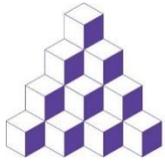


# Public Document



**AGMA**  
ASSOCIATION OF  
GREATER MANCHESTER  
AUTHORITIES

## GREATER MANCHESTER PLANNING & HOUSING COMMISSION

**DATE:** Tuesday, 21st March, 2023

**TIME:** 3.00 pm

**VENUE:** Microsoft Teams

### AGENDA

**1. Apologies for Absence**

To receive any apologies for absence.

**2. Chairs Announcements and Urgent Business**

**3. The Minutes of the Meeting held on 30 November 2022** 1 - 10

To approve the minutes of the meeting 30 November 2022 as a correct and accurate record.

**4. Homelessness**

**4.A Homelessness Prevention Strategy** 11 - 20

Report of Joe Donohue, Homelessness Strategy Principal, GMCA.

**5. Greater Manchester Housing Strategy** 21 - 72

**5.A Implementation Plan Update**

<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.

A verbal update by Steve Fyfe, Head of Housing Strategy, GMCA.

- 5.B Damp and Mould Update** 73 - 86  
To be presented by Aisling McCourt, Principal, Housing Strategy, GMCA.
- 6. Infrastructure Flood and Water Management**
- 6.A Integrated Water Management Programme** 87 - 96  
To be presented by David Hodcroft, Infrastructure Lead, GMCA.
- 6.B National Developments and Policy** 97 - 116  
To be presented by Jill Holden, Greater Manchester Flood and Water Management Programme Manager, GMCA.
- 7. Places for Everyone Update**  
A verbal update by Annie Morgan, Head of Planning Strategy, GMCA.

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 Helen Davies

Senior Governance & Scrutiny Officer: [helen.davies@greatermanchester-ca.gov.uk](mailto:helen.davies@greatermanchester-ca.gov.uk)



This agenda was issued on Monday 13 March 2023 on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority, Churchgate House, 56 Oxford Street, Manchester M1 6EU

# Agenda Item 3

## MINUTES OF THE GREATER MANCHESTER PLANNING AND HOUSING COMMISSION HELD ON WEDNESDAY, 30TH NOVEMBER, 2022 VIA MS TEAMS

### PRESENT

Matthew Harrison	Great Places
Jane Healey Brown	Ayrup
Bernadette Elder	Inspiring Communities Together
Councillor Alan Quinn	Bury Council
Councillor James Wright	Trafford Council
Councillor Toby Hewitt	Bolton Council
Councillor Mike McCusker	Salford City Council
Councillor Susan Gambles	Wigan Council
Councillor Colin Maclister	Stockport Council
Councillor Tricia Ayrton	Rochdale Council
City Mayor Paul Dennett	Salford City Council
Councillor Gavin McGill	Bury Council

### OFFICERS IN ATTENDANCE

Nicola Ward	Statutory Scrutiny Officer, GMCA
Steve Fyfe	Head of Housing Strategy, GMCA
Aisling McCourt	Principal Housing Strategy, GMCA
Helen Davies	Senior Governance and Scrutiny Officer, GMCA
Molly Bishop	Strategic Lead on Homelessness, GMCA
Jacqueline Gailey	Apprentice Core Investment, GMCA
Jennie Corbett	Strategic Policy Asylum and Refugee Integration, GMCA
Sean Owen	Head of Low Carbon Policy, GMCA

**GMPHC/1/22      Apologies**

Apologies for absence were received from Councillor Andrew Western (Trafford); Simon Warburton (TfGM); Councillor Gavin White (Manchester); Councillor Jacqueline North (Tameside); Councillor Daniel Meredith (Rochdale); Councillor Amanda Chadderton (Oldham); Councillor Ray Mashiter (Salford); and Councillor Clare Cummings (Bury, Councillor Gavin McGill was substituting).

**GMPHC/2/22      Chairs Announcements and Urgent Business**

The Chair noted that under agenda item 6: Homelessness, sub section a) GM Homelessness Prevention Strategy Review, the papers for this item had not been published as part of the agenda pack and the recommendation for that item would be to defer until the next meeting.

**GMPHC/3/22      Declarations of Interest**

There were no declarations of interest reported by any Member in respect of any item on the agenda.

**GMPHC/4/22      Minutes of the Planning and Housing Commission meeting held 23 September 2022**

The Chair noted the following actions from the last meeting:

- On page 12 of the agenda pack, under the item: Flood & Water Management: Local Levy part of the resolution was:  
*That officers undertook to clarify if there was any geographical ring-fencing of the levy funding*  
Jill Holden Flood & Water Programme Manager, GMCA emailed Jane Healey Brown on 29 September with a response to this query- the funding was not ringfenced to Greater Manchester and it was balanced against the needs of all 5 North-West partnerships and the Local Levy balance.  
Councillor Alan Quinn (Bury and Regional Flood and Coastal Committee Member) clarified that £3million was the maximum applied for via the Local Levy.
- On page 16 of the agenda pack, under the item: National Policy Updates (b) a Decent Homes Standard in the Private Rented Sector Consultation, part of the resolution was:

*That the response to the consultation be shared with Commission members ahead of its submission on 14th October 2022.*

The consultation response was shared with Commission members via email on 13 October 2022.

