale this up directly with developers and liaise with Local Authorities regarding the potential use of homelessness prevention funds etc to support this initiative.

**“In one sentence, the GM Housing Delivery Plan should upscale and improve the affordable housing offer in Greater Manchester to ensure the offer meets the housing need.”**

### **GM Housing Provider Partnership**

- 5.12 There are 25 housing providers across GM who are specifically looking for ways to improve affordable and social housing provision through the GM Housing Provider Group.
- 5.13 In 2022/23 there were almost 2000 completions, in excess of £400m invested in new properties, 1911 new builds commenced and a further 941 homes granted planning consent.
- 5.14 Of those completions, 35% were properties for affordable rent, and 12% were social rentals. 97.5% (1,859 properties) were completed with the support of the grants and 2.5% were completed with the support of Section 106 agreements.
- 5.15 Increasing the partnership to all the registered providers in Greater Manchester would strengthen its voice and ability to deliver against GM targets. Stronger collaborative relationships between Local Authorities, the GMCA and all registered providers would see more homes delivered.

## **Strategic Place Partnership**

5.16 The Strategic Place Partnership was established to enable greater collaboration and is viewed as a pilot for place-based working, focusing on unlocking brownfield land to deliver affordable housing and town centre regeneration across the city region. Its key aims are -

1. Place based engagement and resource alignment around key priorities with key partners, both local and national
2. Collective view of housing delivery opportunities across GM and what is required to unlock them
3. Accelerated New Homes and Affordable Homes Delivery - including homes for affordable and social rent, older persons, and specialist housing - to support GM housing aims and needs targets

5.17 This Partnership brings together GMCA and Homes England to enable potential sites to be taken forward for development, taking a place-based approach to resource alignment around key priorities with key partners, both local and national.

5.18 This should be the place where challenge is put to partners to find ways to deliver, whether that be through grant application or effective resource management on a wider partnership scale. It should be a place that encourages some risk taking and courageous leadership through taking a collective view of housing delivery opportunities across GM and what is required to unlock them.

5.19 Land that is being used for 225 housing units on Royal Road, Castleton in Rochdale was not handed to the Local Authority, instead the Rail Corridor Partnership that includes Transport for Greater Manchester, Northern, Network Rail, and Homes England (whose focus is to unlock sites around the key rail network connection points) were able to bring together a regeneration plan that encouraged land owners to bring sites forward, sites that were never intentionally earmarked for housing, further illustrating the

need for strong and effective working relationships with landowners to enable sites to be de-risked and opportunities to be illustrated.



5.20 The GM Brownfield Fund has unlocked this previously (Housing Investment Fund bid) unsuccessful site to enable 110 affordable properties to be created. This 3-year funding stream has the flexibility to meet the challenge of providing affordable and/or sustainable homes whilst creating the assurances that encourage a little speculation in order to work up a deliverable proposition.

5.21 There is potential to do more. Conversations are needed across GM amongst housing providers, developers, and public sector partners to identify housing growth capacity and what needs to be addressed to address the short, medium and long term needs. Pooling resources across GM could provide better access to expertise, shared practice, and the ability to prioritise sites more strategically. These conversations should be honest and realistic about what can be delivered within the available resources and where further opportunities should be pursued.

## **GM Healthy Homes**

- 5.22 Through a strong partnership between the GMCA, Homes England and Registered Providers, the supply of new supported housing is being developed. Barriers to their delivery can sometimes be caused by funding cycles, the requirement for complex agreements and the elements of bespoke design needed for these homes.
- 5.23 However, the Healthy Homes programme aims to address these by working closely as a group of stakeholders to increase communication, standardise management agreements and fast track decision making to maintain the required level of momentum for each scheme. The programme is also looking to normalise independent living within larger housing schemes. A pipeline of projects are being developed in order to meet the growing need of GM's population.
- 5.24 Schemes such as Greenhaus, Chapel Street, Salford Central are a strong example of where a long-term partnership between public and private sector organisations can enable the delivery of affordable homes. However, this comes through long standing relationships with shared ambition and an overall focus on the regeneration of an area. Working in partnership allows value to be captured from other areas within the boundaries of the project that can be re-invested into other schemes.



- 5.25 It is important to recognise that Greenhaus is just one scheme within a significant regeneration project for this area, however it is able to deliver 96 homes, 72 which are rent to buy, 11 social rent and 13 affordable rent. This housing development goes further in providing net zero Passivhaus properties which are net zero in operation due to a building approach focussed on reducing operational energy and improving occupants' health and wellbeing.
- 5.26 Initial building costs for Passivhaus properties are circa 15-20% more expensive to build, however the overall cost of energy, upgrading systems and removing the need to retrofit could see them being equal in costs to a standard build over their lifetime. As more contractors move into this market and supply chains improve, this cost difference will also reduce. However, as it stands, there is a further significant cost when building net zero properties for affordable rents as it takes longer to recover the initial investment. In recognition of this, Homes England have provided additional grants to address the clear viability gaps and other market intelligence is being gathered by the financial sector to assess the ability to lend against these types of property.
- 5.27 Quantifying the wider benefits such as health, wealth and wellbeing could enable the consideration of such schemes to be more prevalent as there are clearly additional savings to the public sector through their design concept.



This would also be useful when informing the public of the benefits to choosing such properties, as a circa 50% saving on energy bills would be attractive to all potential occupants. It would be helpful for GM to do further cost benefit analysis to enable the lifecycle costs of both net zero and conventional houses to be compared.

## **Places for Everyone**

5.28 Places for Everyone (PfE) is a long-term strategic plan of nine GM districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, and Wigan) for jobs, new homes, and sustainable growth to support delivery of the Greater Manchester Strategy.

5.29 Its other ambitions are –

- To set a trajectory toward becoming a net zero city region by 2038
- To provide a framework to manage growth in a sustainable and inclusive way, avoid un-planned development and development by appeal
- Maximise the use of sustainable urban/brownfield land and limit the need for the Green Belt to accommodate the development needs of the nine GM local authorities
- To align the delivery of development with infrastructure proposals
- To meet the requirement for local authorities to have a local plan in place by December 2023

5.30 The PfE framework should ensure that all new builds provide social and affordable rent as part of their wider offer, alongside supported accommodation as standard.

## **Income maximisation**

5.31 In GM there is an estimated £70m unclaimed pension credit. Addressing this, alongside the wider issue of income maximisation, would ensure that

residents have access to the finances that they are entitled to to support their housing and living costs. The recent GM pension top up campaign saw £3M+ attendance allowance and housing benefit being accurately awarded in phase one.

- 5.32 A holistic approach to targeting people who are eligible for benefits would see significant dividends. This should be the role of all frontline services, whether through the banking sector or citizen advice – signposting should be normal practice.
- 5.33 It should also be a standard check for any resident who is struggling to pay their rent that the Local Authority or Housing Provider undertakes a benefits check. However, with variation across GM, in some areas there are not enough people to provide the advice needed, therefore national investment is required.
- 5.34 Discretionary housing payments have been cut in recent years, boosting this provision would also significantly help people stay in their homes and reduce the risk of homelessness.

### **Voluntary sector engagement**

- 5.35 The voluntary sector should be given the required number of seats at the most appropriate partnerships, recognising that they are often having to fill in the gaps where funding shortfalls prevent housing providers and Local Authorities from widening their services.
- 5.36 They can also play a key role in representing residents' voice on the development of new schemes and services due to their levels of engagement with communities.
- 5.37 The preventative approach to a growing demand in supported living can be addressed through relationship building, and developing an understanding of what types of support a person requires. At present this role is

predominantly undertaken by housing providers through their tenant ready assessments and other engagement, however this is perhaps another area where the voluntary sector could provide further resources, if they themselves are provided with the required resources.