- On page 17 of the agenda pack, under the item: GM Housing Strategy Implementation Plan part of the resolution was:

*That an update on the Social Housing Decarbonisation Fund be provided to the next meeting.*

This update was agenda item 5.

Councillor Gavin McGill (Bury) noted he was present for the last meeting as a substitute for Councillor Clare Cummings (Bury) but his attendance had been omitted from the minutes.

#### **RESOLVED/-**

That subject to the changes outlined above, the minutes of the meeting 23 September 2023 be approved as a correct and accurate record.

#### **GMPHC/5/22      Housing Retrofit**

##### **a) Policy Overview and Social Housing Decarbonisation Fund Update**

Aisling McCourt, Principal – Housing Strategy and Sean Owen, Head of Low Carbon Policy attended the meeting and introduced the paper to the Committee. The report provided an update on activities and strategic developments relating to the retrofit agenda and progress against policy A5 in the GM Housing Strategy which aimed to identify pathways to volume domestic retrofit and reduce fuel poverty.

The Committee was shown a presentation that outlined how 61,000 homes needed to be retrofitted between now and 2040 to meet the 2038 carbon neutral target across Greater Manchester. The six workstreams in the Greater Manchester Housing Strategy Implementation Plan were outlined and key streams included:

1. the work needed to improve understanding of the condition of Greater Manchester housing stock;
2. the need to provide a clear strategic governance framework to take a retrofit agenda forward in Greater Manchester; and

3. accessing government funding for retrofit programmes.

The Committee was given the opportunity to ask questions and there was some discussion that included:

- Plans to lobby government to enable more homes to come forward for retrofit;
- The acknowledgement of pressures but the need to deliver;
- ECO+ funding was different to funding that had gone before, this was now about retrofitting the whole-house not just preventative measures;
- The consultation for ECO+ additional funding had been released, discussions with the wider districts was planned to establish a Greater Manchester offer;
- Local Authorities had the ability to direct ECO+ funding by identifying suitable properties and directing funding to where it was needed; and
- The intention to reach to districts to understand if there was a collective approach to ECO+ funding, as this was the biggest opportunity for funding to come to the area for those in need.

**RESOLVED/-**

That the report be received and noted.

**b) Your Home Better**

Charlie Baker, Red Cooperative, (part of a consortium delivering Your Homes Better (YHB) a systemic intervention delivering retrofit to willing to pay homeowners in Greater Manchester), attended the meeting and presented an overview of YHB.

The presentation expanded the proposition for affordable zero carbon retrofit homes, the whole structure of properties including walls, floors, windows and doors through to ventilation renewable energy and storage and heat pumps. The Committee were shown possibilities on how to build a market, reasons for retrofit, costs, funding potentials, business models and a complete customer journey.

The Committee was given the opportunity to ask questions, there was some discussion that involved:

- The importance of incorporating ventilation and the opportunity to boost retrofitting by enabling warm houses that were not damp;
- Planning permissions being enabling and not a disincentive for those pursuing retrofitting. Many works would not need planning permission but when the situation arose, they should be streamlined, fit for scale and purpose for this type of retrofit. Whilst a policy change wouldn't be needed, there would need to be guidance in terms of delivery, for example at a validation stage to ensure

- check-lists were fit for purpose. This would need legally compliant requirements and consistency across Greater Manchester. A starting point could be to clarify what each region meant by permissible developments; and
- The potential to use locally sourced ash trees that were being felled across Greater Manchester due to ash die-back disease.

The Committee requested further information or shared learning on anything other Local Authorities were doing well in this area.

**RESOLVED/-**

That the presentation be received and noted.

**GMPHC/6/22      Homelessness**

**a) Greater Manchester Homelessness Prevention Strategy review**

Molly Bishop, Strategic Lead on Homelessness noted the purpose of the item was to bring a six-month update to the Committee on the Greater Manchester Prevention Homelessness Strategy that had been developed through 2021 with extensive consultation and stakeholder feedback and an Action Plan was developed once the Strategy was approved.

**RESOLVED:**

That the item be deferred until the next meeting as explained by the Chair under agenda item 2: Chairs Announcements and Urgent Business.

**b) Homelessness Funding Update**

The City Mayor Paul Dennett introduced the item to the Committee and noted the paper within the agenda pack outlined the plans to support people across Greater Manchester at risk of homelessness during both a cost-of-living crisis and the winter period. The Committee was advised that the proportion of people at risk of homelessness was rising.

The Committee was advised a 6-month update on the Homelessness Prevention Strategy would be brought to the next meeting.

The City Mayor noted that the homelessness and rough sleeping crisis was being predominantly driven by the affordability of housing which continued to be a significant challenge across Greater Manchester; this included both private home ownership but

also rapidly increased rents in the private rented sector which were a significant barrier to larger families across the region.

The Committee was advised that the findings from Dataloft (a property market intelligence company) showed that 4% of tenancies advertised in the last 6-months were at or below local housing allowance rates.

Alongside these findings, the average monthly rents for a 1-bedroom property had been modelled within the report and were shown to be £775 per month.