## 5. Recommendations

1. **Bold, national action for the creation of more affordable homes with greater flexibility as a region to ensure that the housing market can line up with affordability of residents in GM. Recognising that the formula for affordable living is multi-faceted and should include rent, energy, and essential food costs.**
  - GMCA to influence the development of the next Affordable Homes Programme through strengthened partnership arrangements within the latest devolution deal to ensure it is flexible enough to meet the needs of our residents.
  - Homes England to use their role as an enabler to provide additional funding to complex but viable schemes.
  - GMCA to continue to support Local Authorities to seek out potential schemes through innovative approaches and bold actions.
  
2. **Move towards supporting people out of debt at every point of contact, ensuring a minimum standard of welfare advisors to support residents to access unclaimed welfare support and begin their tenancies with no deficit.**
  - Government to recognise the impact of debt on access to housing and successful tenancies and ensure that there is a minimum level of welfare support provided to all residents and the appropriate training to ensure this resource is sustainable.
  - Local Authorities and Housing Providers to ensure tenants have full access to welfare and other hardship funds through every interaction.
  
3. **A GM Housing Strategy that is ambitious enough to deliver what is needed to meet the housing needs of residents in Greater Manchester, including the ambition for all new homes to be zero carbon, enabled by long term partnerships that have the ability to deliver more collaboratively.**

- All Housing Providers to engage with the Housing Provider Partnership and Strategic Place Partnership so that they can challenge one another to unlock more potential sites through a strong partnership approach.
  - GMCA to co-design the next GM Housing Strategy with other key stakeholders that builds on what is already being done, but also confidently pushes the boundaries as to what can potentially be done, setting the standard as zero carbon.
- 4. Clear narrative about what we are trying to achieve collectively, whilst recognising the individual needs of each GM Local Authority, potentially through a GM shared housing allocations framework that sets a standard but allows for local interpretation that supports Local Authorities to manage their available housing stock.**
- GM Local Authorities alongside the GM Housing Providers Group to consider the development of a shared housing allocations framework, recognising the need for local interpretation but valuing the shared standard.
- 5. Flexibility of funding and more ability to joint commission across partner agencies to ensure that supported housing is adaptable and built for future needs.**
- Homes England and commissioners in localities to ensure that funding streams are flexible enough to allow for joint commissioning, especially of supported and specialist housing.
  - Local Authority Planning Teams to consider how new developments can most effectively be built for future population changes.
- 6. Levers of Places for Everyone should ensure that social and affordable rented homes are included in every new development.**
- Local Authorities to follow the Places for Everyone lead and ensure that their Local Plans specify the percentage of social and affordable rented homes

required within each new development.

**7. Effective promotion of the support available to local residents to assist with energy bills, insulation, food provision etc in recognition of the need to see housing as just one element of affordable living.**

- GMCA to ensure that advice on cost-of-living support (e.g. food and fuel bill support) provided through registered providers is also available via private landlords.
- Local Authorities to ensure that this advice is provided to residents at all points of contact i.e. benefit support, council tax enquiries etc.

**8. Creation of a national housing minimum standard for all private rental properties in order to remove any detrimental health outcomes of poor living conditions, driven by the recognised benefits of being an accredited member of the Good Landlord Charter.**

- GMCA to ensure that being an accredited member of the Good Landlord Charter is universally recognised, with its unique benefits clearly identified.
- Government to use the learning from Greater Manchester's Good Landlord Charter as a starting point for ensuring a minimum standard for private rented properties.

**9. An increase in revenue funding in line with the increasing support needs of residents to reduce demand on the wider care system, but allocated to organisations who are meeting people where they are.**

- Government to recognise the growth in additional support required by tenants that is often best met through the voluntary sector or housing providers, and that this needs to be effectively resourced to minimise the cost to acute services.

**10. An annual GM Strategic Place Partnership event with key planning**

**influencers (elected members and officers) to begin to break down any planning barriers to viable schemes and to hold further conversations regarding capacity and required expertise.**

- As a first step, GMCA to organise an event to discuss the findings of this review and actions which can be taken to remove barriers for the delivery of viable schemes.

## **6. Access to Information**

Contact officer -

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## Planning and Housing Commission

Date: 9 October 2024

Subject: A Housing First Greater Manchester

Report of: City Mayor Paul Dennett, Portfolio Leader for Housing First and Steve Rumbelow, Portfolio Lead Chief Executive for Housing First

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### Purpose of Report

To present the report that was taken to the GMCA on the 27th of September 2024.

### Recommendations

Members are requested to:

1. Note and comment on the content of the attached report to the GMCA on the 27<sup>th</sup> September 2024.

### Contact Officers

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## Greater Manchester Combined Authority

Date: 27 September 2024

Subject: A Housing First Greater Manchester

Report of: City Mayor Paul Dennett, Portfolio Lead for Housing First and Steve Rumbelow, Portfolio Lead Chief Executive for Housing First

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### Purpose of Report

This report confirms the launch of the Housing First Unit, sets out the Housing First vision for Greater Manchester, the challenges of the current housing crisis, the headline measures the unit will help drive to build a new system and the potential for GM Housing Investment Loan Fund surpluses to support delivery of the Housing First vision.

### Recommendations:

The GMCA is requested to:

1. Welcome the launch of the Housing First Unit, approve the proposed Housing First vision for Greater Manchester, and support a programme of engagement with the government, private sector and broader stakeholders to gain support and contribution to the necessary radical actions.
2. Commit to an ambition to drive forward growth and increase housing supply by delivering 75,000 new homes in the current Parliament, including 10,000 Truly Affordable Net Zero (TANZ) homes, subject to necessary support from Government.
3. Note the potential for GM Housing Investment Loan Fund surpluses to significantly assist in work to deliver the Housing First vision.