In terms of the response to the response to the housing and homelessness crisis, the Places for Everyone Spatial Plan Strategy for GM outlined 30,000 net zero socially rented homes by 2037. This target was, in part, to offset the 95,000 homes lost since 1980 as part of Right-To-Buy schemes and according to national data, 40% of these homes were lost to the private rental sector.

The City Mayor noted the challenging environment for the supply of Truly Affordable Net Zero homes due to viability issues within the construction industry.

The Committee was advised that the Rough Sleepers Accommodation Programme. Had provided 232 new beds over the last 18-months.

The Committee noted the ask to national government, noting people who were or were at risk of homelessness and rough sleeping were in crisis now and benefits needed to lift in-line with inflation, not wait until March 2023, also lifting the rates on Local Housing Allowance (frozen since 2020) and ensuring they were more reflective of housing costs was critical to those on benefit not being disadvantaged.

The Committee noted that following the verification of the annual rough sleeper count and supporting data, the evidence showed the ability to reduce rough sleeping and homelessness in GM had stalled for the first time in 5-years, as a result £460k had been allocated to allocate 86 additional beds through the Bed Every Night scheme, this was a one-off allocation for winter months from the GM Mayors own budget.

The Committee were given the opportunity to ask questions. There was agreement with the suggestion that action should be taken to ensure private landlords capped rents. There was also the acknowledgement that the removal of Section 21 of the Housing Act 1988 (that enabled a Landlord with a legal right to obtain possession of his property from the Tenant at the end of the Tenancy) would help prevent homelessness and evictions within the private rented sector.

Councillor James Wright queried that in relation to welfare and debt advice provision, of any mapping of provision had taken place. Across GM there were some Local Authorities who had this provision (as a non-statutory function) but there was a

significant number of registered providers who gave this directly to tenants. Councillor Wright noted that Trafford was carrying out mapping in this area already to ensure tenants were signposted appropriately and the services available were known especially as the current requests for this service were high.

Molly Bishop, Strategic Lead on Homelessness advised the Committee that wholesale mapping was not always the best approach to this work given the speed of change in this area and may only stay relevant for a short period of time. The Committee was advised that Councillor Amanda Chadderton (Oldham) was leading on a GM Cost of Living Response and with the intelligence from this group there was evidence of what the debt and welfare support was. A Helping Hand website had been commissioned as a single point of access for residents to find advice under key thematic topics.

The Committee thanked officers for a strong presentation and to see that GM was a leader in lobbying government for change and the scale of mobilisation during the cost-of-living crisis was noted.

The Committee noted the importance of income maximisation and not enabling warm hubs to become the normality in the same way food banks have but rather lobby for people to earn an appropriate wage in-line with the cost of living.

RESOLVED: That:

1. the thanks of the Planning and Housing Commission be extended to all those working across Greater Manchester, within Local Authorities, the Voluntary and Community sector and wider to help vulnerable individuals and families in or at risk of homelessness and rough sleeping in the face of complex and challenging pressures;
2. the cost-of-living pressures and mitigations relating to risk of homelessness be noted; and
3. the intended expansion of A Bed Every Night provision this winter via Greater Manchester Mayor's budget be noted.

### **c) Regional Asylum Plan**

Molly Bishop, Strategic Lead on Homelessness presented the update paper on Asylum dispersal, the paper shared share progress for the agreement of a North-West Regional Asylum Dispersal 'Interim Plan' and presented plans for a strategic approach to monitoring and responding to Home Office procurement going forward.

Officers noted that:

- A North-West plan needed to be agreed so progress could be measured and the Home Office and providers could be held to account;
- the ongoing use of hotels as contingency accommodation would want to be seen to reduce;
- the paper took into account Asylum dispersal in this paper and not resettlement (from Afghanistan, the Ukraine and Hong Kong), the lack of parity between the two routes continued to be problematic; and
- Partners remained to a Warm Welcome, encouraging Asylum seekers to settle within GM. What was needed was the resource and support for people relocating into GM and the communities they are settling into to ensure public services were fair and accessible to all.

**RESOLVED/-** That:

1. the Greater Manchester position for continued negotiations on the proposed interim Regional Dispersal Plan for asylum dispersal across the North West up to the end of 2023 be noted;
2. the additional governance demands being sought from the Home Office to ensure transparency for the implementation of any asylum dispersal activity in Greater Manchester be noted; and
3. the risks associated with increased levels of asylum dispersal and opening of contingency accommodation in Greater Manchester be noted, and the recommended measures to mitigate these be considered.

**GMPHC/7/22      TANZ Task Force Update**

Steve Fyfe, Head of Housing Strategy advised the Committee that the Research Team had completed a strong piece of work summarising knowledge on Net Zero Homes for the Truly Affordable Net Zero (TANZ) Homes Task Force Group, and it was of value to share more widely.

There had been one meeting of the TANZ Task Force, the key focus of which had been to establish if the key areas of enquiry were correct along with monitoring and progress being made.

The Committee noted the value of the report and that whilst net zero homes might be more expensive to purchase, they would be less expensive to maintain and run. Over time prices could become more competitive through economies of scale.