### Contact Officers

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# Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers																																							
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Housing growth is known as a driver of economic growth more widely, connected to our Growth Locations, including highly skilled and good quality jobs across those sectors. Investment in new building technologies will be required, including Modern Methods of Construction (MMC), this may attract inward investment into GM to develop these innovative industries Investment in skills will be required, particularly in the construction sector and retrofit sector, including retraining for those already in the industry and new technical education pathways	Mobility and Connectivity	A	Particularly during the construction of new housing congestion may increase New developments will include transport links that may have an impact on transport connectivity New developments will include transport links that may have an impact on public transport and active travel access New developments will have an impact on roads and parking	Carbon, Nature and Environment	R	Not able to say for certain at this stage but construction may have a negative impact on air quality in the short term More housing could lead to a greater level of light pollution More housing could lead to a greater level of noise pollution Not able to say for certain at this stage but construction may have a negative impact on the visual amenity of the environment in the short term Development will align with PFE policies around biodiversity net gain Plans to build net zero new homes and to retrofit existing homes will contribute to a reduction in carbon emissions from housing, which is a major source of carbon emissions currently in GM	Consumption and Production	G	Proposals around delivering new homes through MMC, as well as plans to look at the embodied carbon impact of new build homes and retrofit, will look to use resources efficiently and increase circularity in the construction industry Proposals around delivering new homes through MMC, as well as plans to look at the embodied carbon impact of new build homes and retrofit, will support the minimisation of construction waste	Contribution to achieving the GM Carbon Neutral 2038 target			<p><b>Further Assessment(s):</b> Equalities Impact Assessment and Carbon Assessment</p> <table border="1"> <tr> <td><b>G</b> Positive impacts overall, whether long or short term.</td> <td><b>A</b> Mix of positive and negative impacts. Trade-offs to consider.</td> <td><b>R</b> Mostly negative, with at least one positive aspect. Trade-offs to consider.</td> <td><b>RR</b> Negative impacts overall.</td> </tr> </table>			<b>G</b> Positive impacts overall, whether long or short term.	<b>A</b> Mix of positive and negative impacts. Trade-offs to consider.	<b>R</b> Mostly negative, with at least one positive aspect. Trade-offs to consider.	<b>RR</b> Negative impacts overall.
Impact Indicator	Result	Justification/Mitigation																																					
Equality and Inclusion	G	Evidence gathered for projects such as the Good Landlord Charter highlights that the Housing Crisis negatively impacts people with protected characteristics, included but not limited to disabled people, people experiencing racial inequalities and older people. The aims of the Housing First Unit to solve the housing crisis will therefore benefit these groups. Those that are economically disadvantaged are most in need of affordable housing provision, which the Housing First Unit will accelerate. New developments with integrated public transport will support access to public transport systems. Integration of support services via Live Well will increase links between community and public services and housing solutions. Communities will need to be part of the Housing First vision and aims, with some coproduced solutions to the housing crisis.																																					
Health	G	It is well known that housing is a key determinant of both physical and mental health. By improving the quality, suitability and affordability of housing, the Housing First Unit will lead to health improvements, a reduction in health inequalities It is well known that housing is a key determinant of both physical and mental health. By improving the quality, suitability and affordability of housing, the Housing First Unit will lead to health improvements, a reduction in health inequalities New developments will include transport links that may have an impact on access to healthcare services																																					
Resilience and Adaptation	G	The Covid-19 pandemic and lockdown demonstrated the importance of people's homes in the event of major disruption. By improving the quality of housing it is possible that the capacity to withstand or recover from disruption will be increased. New developments will meet Places for Everyone policies including those related to flood risk and climate change. Through the Support pillar we will be working to improve services and support for vulnerable people in communities New developments will meet PFE policies including those around blue and green infrastructure																																					
Housing	G	The provision of more good quality, affordable housing of all kinds will have a long term, positive impact on homelessness The provision of more good quality, affordable housing of all kinds will have a long term, positive impact on the accessibility and affordability of housing The vision for the HFU includes the ambition to deliver 75,000 homes over the course of the next Parliament, including 10,000 Truly Affordable Net Zero (TANZ) homes, 1k in each LA Several projects under the Standards pillar support improvements to existing homes, including the Good Landlord Scheme and Charter, Healthy Homes Services, retrofit programmes																																					
Economy	G	To deliver our HF vision investment in skills and jobs will be required, particularly in the construction sector and retrofit sector. Housing growth is known as a driver of economic growth more widely, connected to our Growth Locations, including highly skilled and good quality jobs across those sectors. Investment in new building technologies will be required, including Modern Methods of Construction (MMC), this may attract inward investment into GM to develop these innovative industries Investment in skills will be required, particularly in the construction sector and retrofit sector, including retraining for those already in the industry and new technical education pathways																																					
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## Carbon Assessment

Overall Score  

Buildings	Result	Justification/Mitigation
New Build residential		The proposal is at an early stage and sets out an ambition which if delivered, will involve high levels of new housing delivery and improvements to a large number of existing homes. Although this means that specifics are not currently available, Plans to build net zero new homes and to retrofit existing homes will contribute to a reduction in carbon emissions from housing, which is a major source of carbon emissions currently in GM.
Residential building(s) renovation/maintenance	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, will involve improvements to a large number of existing homes. As such the specifics are not available
New build non-residential (including public) buildings	N/A	
<b>Transport</b>		
Active travel and public transport	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, will involve high levels of new housing delivery with different transport connectivity levels. As such the specifics are not available
Roads, Parking and Vehicle Access	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, will involve high levels of new housing delivery with different vehicle access issues. As such the specifics are not available
Access to amenities	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, will involve high levels of new housing delivery with different amenities. As such the specifics are not available
Vehicle procurement	N/A	
<b>Land Use</b>		
Land use	#DIV/0!	The proposal is at an early stage and sets out an ambition which if delivered, may involve different habitats. As such the specifics are not available

No associated carbon impacts expected.		High standard in terms of practice and awareness on carbon.		Mostly best practice with a good level of awareness on carbon.		Partially meets best practice/ awareness, significant room to improve.		Not best practice and/ or insufficient awareness of carbon impacts.
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## **Risk Management**

N/A

## **Legal Considerations**

N/A

## **Financial Consequences – Revenue**

N/A

## **Financial Consequences – Capital**

N/A

**Number of attachments to the report: 0**

## **Background Papers**

### **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

No

### **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

### **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **1. Introduction/Background**

- 1.1 This report marks the launch of the GM Housing First Unit, which will take a new approach to solving the housing crisis in Greater Manchester; we are calling for all partners including both the public and the private sector to collaborate with us to achieve the housing and economic growth the city region needs.
- 1.2 In order to achieve the bold Housing First ambitions set out in the Mayor's manifesto – and in support of the new Government's national ambitions – it is clear that we cannot continue with business as usual in the housing system. The housing crisis is complex, multi-faceted and falls across the remits of multiple public sector organisations at local and national level, so it follows that progress will only be made with a radical, structured and coordinated approach, with multiple connected interventions rather than a small number of 'silver bullets'.
- 1.3 Success in tackling the housing crisis is important in itself, but would also enable us to maximise our contribution to economic growth, relieving cost pressures on our local authorities through more targeted, strategic upstream interventions.

## **2. The Housing First Vision**

- 2.1 It is proposed that the vision for Greater Manchester as a Housing First city region is expressed as follows:

The security of a good home is a fundamental foundation for us all to achieve our ambitions in life – our safe space for growing up, getting on and growing old.

The housing crisis means that too many of us don't have that solid base, and our bold aspirations for the future won't happen unless we fix that. So in Greater Manchester, we are putting Housing First.

Our ambition is for everyone in Greater Manchester to live in a home they can afford that is safe, secure, healthy and environmentally sustainable - a healthy home for all by 2038.

### **3. The housing system in Greater Manchester: what needs to change**

- 3.1 In Greater Manchester there are not enough new homes being built for those that need them, and delivery is not currently at the pace required to meet our ambitions, or those of the government, which has recognised the need to accelerate the delivery system. Land values are often relatively low, and it is difficult to capture the value that new housing brings to the area. There are some parcels of land that are owned by the local authorities and other public bodies, but it's not easy to assemble these into coherent strategic sites.
- 3.2 The building of new affordable homes is hampered by the capacity of the small number of players in the market, and restrictions on funding; those affordable homes which are built are not necessarily within the reach of our residents, who are often not able to afford to rent and run them with a need to increase delivery of socially rented homes. In general, there is a lack of skills across the housing delivery system, making all of these processes more difficult.
- 3.3 Across the city region there are a large number of poor-quality homes, especially Private Rented Sector (PRS) and owner-occupied homes. Where landlords are allowing their properties to get into a state of disrepair, there is a lack of enforcement capacity and capability locally to ensure that these homes are brought back up to safe, warm and decent standards. Furthermore, in the wake of the Grenfell Tower Inquiry Phase 2 Report, it is clear that ending the building safety crisis as quickly as possible is a key challenge for the city region.
- 3.4 Homes are often cold, damp and difficult to heat due to poor energy efficiency, there is a lack of coherent, consistent funding support for retrofit in the private sector, and a piecemeal approach in social housing, which makes decarbonising the housing stock and ensuring homes are safe and warm in this area difficult.
- 3.5 In the long-term, we need to tackle poor quality housing as a health inequality through cross-sector regeneration approaches, which are not currently in place. There are too many people in Greater Manchester whose housing issues and lack of access to the right support are a barrier to the resolution of other issues they face. Nationally, health priorities and investment are reactive rather than focused on long-term primary prevention and wider determinants of health and supporting people to live healthy lives.
- 3.6 Furthermore, the welfare and asylum systems are barriers to people being able to afford and sustain long-term, settled housing. Many people need to access supported



accommodation, and there are barriers to developing this across all cohorts of people who need it, including a lack of long-term commissioning certainty and funding shortfalls.