**RESOLVED/-** That:

1. the report be received and noted; and

2. this item be brought back to this Committee when further meetings had been held.

### **GMPHC/8/22      Integrated Water Management Plan**

Dave Hodcroft, Infrastructure Lead gave an Integrated Water Management Plan presentation to the Committee, this included an overview of the existing commitments within the Greater Manchester (GM) Strategy and how GM was connected by water. In GM there were 63,478 properties at risk from fluvial flooding (from rivers) and 162,979 properties at risk from surface water flooding, the latter being the most complex and frequent type of flooding especially with the associated climate change risks.

The Committee was advised on Place Based Pilots in the Upper Mersey, this was a partnership collaboration to ensure that co-owned, co-developed, place based plans in place to deliver shared outcomes supported by multiple sources of funding.

The Infrastructure Lead outlined the National Infrastructure Commission recommendations to government (that would reduce the risk from surface water flooding) and why Sustainable Development Plans (SuDS) were essential with the increase of 35,000-95,000 new properties putting more pressure on drainage systems.

Councillor Alan Quinn (Bury and the Flood and Regional Coast Committee representative) noted the difficulties in water management for Local Authorities when residents use hard materials to cover green spaces such as drives and gardens, alongside noting the additional 180k new homes being built all connecting to United Utilities infrastructure. The Committee noted there was more chance of flooding due to rainfall than fluvial (river) flooding and that Local Authorities and the Environment Agency were using old infrastructure to manage water and flood management.

The Committee agreed that there should be legislation to mandate housing developers to use Sustainable Drainage Systems (SuDS) and government must fund resources to assist with flooding mitigation.

Councillor Quinn gave some helpful examples from flooding mitigation across the Bury region.

The Chair noted severe flood warnings for 2023.

### **RESOLVED/-**

That the presentation be received and noted.

**GMPHC/9/22**      **Any Other Business**

Jane Healey-Brown, Associate Director, Arup noted that she had represented Greater Manchester on Part One of the independent examination of the Places for Everyone Joint Development Plan, conducted by the Planning Inspectorate.

The Committee noted the examination was ongoing.

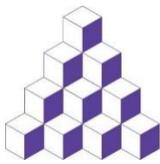
Steve Fyfe, Head of Housing Strategy advised that a post-Christmas summary could be presented to the Committee that included an update on the end of the first stage.

**RESOLVED/-**

That an update be brought to this Committee on the end of the first stage of the Places for Everyone Joint Development Plan.

**GMPHC/10/22**      **Date of next meeting**

The Committee noted the date of the next meeting was 19 January 2023 11am – 1pm.



## GM PLANNING AND HOUSING COMMISSION

Date: **21 MARCH 2023**

Subject: **GMHPB Homelessness Prevention Strategy Review**

Report of: **STEVE RUMBELOW, GMCA PORTFOLIO LEAD CHIEF EXECUTIVE,  
PLACED-BASED REGENERATION AND HOUSING**

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### Purpose of Report

To report on progress made in delivering the Greater Manchester Homelessness Prevention Strategy as a mid-stage point in year 1.

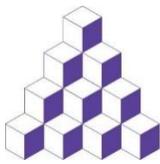
### Recommendations:

Members are requested to:

1. Note the contents of the report.

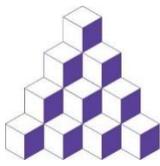
### Contact Officers

- Joe Donohue, Strategy Principal- Homelessness, GMCA  
[joseph.donohue@greatermanchester-ca.gov.uk](mailto:joseph.donohue@greatermanchester-ca.gov.uk)
- Molly Bishop, Strategic Lead- Homelessness, GMCA  
[molly.bishop@greatermanchester-ca.gov.uk](mailto:molly.bishop@greatermanchester-ca.gov.uk)



## 1. Introduction and Strategic Context

- 1.1 The Greater Manchester Homelessness Prevention Strategy was developed in 2021 with extensive consultation and input from multiple stakeholders, including people with lived experience of homelessness. This was further developed into an Action Plan by a Task and Finish Group of Greater Manchester Homelessness Programme Board (GMHPB).
- 1.2 Since the development of this Strategy and Action Plan, the political landscape and operating environment has changed considerably. We have seen acute pressures (e.g., Afghanistan and Ukraine resettlement schemes) on the whole system, alongside the chronic effects of the Cost-of-Living Crisis which exacerbates existing pressures and conditions which lead people to experience homelessness.
- 1.3 As outlined in a report to this Board in September 2022, delivering against the actions requires us to collectively:
- Support Localities to embed the strategy into their own plans and ways of working.
  - Influence key Thematic Areas and ‘systems’ to change the way they do things.
  - Use the knowledge, connections, and expertise of our Equality Panels to challenge inequalities and better reach communities.
  - Using the strength and leadership of our Action Networks to bring all this activity together.
- 1.4 This paper seeks to outline progress to date, collating feedback from key stakeholders, and exploring emerging opportunities and new areas of focus.

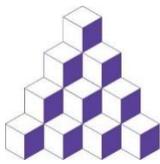


## 2. Indicators, insights and analysis

- 2.1 This year we have begun to sketch out a series of high-level quantitative indicator which help to show whether or not the whole GM system is becoming more preventative across the various ‘layers’ of homelessness risk. See Appendix 1 – Action Plan Indicators for high level indicators.
- 2.2 The focus of 2022 has been to understand what is meaningful to measure and to establish a baseline against which we can measure our progress in future years. Consequently, limited conclusions can be drawn at this stage due to the absence of a ‘normal’ year, not least due to the impact of Covid-19 and the ongoing effects of the cost-of-living crisis.
- 2.3 We know that quantitative data presents a very limited picture of homelessness in GM. In early 2023 we will be carrying out a creative co-production process to interrogate the ‘Where we are now’ assessments against each of the missions, to form a more rounded picture of homelessness and progress being made.

## 3. Delivery of the Priority Actions

- 3.1 Overall, good progress has been made in the first 12 months of delivery, with some activity recorded against all priorities. Key highlights include:
  - a) **Strategic alignment with Localities and Thematic Areas**
- 3.2 **Localities:** GMCA will continue to offer capacity and support to Local Authorities to develop their Locality Prevention Strategies, to ensure alignment with the GM strategy and use of participatory methods. An overview of alignment and activity across GM is available on request.
- 3.3 We continue to encourage the development of Locality Homelessness Partnerships in collaboration with GM Homelessness Action Networks (GMHAN) and using these partnerships as a mechanism to co-design and deliver local prevention planning.
- 3.4 **Social Housing:** Significant support has been provided to GMHP’s Homelessness Group to explore how the Homes for Cathy commitments can be embedded across GM social housing providers. This includes establishing an action plan, developing a set of indicators to measure progress and hosting



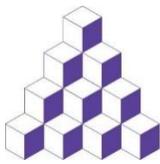
workshops on key themes. A summary of the collective confidence of a sample of GM Housing Providers is available on request.

**3.5 Health Integration:** The development of GM Integrated Care Partnership presents an opportunity to further embed system-wide commitments to inclusion health in the way in which we design, commission and deliver health services. In 2022, there has been a clear focus on co-occurring mental health and substance misuse, including:

- A ‘Discovery’ process to crystallise the knowledge, expertise and ambition of health, homelessness and substance misuse colleagues into a clear mission for a GM approach.
- The development of a model for co-occurring conditions which shifts towards a standard assumption that everyone accessing substance misuse treatment also has an underpinning mental health need and providing staff across both sectors with the relevant training to meet these needs.
- Recommissioning Rough Sleeping Dual Diagnosis service, providing a vehicle for the expansion of a GM-wide support service for rough sleeping teams to access support to navigate the service landscape, work in a more trauma-informed way and bespoke interventions for people with longstanding co-occurring conditions.

**3.6 Gender Based Violence:** Our strategy and action plan are specifically aligned to the housing priorities within the GM Gender Based Violence Strategy. Through the delivery of the Domestic Abuse Out of Borough protocol, we will be well positioned as a system to understand and learn from the housing needs of people experiencing gender-based violence and make system-wide improvements to prevent homelessness.

**3.7 Modern Slavery and Exploitation:** Significant work has been undertaken to recognise the reciprocal risks of homelessness and exploitation, including strategic alignment and involvement of homelessness leads in the Modern Slavery NGO network. This includes streamlining existing pathways through the National Referral Mechanism, better sharing of data and the potential development of the domestic abuse protocol into a “Persons at risk Protocol”.



**b) Driving key stakeholder activity**

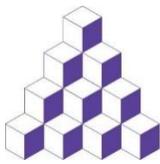
3.8 **GMHAN:** As a critical actor in delivering the Strategy, the GMHAN has successfully re-structured around its core objectives to be more action focused. GMHAN benefits from additional infrastructure to maximise its impact, including:

- A Coordinator to drive the activity of the network forward.
- A dedicated Participation Fund to enable people who are unwaged to participate in the Network, particularly for those with lived experience.
- An emerging fund for small grants to support Locality Partnerships' co-production activity.
- Pooled funding from across the voluntary and statutory sector to enable all the above, to ensure collective ownership.

3.9 **Other Action Networks:** GMCA is ensuring coordination across all action-focused networks at an officer level, with regular catch ups across policy areas. Cross-membership across the networks is encouraged and close linkages are being developed especially with the Food Security Action Network and Cost of Living Response Group, considering the cost-of-living crisis.

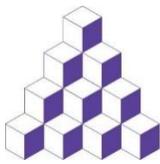
3.10 **Alignment with the National Rough Sleeping Strategy 'Ending Rough Sleeping for Good':** GM has been a key contributor to influencing national strategic priorities, including:

- Working with DLUHC to deliver the Rough Sleeping Data Framework which underpins the national strategy, as an 'Early Adopter'. This provides an opportunity to influence how street homelessness is considered at a national level, building on local and regional learning.
- Contributing to Cross Governmental Department sessions on the framework and strategy, promoting collective ownership of the core drivers of homelessness and pressing the case for change.
- Contributing case studies and evidence to support the development of the Rough Sleeping Strategy and supporting other areas of the country in peer learning sessions.