- 3.7 For those who need acute housing support, such as those who have been homeless or are experiencing multiple disadvantage, there is piecemeal and fragmented funding for the support they need. The cost of this approach is clearly outlined in the paper on Temporary Accommodation in Greater Manchester, also on the agenda for today's meeting, and it indicates there will be the opportunity to make public sector cost saving through driving delivery of appropriate accommodation solutions.

#### **4. GM Housing Investment Loan Fund (GMHILF)**

- 4.1 GMHILF was established in 2015 as a £300m loan from MHCLG (previously DLUHC) to deliver a target of 10,000 new homes in Greater Manchester. Since its launch, the Fund has considered detailed proposals for lending to 131 schemes, with 103 of these having progressed to a funding approval. Funding approvals totalling £1.2bn have been made by the GMCA since the Fund's inception, of which £885m has been contracted to date.
- 4.2 The primary objective of the GMHILF is the creation of new homes in the Greater Manchester area and it should exceed its target of delivering 10,000 homes in the Greater Manchester area by the time that the fund closes in 2028, with the current total of new homes being 11,073. Other objectives include supporting SME developers and generating income for the GMCA to support wider housing priorities.
- 4.3 The terms of the GMHILF require it to be operated on a commercial basis, and this approach results in the generation of a surplus to GMCA through fees and interest being paid on the loans made.
- 4.4 Income that is generated and retained through the investment funds has been used to fund the investment and delivery teams, with the balance ringfenced to support wider housing priorities which to date have included supporting the establishment of the Good Landlord Charter, adding capacity to local authority housing enforcement teams including through a dedicated apprenticeship programme, and work on our Growth Locations.
- 4.5 The operation of the Fund over the last 9 years has allowed surpluses to be built up which will be available to further develop both the Housing First Unit and the roadmap to the new housing system needed to achieve our ambitions for the city region.

4.6 The GMHILF is currently set to close for new investment in March 2025, after which GMCA will be unable to use it to award loans. There will be a three-year runoff period when loans will continue to be repaid which will end in 2028. However, we are seeking the new Government's agreement to an extension of the GMHILF, and to additional flexibilities in the ways it can be used.

## 5. Building the new system

5.1 Alongside a national long-term housing strategy announced in August 2024, GMCA is developing a roadmap that points to how we can rebuild, rewire and restore the housing system in Greater Manchester, and blaze the trail for others to follow. It focuses on three key pillars:

- **Supply:** Working at GM level to offer direct and indirect support to drive the delivery of housing supply to ease the housing crisis and contribute to economic growth, including particularly developments which bring forward or enable the construction of TANZ homes and new specialist and supported housing.
- **Standards:** Working at GM level to support the development and delivery of interventions to ensure existing homes are safe, secure, healthy and affordable across all tenures.
- **Support:** GM level activity that transforms how residents are supported to live healthy, independent lives at home, that integrates services and improves ways of working, delivering better outcomes and reducing costs within wider public services. This is integral to and will be closely aligned with the Live Well model.

5.2 The crisis can only be addressed through a system response driven by partners collaborating across these three pillars. Both national and local system changes will be required to drive the integration and innovation required to solve the housing crisis.

### Supply

5.3 With capability to access land and capture its value, increasing the capacity of the many organisations that make up the delivery system, backed up by the right mix of investment and policy change, we can substantially accelerate the delivery of new homes, including affordable homes.

- 5.4 While the private sector is critical to delivering our ambitions, to achieve the acceleration in pace of delivery there is a clear need for the public sector to drive development and delivery through comprehensive, place based development. This will require the acquisition of land alongside the utilisation of public sector assets as part of our Growth Location programme. We will work with public bodies through our Land Commission to release more land for housing and economic development. Combined with an approach to capture of value from delivery of housing we can deliver much more strategically.
- 5.5 Flexibilities through our Integrated Settlement aligned with a new commissioning model and relationship with Homes England combined with certainty and control of a more flexible new Affordable Homes Programme, and an extension and greater flexibilities for the GM Housing Investment Fund will enable the us to unlock the new market and affordable homes needed to drive growth, as well as deliver our net zero carbon priorities.
- 5.6 Action to strengthen capacity and capability in the whole development system, including Councils and the CA, developers, social housing providers and the construction supply chain will support our local efforts to invest in local capacity and skills, giving confidence in pipeline through our Growth Locations work and to support TANZ delivery.
- 5.7 Policy changes at a national level will support confidence in the development system, with protections from Right to Buy for new build social housing, long term clarity on social housing rents, and a review of the effectiveness of Local Housing Allowance as a system.
- 5.8 The Mayor has set a challenge to deliver 75,000 new homes in the new Parliament, including the delivery of 10,000 Truly Affordable Net Zero (TANZ) homes. The 75,000 new homes over a five year period would represent accelerated delivery above our adopted Places for Everyone targets. GMCA officers are working on a proposal for submission to Government for the delivery of 10,000 TANZ homes, setting out the support which would be required from Government – in financial and other terms – to unlock that scale and pace of accelerated delivery of net zero homes for the GM residents who need them most.

## **Standards**

- 5.9 Strengthened enforcement powers locally to tackle poor quality private rented (PRS) homes, alongside building in certainty and capability in the delivery of home improvements and the provision of aids and adaptations in the home would form a

strong basis for cross-tenure, long-term retrofit and regeneration approaches, putting health at the heart of our communities.

- 5.10 Alongside the improved Decent Homes Standard extended to PRS, the Renters' Rights Bill presents an opportunity to further strengthen the regulatory framework in the PRS, including maximising the potential of the national landlord register to drive self-regulation and improvement, and to enhance the ease of use and pace and impact of enforcement options open to authorities. With the introduction of the right to request a GM Property Check and pilots to work differently on issues such as illegal evictions, we have a chance to work across the public sector to rapidly improve PRS standards.
- 5.11 Devolution of the announced Warm Homes Plan to GM as a specific targeted preventative health intervention aligned with a social housing grant settlement would support efforts to take a cross-tenure, long-term approach to retrofitting existing stock. This sits with our work with partners including the NHS, GM authorities and GM Housing Providers on innovative funding and procurement for delivery of warm and healthy homes adaptations services. These could be accelerated via commitment to continued uplift and sustainability of Disabled Facilities Grant (DFG) funding, and flexibilities around deployment of DFG as part of flexible packages of improvement and support.
- 5.12 Aligning the Greater Manchester High Rise and Building Safety Strategic Oversight Group with the Housing First Unit will enable continued work to support residents living in buildings affected by fire safety issues, and partners across the City Region committed to ensuring their homes are made safe and fit for the future as soon as possible. New burdens funding for local authorities to implement the Building Safety Act will be key to achieving this.

## **Support**

- 5.13 Changes to the way we are able to commission services so it is led by people's needs rather than determined by length of funding rounds would transform our ability to provide people with the support and security they need on a long-term basis and would de-risk new supported housing delivery by providing confidence to the market.
- 5.14 NHS GM ambitions to reduce health inequalities and truly invest in prevention can only be achieved through more flexibility in how budgets can be deployed. Joint investment in the wider determinants of health, including housing solutions, in pursuit

of jointly agreed objectives, would drive transformation and avoid costs in the wider NHS.

- 5.15 The most effective way to support people is through integrated services that are able to take a holistic approach to people's needs. Expanding the scope of the Integrated Settlement to bring together relevant funding streams in a single place will allow for a comprehensive response to multiple and complex needs, whilst also driving improved integrated working in the wider system.
- 5.16 Greater Manchester is committed to the philosophy of 'Live Well', a community-led approach to health and wellbeing focused on prevention. Integrating the housing system into this model of support will make the most of the sectors unique role in neighbourhoods and the range of activity it undertakes to support people to live healthy lives. The Housing First approach and the Live Well programme, while being two distinct programmes of activity, are intrinsically linked and need to be addressed together to address the broader system issues being faced by residents across GM.