**c) Driving New Activities and Priorities**

- 3.11 **Inequalities:** A small group of representatives from the housing and homelessness sector have been working alongside the Race Inequalities to examine this specifically in Greater Manchester. A future paper is recommended to come back to a future Programme Board meeting, outlining core findings and actions. It is so far clear that people facing racial inequality (and particularly people from black backgrounds) are significantly overrepresented in Statutory Homelessness.
- 3.12 Further work in 2023 will explore LGBT+ and Disability inequalities in housing and homelessness, building on the body of local and national evidence and begin to look at the intersectional experience of the housing sector alongside people with lived experience of disadvantage.
- 3.13 **Employment, Training, Education and Good Lives:** The Cost-of-Living Crisis is driving a focus on employment and training, not least because employment is no longer a guaranteed route out of poverty for many people. There are many fantastic organisations working in GM to support this agenda, but often in isolation. GMHAN has been critical in bringing these organisations together at the latest quarterly meeting and beginning to form a clear GM narrative on what good life-opportunities mean for people experiencing or at risk of homelessness.
- 3.14 **Housing First Legacy:** Work is already underway to plan for the long-term future of Housing First and particularly how we can adopt learning from the programme into wider system reform on responding to multiple disadvantage. This is linked closely with Changing Futures and it is that the GM Changing Futures programme is having an influence on the way in which we think about homelessness and multiple disadvantage.



## 4. Scrutiny and Feedback

4.1 We asked GMHAN members to tell us what they think of the Prevention Strategy Action Plan. In response to a survey on the action plan itself, GMHAN members provided the following feedback on the action plan:

- How much focus is there on preventing homelessness in Greater Manchester? **Members rated this as 6/10 on average, where 0 represents "No focus at all" and 10 represents "Full buy-in"**
- How do you rate the relevance of the prevention strategy action plan overall? **Members rated this as 6/10 on average, where 0 represents "Not fit for purpose" and 10 represents "Completely relevant"**
- Everyone surveyed felt that the lobbying positions within the Action Plan were still relevant.

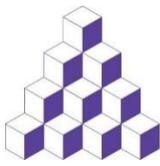
4.2 Feedback from this exercise was extensive and honest, with the key points broadly summarised as follows:

### What's going well?

- Lived Experience involvement and participation, with voices being taken seriously and (crucially) expertise that is remunerated.
- Partnership working across policy areas at a local and regional level
- Workforce development, in particular the availability of Trauma and Psychologically Informed practice and ABEN best practice sessions.
- Improved prison leaver pathways and outcomes.
- Activity of GM Housing Providers in prioritising tackling homelessness.
- ABEN, whilst not perfect, has been a gamechanger in providing people with a stable base from which to recover from homelessness.
- RSAP and other national programmes are making a real difference.

### What needs more focus?

- Accessibility, affordability and quality of the Private Rental Sector and better regulation and protection from illegal eviction and other malpractice.



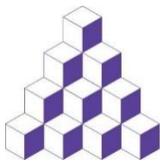
- Progress in improving access to mental health and drug and alcohol services has been slow, with lack of specialist support for people experiencing multiple disadvantage e.g., learning disabilities, acquired brain injuries.
- Early years, children, care leavers and families, which often get overlooked in homelessness work.
- The supply, availability, quality and accessibility of supported accommodation.
- Pathways into Social Care support for people in temporary and emergency accommodation can be slow, with very high thresholds.
- Pressures in Local Authority homelessness teams can cause delays and inhibit trauma informed practice.
- Peer support and investment in broader initiatives to promote wellbeing and community connectedness.

## 5. Upcoming Priorities

5.1 Whilst the missions within the Prevention Strategy provide a useful compass on the overall ambition and direction of travel, the Action Plan will always be a living, breathing document.

5.2 There is a need to improve focus on priorities within the action plan where we have not made significant progress. These areas have been identified as follows:

- **Peer Advocacy Support:** Although significant progress has been made in developing and progressing a GM approach to involving people with lived experience of homelessness, the specific actions to develop peer advocacy support have stalled. This is in part due to a need to develop the infrastructure required to develop this service through programmes like GROW.
- **Care Leaver Transitions:** There has been collaboration across functions to examine what works in ensuring a successful transition e.g., access to social housing, however we have not yet developed specific approaches or joint commissioning. Several projects and developments will catalyse this work, including the establishment of GM Integrated Care Partnership.



- **Street Engagement Hub approach:** The delivery of the Hub model in Manchester has been extremely successful, however further work is required to replicate this approach across Greater Manchester.

5.3 The Board is asked to appraise the upcoming priorities (directly influenced by GMHAN member feedback) which we expect to influence the delivery of the plan and, in some cases, generate new actions. Key activity in the near term includes:

- **Understanding and refining ‘Where we are now’:** through co-production at a GM and Local Authority level, particularly as local strategies grow and are periodically reviewed.
- **Focus on supported accommodation:** through involvement in emerging national conversations (e.g., Supported Accommodation (Regulatory Oversight) Bill) and funding opportunities (e.g., Supported Housing Accommodation Programme). This represents new ground regionally, as commissioning of supported housing sits at a Borough level, however this is a critical resource and is currently the most common move on destination from A Bed Every Night.
- **Influencing the Private Rental Sector:** We are potentially at a point of significant opportunity, with the forthcoming implementation of the Renters Reform Bill nationally, alongside regional commitments to develop a Good Landlord Charter. We may be able to influence the PRS through our existing networks including sharing learning from Housing First and good practice from social housing.
- **Driving up standards and supply of temporary accommodation:** through collaboration across Greater Manchester to address the immediate continued increase in demand for temporary accommodation, whilst generating supply of truly affordable long-term homes for people. This also includes targeted work to drive up the standard of support provided to people in TA. A potential ‘Housing Deal’ with DLUHC provides opportunity for capital spend to reduce the reliance on BnB for families experiencing homelessness in GM.

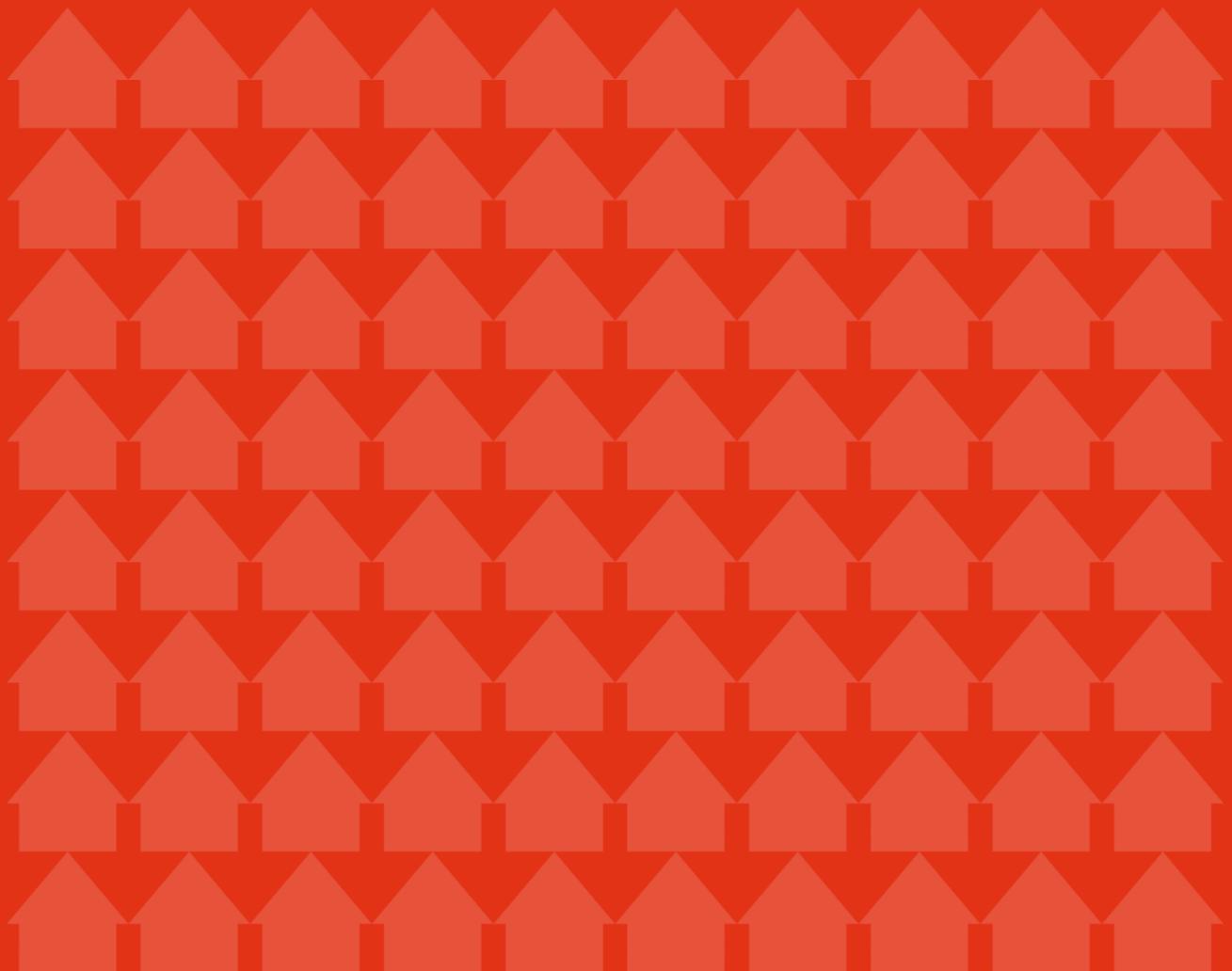
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# Draft Implementation Plan

Greater Manchester Housing Strategy 2019-2024

At end December 2022



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To find out more about the Greater Manchester Housing Strategy, see here:

[Housing Strategy - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

or email us at [planningandhousing@greatermanchester-ca.gov.uk](mailto:planningandhousing@greatermanchester-ca.gov.uk)

## **Strategic Priority A1: Tackling homelessness and rough sleeping**

### **Desired outcomes: reducing homelessness, ending the need for rough sleeping**

#### **Lead: GMCA Public Service Reform Team**

We have a strong track record of innovation and collective action to tackle homelessness. Our effort is backed by strong political and community desire to end rough sleeping and increase the focus on preventing homelessness. A lot of progress has been made. We have invested in new ways of working through regional programmes, including A Bed Every Night, Housing First, Community Accommodation Programme (Tier 3) and the Young Persons Homelessness Prevention Pathfinder. We have reduced rough sleeping by 57% in four years and have learned more about what is required to prevent homelessness for good.