## **6. Next steps: Housing First roadmap and a Housing First Unit**

- 6.1 Our ability to deliver real change rests on the buy in we can achieve from leadership and multiple teams across the GM districts, housing providers and the broader public sector where the duties, powers, assets, budgets and expertise to intervene sit, and from the investment and energy of our private sector partners in the development, construction and related sectors.
- 6.2 Critical to the success of Housing First unit is the co-production with partners of a 'Housing First roadmap' setting out the route to building a more effective housing system. While existing arrangements are in place with public sector partners, there is not a similar structure to engage with the private sector. The GMCA is seeking to engage the private sector in how they can contribute to delivering the GM and national Housing First ambitions and the approaches that would accelerate the delivery of housing.
- 6.3 A key part of this work is to bring together expertise from across the system and partner organisations into a Housing First Unit, to drive this system change. The core of the Unit has been created and is now operational within the GMCA, and we are currently exploring the additional activities that could be delivered by a GM Housing First Unit. The aim is to identify those topics, projects or programmes which are required to deliver our ambitions where bringing people together at a GM level is the best route forward. Specifically this will align existing activity around Growth

Locations and the Land Commission with the Housing First agenda. There is a rich history of collaborative working to build upon in the housing sector in GM, but we are aiming to bring a greater degree of strategic ambition, alignment and innovation alongside a real focus on practical work that will make a direct difference to GM residents' lives in the short, medium and long term. The GMCA is proud to launch the Housing First Unit and welcomes direct engagement from public and private sector organisations wishing to engage with and support the GMCA in delivering the Housing First vision.

- 6.4 One element of this agenda will be to find alternative resources to deploy in support of the Housing First ambitions, over and above those that sit behind the 'business as usual' models. As noted above, the GM Housing Investment Loan Fund surpluses have already helped in bringing additional capacity to support GM local authorities, and that approach can be extended with commitment to continue to use surpluses to support the Housing First activity. We will also explore the potential to lever in other sources of investment such as the GM Pension Fund in support of Housing First objectives.

# GM Housing First

October 2024

# Housing First in Greater Manchester

The security of a good home is a fundamental foundation for us all to achieve our ambitions in life – our safe space for growing up, getting on and growing old.

The housing crisis means that too many of us don't have that solid base, and our bold aspirations for the future won't happen unless we fix that. So in Greater Manchester, we are putting Housing First.

**Our ambition is for everyone in Greater Manchester to live in a home they can afford that is safe, secure, healthy and environmentally sustainable - a healthy home for all by 2038.**



# Introduction

- In order to achieve our bold Housing First ambition and growth aspirations for Greater Manchester we cannot continue with business as usual in the housing system
- The housing crisis is complex, multi-faceted and falls across the remits of multiple public sector organisations at local and national level, so it follows that progress will only be made with a radical, structured and coordinated approach, with multiple connected interventions rather than a small number of ‘silver bullets’
- In the following slides we have captured the problems we are facing through the housing crisis, and the package of interventions which will help us to solve them, under the three pillars of Supply, Standards and Support.
- We will be developing the Unit further and producing a series of “roadmaps” with key milestones and deliverables under each of the pillars

# System changes to accelerate delivery:

## *Problems*

### Supply

- Delivery system currently not in place to deliver growth ambitions
- Difficulty of releasing public sector land for housing and assembling large strategic sites
- Low land values/ difficulty capturing wider value of development
- Affordable Homes delivery system limited by capacity, funding, lack of players in the market
- Skills and capacity shortage in the delivery system
- Even affordable housing isn't always affordable for our residents, with homes that they can't afford to rent and/or can't afford to run

### Standards

- Large amount of poor quality primarily Private Rented Sector and owner-occupied homes
- Lack of enforcement capacity/capability for PRS landlords that don't engage
- Lack of coherent, consistent funding for retrofit in the private sector, and piecemeal approach in social housing
- Lack of long-term regeneration approach to tackling housing as a health inequality

### Support

- Sections of the population of Greater Manchester whose housing issues and lack of access to the right support are a barrier to resolution of other issues they face
- Barriers to developing supported housing across all cohorts of people who need it, including lack of long-term commissioning certainty and funding shortfalls
- Health priorities and investment are reactive rather than focused on long-term primary prevention and wider determinants of health
- Piecemeal and fragmented funding streams for multiple disadvantage/ homelessness
- Welfare and asylum systems that are barriers to long-term, settled housing

# Supply: building a flexible system to drive growth

We need the whole spectrum of tenure, delivery route, type and size of scheme to achieve 75,000 homes

Small sites

Supported housing

TANZ delivery

Town centres

Growth locations

PfE allocations

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## Investment

- Integrated Settlement
- Housing Investment Fund extended & flexibilities
- NHS capital reformed
- New model for Homes England AHP & investments
- Long term social rent settlement
- Right to Buy protection to enable LA investment

## Land

- Appraisal models for public sector that fully recognise growth outcomes
- Land Commission driving at pace
- Acquisition and site assembly powers and levers fit for purpose
- Effective land value uplift capture mechanisms

## Capacity to deliver

- Homes England commissioned to deliver what we need
- Investment in key functions at LA and GM level – e.g. DM, building control, building safety, viability assessment
- Skills across the development and construction sector, technical and professional
- GM/Mayoral vehicles or models where they add value

# Standards: a comprehensive toolkit to improve existing homes

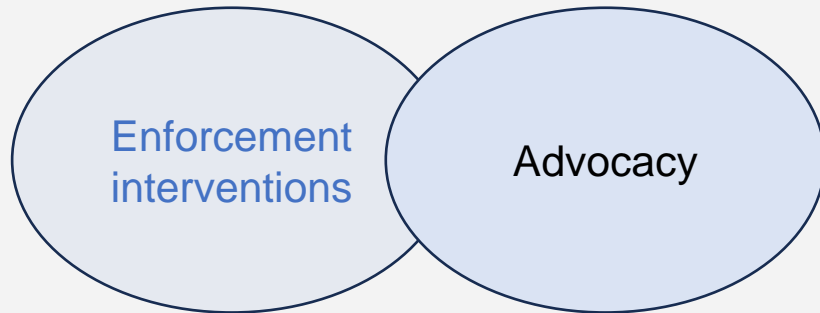
*Supporting the development and delivery of interventions and investment to ensure existing homes are safe, secure, warm and dry, across all tenures*

Work area

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Activity

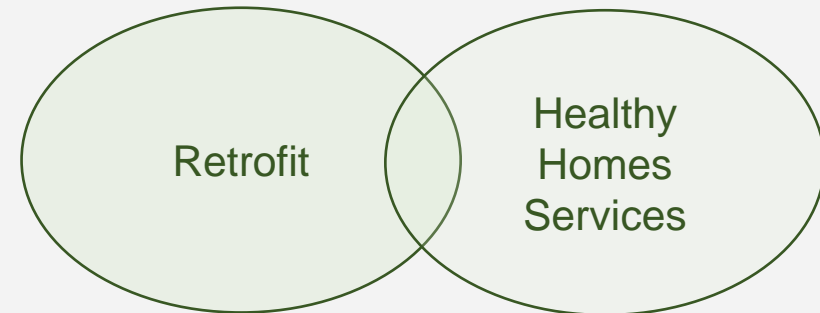
Impact



Enhancing LA capacity and capability  
GM Property Check  
Pilots e.g. illegal evictions

Improved Decent Homes Standard in PRS  
Renters' Rights Bill  
Good Landlord Charter

Enhanced ease of use, pace and impact of enforcement options open to authorities working across the public sector to rapidly improve PRS standards.



Devolution of Warm Homes Plan  
Social housing grant settlement  
Innovative funding and procurement, including for 'able to pay' households

Continued uplift and sustainability of Disabled Facilities Grant  
Flexibilities around deployment of DFG  
Innovative funding and procurement

Investment in targeted preventative health interventions aligned with efforts across the public sector to take a cross-tenure, long-term approach to retrofitting existing stock.

# Support: a system that enables healthy independent living

*Housing at the centre of transforming how residents are supported to live healthy, independent lives at home, delivering better outcomes and reducing costs within wider public services*

## Activity

## Rationale

## Impact

Page 91

Commissioning



Led by people's needs and long-term



Transforming our ability to provide people with the support and security they need and de-risking new supported housing delivery

Joint investment



In housing solutions for wider determinants of health, flexible and in pursuit of jointly agreed objectives



Reducing health inequalities and truly investing in prevention, driving transformation and avoiding costs in the wider NHS

Integrated public services



Taking a holistic approach to people's needs, bringing together relevant funding streams



A comprehensive response to multiple and complex needs, driving improved integrated working in the wider system.

Live Well



Community-led approach to health and wellbeing focused on prevention integrated into the housing system



Capitalising on housing's unique role in neighbourhoods to support people to live healthy lives.

# Building on what works

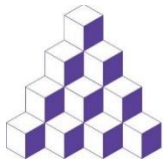
- The housing crisis is putting huge strain on local authority, health and social care budgets – lots of unproductive spend that is driven by the lack of the right homes and the right support. **We have real examples of how new approaches can get results:**
  - The Rough Sleeping Accommodation Programme has delivered 419 homes across GM for people experiencing rough sleeping, freeing up capacity in A Bed Every Night and Supported Housing pathways and providing good quality homes which promote recovery from homelessness
  - Social Housing Quality Fund investment of £15m in six months protecting 16,000 social rented homes from damp and mould
  - Housing based solutions to give people with complex Learning Disabilities and Autism a home for life that meets their needs and end long term hospital stays, with each scheme saving an average of almost £0.5 million per year from social care and NHS budgets
  - Supported housing for 16 – 18 year olds in Manchester is replacing private sector care costs of up to £4,000 per week per person – an overall estimated reduction in cost of £5.46m

# A roadmap to a housing first city region- next steps

- We are producing a detailed workplan to guide activity already underway under the three pillars
- We are engaging with the wider system (Local Authorities, NHS, GM Housing Providers, VCSFE sector, Equalities Panels, private sector partners) on the development of the Unit and the Roadmap
- Conversations with government including as part of the Spending Review process

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**AGMA**  
ASSOCIATION OF  
GREATER MANCHESTER  
AUTHORITIES

## GREATER MANCHESTER PLANNING AND HOUSING COMMISSION

Date: 9 October 2024

Subject: Local Levy 2025/26

Report of: Jill Holden, Greater Manchester Flood and Water Management Programme  
Manager

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### Purpose of the report

The North West Regional Flood and Coastal Committee raise a Local Levy to support local priorities for addressing flood risk. This report provides a briefing to the Planning and Housing Committee (PHC) to consider the Local Levy percentage increase scenarios being proposed as set out in section 2.0 and agree GM's position. The GM NW RFCC members representing the GM partnership will be asked to vote on the percentage increase at the full Committee on 18<sup>th</sup> October.

### Recommendations

PHC members are asked to consider the proposal as set out in section 2.0 and agree GM's position on an increase above the baseline from 1% - 4%. GM NW RFCC members representing the GM partnership will be asked to vote on the percentage increase at the full Committee on 18<sup>th</sup> October.

### Contact Officers

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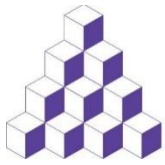
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## **1.0 BACKGROUND**

- 1.1. The North West Regional Flood and Coastal Committee (NW RFCC) is 1 of 12 RFCC's across England. Greater Manchester (GM) is represented at the NW RFCC by 3 members and is one of 5 partnerships.
- 1.2. RFCC's raise a Local Levy to support local priorities for addressing flood risk and coastal erosion. This is in addition to receiving funding from central Government (FCRM Grant-in-Aid). The Local Levy provides an invaluable resource to enable the RFCC to set its own local agenda, to address priorities to best effect whilst maximising funds available from all sources to manage flood risk. The Local Levy also provides a resource to help fund local flood risk priorities including schemes which better protect people and property.
- 1.3 In recent years the RFCC has provided large contributions to major schemes, without which they may not have happened including Radcliffe and Redvales and Rochdale and Littleborough.
- 1.4 Equally important are the smaller contributions for locally important schemes, the partnership 'Quick Win' funds (£100k per partnership), and studies to support development of more robust scheme proposals and associated funding bids. Unlike many other public finances, Local Levy balances can be carried forward across financial years and earmarked for use in future years, providing great flexibility to respond to evolving needs.
- 1.5 In excess of £10m Local Levy money is either already spent or allocated to GM across the 6-year (2021/22 – 2026/27) FCERM programme. This includes funding to RFCC Bus Plan projects, Quick Win fund and some resource support.

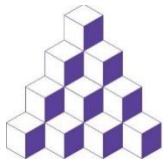
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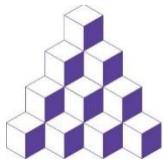


- 1.6 The Local Levy is agreed by the RFCC on an annual basis at its October meeting. Arrangements for agreeing the rate to vote for may vary between partnerships but normally each local authority is asked to:
- Consider the range of rate options (see section 2.0).
  - Decide what rate they wish to support, bringing the decision back to the next strategic partnership meeting.
  - Agree a majority consensus for the partnership.
- 1.7 PHC supports GM RFCC members by providing a platform to engage politically with all 10 districts, to agree a collective position and provide direction for Flood and Water Management.
- 1.8 PHC members need to consider the percentage increases being proposed as set out in section 2.0 and agree GM's position .
- 1.9 GM RFCC members, Cllr. Cooney, Cllr. Quinn and Cllr. Cusack will be asked to discuss GM's position at the NW RFCC Finance and Business Assurance Subgroup on 4<sup>th</sup> October and vote at the full Committee on 18<sup>th</sup> October.

## **2.0 LOCAL LEVY 2024/25**

- 2.1 Local Levy can be carried over to future financial years, creating a reserve which at its peak was ~£12m at the end of 2022/23, reduced to ~£10.5m at the end of 2023/24 and forecast to reduce to ~ £7m at the end of 2024/25. Once the reserve reduces further, the RFCC won't be able to consistently provide the same level of investment as it currently does.
- 2.2 The income of around £4.5 million each year still allows for a significant level of ongoing investment across the North West but the scale of the programmes in 2023/24 and 2024/25, which exceed the annual income by £1.6m and £4.0m

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respectively, demonstrates the continued demand for Local Levy investment into the future.

- 2.3 The RFCC fully appreciates the wider and significant pressure on local authority budgets, as a result of COVID, inflationary pressures and ongoing competing priorities, but even in this context the flood risk management Local Levy only represents a very small element of the levies paid by local authorities. The collective benefits from those Local Levy payments far outweigh the size of individual authorities' contributions.
- 2.4 The amount of Local Levy raised from each Local Authority is based on the Council Tax base for Band D equivalent properties which is believed to be a fair and equitable basis for the calculation.
- 2.5 The options being proposed are 1% to 4% increase to the 2024/24 baseline. Below sets out the rate that would result from increases of 1% to 4%.

Local Authority	2024/25 Council Tax base (Band D equivalent)	(Baseline) 2024/25 Levy	2025/26 1% increase	2025/26 2% increase	2025/26 3% increase	2025/26 4% increase
Bolton	£80,001	£159,558	£1,596	£3,191	£4,787	£6,382
Bury	£57,409	£114,499	£1,145	£2,290	£3,435	£4,580
Manchester	£134,938	£269,128	£2,691	£5,383	£8,074	£10,765
Oldham	£59,380	£118,431	£1,184	£2,369	£3,553	£4,737
Rochdale	£76,722	£116,676	£1,167	£2,334	£3,500	£4,667
Salford	£98,397	£153,019	£1,530	£3,060	£4,591	£6,121
Stockport	£98,397	£196,248	£1,962	£3,925	£5,887	£7,850
Tameside	£64,723	£129,089	£1,291	£2,582	£3,873	£5,163

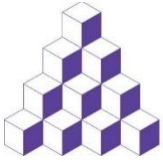
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<b>Local Authority</b>	<b>2024/25 Council Tax base (Band D equivalent)</b>	<b>(Baseline) 2024/25 Levy</b>	<b>2025/26 1% increase</b>	<b>2025/26 2% increase</b>	<b>2025/26 3% increase</b>	<b>2025/26 4% increase</b>
Trafford	£79,362	£158,284	£1,583	£3,166	£4,749	£6,331
Wigan	£97,900	£195,257	£1,953	£3,905	£5,858	£7,810
<b>Total</b>	Not applicable	£1,610,186	<b>£16,102</b>	<b>£32,205</b>	<b>£48,398</b>	<b>£64,406</b>

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## GM PLANNING AND HOUSING COMMISSION

Date: 9 October 2024

Subject: Strategic Planning Update

Report of: Anne Morgan, GMCA

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### Purpose of Report

This paper provides an update to the commission on strategic planning matters.

### Recommendations:

Members are requested to:

1. Note the contents of the report.

### Contact Officers

- Anne Morgan: [anne.morgan@greatermanchester-ca.gov.uk](mailto:anne.morgan@greatermanchester-ca.gov.uk)
- Clare Taylor-Russell: [clare.taylor-russell@greatermanchester-ca.gov.uk](mailto:clare.taylor-russell@greatermanchester-ca.gov.uk)

## 1. Introduction

1.1 This report provides an update on key strategic planning matters affecting Greater Manchester. The report will cover:

- Places for Everyone Joint Development Plan Document
- Supplementary Planning Documents in relation to Holcroft Moss and the South Pennine Moors
- Recent consultation on proposed Government reforms to planning policy.

## **2. Places for Everyone Joint Development Plan Document**

2.1 The Places for Everyone Joint Development Plan Document (PfE) was adopted by all 9 local authorities and took effect on 21 March 2024. Following adoption of any local plan there is a 6-week period for interested parties to bring a statutory challenge and Save the Greater Manchester Green Belt Ltd lodged a claim against the plan in May 2024.

2.2 The claim was that the Inspectors had erred in law on 5 grounds:

- Ground 1: failure to consult on the main modifications proposed following the cancellation of the West Midlands to Manchester leg of HS2.
- Ground 2: error of law in interpretation of policy justifying Green Belt release in JPA3.2 Timperley Wedge
- Ground 3: the Inspectors' assessment of whether exceptional circumstances existed to justify the release of Green Belt land to meet the housing land requirements is unlawful.
- Ground 4: the Inspectors committed an error of law in their approach to the withdrawal of Stockport from the Plan.
- Ground 5: Green Belt Additions (GBA) – unlawful restriction on the scope of exceptional circumstances (ultimately reducing the number of GBA sites from 49 to 19)

2.3 A judgement was made on 5 August 2024 which refused permission on Grounds 1-4, Ground 5 was given leave to proceed to a hearing.

2.4 The claimants have applied to 'renew permission' i.e. have the judge re-consider their case on Grounds 1-4. This renewal hearing will take place on 23 October 2024. No date has been set for the hearing on Ground 5 yet.

2.5 The Places for Everyone Plan is still a validly adopted plan and should be afforded full weight in decision making unless the High Court decides otherwise.



### 3. Supplementary Planning Documents

- 3.1 Now that PfE is adopted the 9 authorities are implementing the policies. This includes bringing forward supplementary planning documents (SPD) to support policies in the plan.
- 3.2 Two draft SPDs have been prepared and will be out for public consultation in November 2024:
- Holcroft Moss Planning Obligations SPD. Holcroft Moss lies within Warrington and within the Manchester Mosses Special Area of Conservation (SAC). The SPD provides guidance on implementation of Criterion 17 of Policy JP-C8 of the PfE Plan which seeks to avoid adverse impacts on the protected habitats and species of Holcroft Moss. The SPD will assist the nine PfE Plan authorities will secure contributions from developers to mitigate impacts of schemes on Holcroft Moss.
  - South Pennine Moors SPD. This SPD provides guidance on the implementation of criterion 7 (parts a and b) of Policy JP-G5 Uplands of PfE. Unlike the Holcroft Moss SPD, this SPD relates only to Oldham, Rochdale and Tameside. The aims of the SPD are to provide advice as to what development within 400m of the South Pennine Moors boundaries may be considered acceptable and provide advice as to the type and scope of assessment required to determine if development sites within 2.5km of the South Pennine Moors SPAs provide foraging habitats for qualifying bird species, and set out the types of applications that would require an assessment.
- 3.3 The GMCA will host the consultation on behalf of the nine PfE authorities. The consultation responses will inform the final iteration of the SPDs It is hoped the SPDs will be adopted by the nine authorities in spring 2025.

#### **4. Proposed changes to national planning policy**

- 4.1 As set out in their manifesto, the new Government is committed to the reform of the planning system. A consultation on revisions to the National Planning Policy Framework (NPPF) was published on 30 July and closed on 24 September. GMCA co-ordinated a response on behalf of the 9 PfE authorities which can be found here: [Shaping National Policy - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/shaping-national-policy). All 10 Greater Manchester local authorities also submitted individual responses.
- 4.2 The consultation proposes a change to the methodology for calculating Local Housing Need (based on housing stock/affordability) to support the manifesto commitment to build 1.5m homes over the Parliamentary term. The LHN for Greater Manchester would increase by more than 30% - an additional 3,500 pa.
- 4.3 The Places for Everyone plan would continue to provide the housing requirement for the 9 participating authorities, provided that subsequent local plans are prepared as 'Part 2' plans and do not set a 'new' housing requirement.
- 4.4 The consultation clarifies that all local authorities should seek to meet their housing need in full, and that unmet housing need constitutes 'exceptional circumstances' to release Green Belt.
- 4.5 Changes are proposed to the definition of Green Belt, introducing the concept of 'Grey Belt' which is land which is either previously developed or which makes a limited contribution to Green Belt purposes. Where development is to be permitted in the Green Belt/Grey Belt, 'Golden Rules' would apply, including an expectation that 50% of the housing will be affordable. A new approach to determining viability and to Compulsory Purchase Orders (CPO) in the Green Belt is proposed.
- 4.6 Changes are proposed to the approach to affordable housing, transport modelling, renewable energy and planning fees.
- 4.7 The Government has indicated that it wants to introduce the revised NPPF by the end of the year, subject to the consultation responses received.

# Planning & Housing Commission

Planning Update  
9 October 2024

# Overview

- Places for Everyone update
- Supplementary Planning Documents
- National Planning Policy Framework consultation

# Places for Everyone

- Plan adopted by the 9 local authorities and took effect 21 March 2024
- Legal challenge from Save the Greater Manchester Green Belt Ltd – 5 grounds, one ground given permission (Ground 5 Green Belt Additions)
- Hearing to renew permission on other 4 grounds to be held 23 October
- Hearing date for Ground 5 to be set after the 23 October 2024
- Places for Everyone remains fully in force as part of the development plans of the 9

# Supplementary Planning Guidance

- Now that PfE is adopted the authorities are implementing the policies
- This includes bringing forward supplementary planning documents (SPD) to support policies
- Two draft SPDs have been prepared and will be out for public consultation in November 2024:
  - Holcroft Moss Planning Obligations SPD
  - South Pennine Moors SPD
- The GMCA will host the consultation on behalf of the nine PfE authorities
- The consultation responses will inform the final iteration of the SPDs
- It is hoped they will be adopted by the nine authorities in spring 2025

# Holcroft Moss SPD

- Holcroft Moss lies within Warrington and within the Manchester Mosses Special Area of Conservation (SAC)
- The SPD provides guidance on implementation of Criterion 17 of Policy JP-C8 of the PfE Plan which seeks to avoid adverse impacts on the protected habitats and species of Holcroft Moss
- The need for the policy arose out of the Habitats Regulations Assessments (HRA) for both the Warrington Local Plan and the PfE Plan and relates to the potential cumulative harm from development in both plans
- The policy relates to the whole plan area but is triggered only by certain development:
  - Development that would result in increased traffic flows on the M62 past Holcroft Moss of more than 100 vehicles per day or 20 Heavy Goods Vehicles (HGVs) per day
- The SPD will assist the nine PfE Plan authorities in securing contributions from developers to mitigate impacts of schemes on Holcroft Moss

# South Pennine Moors SPD

- This SPD provides guidance on the implementation of criterion 7 (parts a and b) of Policy JP-G5 of PfE
- The need for the policy arises out the conclusions of the PfE HRA
- Unlike the Holcroft Moss SPD, this SPD relates only to Oldham, Rochdale and Tameside
- The aims of the SPD are to:
  - Provide advice as to what development within 400m of the South Pennine Moors boundaries may be considered acceptable
  - Provide advice as to the type and scope of assessment required to determine if development sites within 2.5km of the South Pennine Moors SPAs provide foraging habitats for qualifying bird species, and set out the types of applications that would require an assessment.



# NPPF and other planning policy changes consultation

- Published 30 July 2024
- Consultation ran until 24 September 2024
- 106 questions – some about policy changes and some about specific wording changes in NPPF and LHN methodology
- Response can be found here:

[Shaping National Policy - Greater Manchester Combined Authority  
\(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk/shaping-national-policy)

# NPPF consultation headlines

- New methodology to calculate housing need
- Significantly higher housing figures
- Affordable housing
- Transport modelling
- Changes to Green Belt policy – Grey Belt, viability, CPO
- Renewable energy
- Sub regional planning
- Planning fees

# Local Housing Need

- Introduces new Local Housing Need (LHN) methodology (based on housing stock/affordability) to support manifesto commitment to build 1.5m homes over the Parliamentary term.
- LHN increases targets by more than 30% across Mayoral Combined Authorities – additional 3,500 pa (2,700 pa more for PfE).
- Clarifies that all local authorities should seek to meet their housing need in full, and that unmet housing need constitutes ‘exceptional circumstances’ to release Green Belt sites.
- Inability to deliver the LHN triggers the “presumption in favour of development” to support housing growth.

# Existing\* Targets vs New LHN results

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	Existing annual average	New	Change	% Change	Change compared to delivery 2021/2022/23	Change compared to delivery 2021/2022/23
Bolton	787	1,340	553	70%	688	105%
Bury	452	1,054	602	133%	789	298%
Manchester	3,533	2,686	-847	-24%	-442	-14%
Oldham	680	1,049	369	54%	580	124%
Rochdale	616	1,031	415	67%	439	74%
Salford	1,658	1,475	-183	-11%	-1,173	-44%
Stockport	1,097	1,906	809	74%	1,369	255%
Tameside	485	1,223	738	152%	798	188%
Trafford	1,122	1,607	485	43%	803	100%
Wigan	972	1,572	600	62%	202	15%
PfE Total	10,305	13,037	2,732	27%	2,683	26%
GM Total	11,402	14,941	3,539	31%	4,052	37%

# Affordable housing

- Removes the requirement for ‘at least 10% of the total number of homes to be available for affordable home ownership’ and the requirement that a minimum of 25% of affordable housing units secured through developer contributions should be First Homes.
- Propose setting an expectation that housing needs assessments explicitly consider the needs of those requiring Social Rent and that authorities specify their expectations on Social Rent delivery as part of broader affordable housing policies.
- It is expected that many areas will give priority to Social Rent in the affordable housing mix they seek, in line with their local needs, NPPF will not be prescriptive; it is for local leaders to determine the balance that meets the needs of their communities.

# Transport modelling

- Change from 'predict and provide' to a 'vision-led' approach focusing on desired outcomes and planning to achieve them
- Aligns with DfT Circular 01/2022, Transport 2040 and the approach in PfE
- Adopting a vision led approach offers the opportunity for more positive and integrated transport and land use planning with more meaningful application of the modal hierarchy, making sustainable modes central to achieving the vision for development rather than a residual consideration.
- Experience has illustrated that there is considerable uncertainty within the industry of how vision led planning should work towards more positive transport outcomes.
- Concerns that mitigation will still be focused too much around highways solutions

# Green Belt

- Introduction and definition of “Grey Belt” – previously developed land within the Green Belt, or land which makes limited contribution to Green Belt purposes
- All local authorities to review Green Belt to identify “Grey Belt” land
- Grey Belt land only suitable for development if in ‘sustainable locations’
- Golden rules for Green / Grey Belt sites, including 50% affordable housing (where viable)
- New approach to viability for Green Belt sites – benchmark land value
- New approach to Compulsory Purchase Orders compensation in the Green Belt – ‘hope value’ would reflect the ‘golden rules’, potential for ‘no hope value’ compensation

# Renewable energy

- Increased support for renewable energy schemes
- Committed to radically increasing onshore wind energy by 2030. On 8 July, the Chancellor announced that footnotes 57 and 58 to paragraph 163 of the existing NPPF, which placed additional tests on onshore wind schemes would no longer apply to decisions.
- Proposing amendments to direct decision makers to give significant weight to the benefits associated with renewable and low carbon energy generation, and proposals' contribution to meeting a net zero future. This aims to increase the likelihood of local planning authorities granting permission to renewable energy schemes and contribute to reaching zero carbon electricity generation by 2030.
- Further amendments set a stronger expectation that authorities proactively identify sites for renewable and low carbon development when producing plans, where it is likely that in allocating a site, it would help secure development
- Changing thresholds at which solar and onshore wind projects are considered Nationally Significant Infrastructure which 'could ensure' that projects are required to follow a proportionate process to secure consent through the local planning system, given they are less complex and geographically spread out, could result in faster consenting, and at lower cost



# Sub regional strategic planning

- Government will legislate in the Devo bill for universal coverage of strategic planning
- Based on Mayoral Combined Authority powers GM MCA already has this power
- Any 'review' of PfE would trigger a decision on preparation of a Spatial Development Strategy
- No intention there will be a change to the regulations to allow for allocations / designations but would need to set a housing requirement for constituent authorities
- Would be based on revised NPPF (if adopted)

# Planning fees

- Proposals to raise planning application fees to cover costs
- Introduce statutory cost recovery for Nationally Significant Infrastructure Projects
- GM LAs have answered these questions individually

# Implications for GM local plans

- PfE is a 'Local Plan Part 1' plan and provides housing targets for PfE districts:
  - Provided an individual authority's local plan "does not introduce new strategic policies setting the housing requirement" it would constitute "a Part 2 plan" and as such would be based on taking forward the individual authority's housing requirement as set out in PfE Table 7.2.
  - If on the other hand an individual authority decided to set a new housing requirement different from that found in PfE Table 7.2 it could only do that by "introducing new strategic policies setting the housing requirement" and as such the local plan would have to be based on the new standard method
- Stockport local plan will need to prepare a local plan in compliance with revised NPPF when published

# GM response

Mainly supportive but some concerns/issues:

- LHN methodology –concern about disconnect from demographic projections
- Benchmark land value for Green Belt sites
- Approach to CPO in Green Belt
- Grey belt – sustainability implications
- Transport modelling – car dependent solutions