As part of the new Mayoral term, there is a marked focus on ensuring that we reform public services to better prevent homelessness, considering both universal and targeted risks that people face in Greater Manchester, with a more detailed understanding of intersecting inequalities. The development of a Greater Manchester Homelessness Prevention Strategy codifies this ambition and sets key missions and principles for embedding homelessness prevention. The Homelessness Prevention Strategy complements and builds on this Housing Strategy and should be seen as a progression of the commitments in this implementation plan.

We are at a juncture in trying to maintain and continue to progress the reduction in rough sleeping that has been achieved leading up to and throughout the worst of the pandemic. A wide range of significant risks challenge this target however. The economic and social impacts of Covid-19 are yet to be fully realized, alongside the reversal of supportive policy changes that impacted on evictions, access to asylum and immigration accommodation, and enhances financial help for households and businesses.

The under-supply of social rented homes and the loss of existing properties through Right to Buy contribute to the shortage of appropriate and affordable accommodation

that people can access as a route out of homelessness. The role of the private rented sector is being increasingly explored and a necessary means for permanent rehousing. However there are increasing concerns about the impact of benefit restrictions on the ability of households to access stable tenancies in the private rented sector. We need to invest in reversing the decline in our social housing stock, to increase the supply of stable, well-managed homes at the right quality - and where long-term costs are less than providing subsidy to private landlords for an often lower quality product (see Strategic Priority A4 and B2).

### **Making the case to Government**

- Multi-year funding settlement being realised through various funding streams as part of 3-year Spending Review process to enable strategic and joined up commissioning to deliver necessary integrated services and respond to local and regional priorities for crisis, emergency and recovery responses, and upstream prevention.
- Use the PRS white paper process to ensure Government commits to plans to end 'no-fault' evictions through the repeal of Section 21 of the Housing Act 1988, rebalancing the rights and responsibilities of landlords and tenants.
- COVID-19 pandemic and related socio-economic impacts has multiplied the requirements for additional accommodation and support services for people at risk of and experiencing homelessness.
- In addition, the Homelessness Prevention Strategy prioritises lobbying for: significant changes to welfare and asylum and immigration policies that drive people into homelessness; enabling an approach to health that tackles inequality; reducing homelessness and repeat offending for people in the criminal justice system

### **Progress**

- Housing First accommodated and supporting 300+ individuals
- Funding secured to extend A Bed Every Night to March 2023 with planning budget to 2025

- Ethical Lettings Agency 200 properties milestone reached

### **Challenges**

- Continued and increasing demand on homelessness services as a result of the cost of living crisis
- Considerable lack of genuinely affordable housing and pressure on expansion of temporary accommodation
- Systems change needed to build preventative approach reducing homelessness

### **Partnerships**

- GM Homelessness Programme Board;
- GM Homelessness Action Network;
- GM Private Rented Sector Partnership

### **Data**

- Work ongoing to bring together data from variety of sources to better track demand, outputs and outcomes of services, including GM Dashboard, DLUHC DELTA returns and rough sleeping relief dataset.

## Actions

Key- [R]= Stalled, [A]= Delayed, [G]= Met/on track, [C] = Complete

**Rough sleeping reduction-** To reduce the number of people new to rough sleeping, returning to rough sleeping, and experiencing entrenched rough sleeping.

<b>July-Dec 2022</b> Continued delivery of Rough Sleeper Initiative [G]	<b>Jan-June 2023</b> Securing investment from ICS in homelessness projects including ABEN. [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Further establish and embed inclusion health priorities within ICS structure [C]	<b>Jan-June 2023</b> Conclusion of Housing First Legacy Project and agreement on funding model up to 2025. [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Further establish and embed inclusion health priorities within ICS structure [C]	<b>Jan-June 2023</b> Launch of Rough Sleeping Data Framework June 2023. [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

## Affordable housing supply via private rented sector to homeless households-

Homelessness reduction and prevention via affordable and secure PRS tenancies

<b>July-Dec 2022</b> Delivery of RSAP (phase 2) [G]	<b>Jan-June 2023</b> Bidding for and/or allocating Capital Projects: Single Homelessness Accommodation Programme, Local Authority Housing	<b>July-Dec 2023</b> Continued delivery of Capital Projects, overseen by new Principal role. [G]	<b>Jan-June 2024</b> Not applicable
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	Fund, Homeless Families Leasing. [G]		
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## Affordable housing supply via housing providers to homeless households-

Homelessness reduction and prevention via affordable and secure social tenancies

<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Building on Domestic Abuse Protocol to develop an all-encompassing OOB Protocol [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Continued support to GMHP Homelessness and Domestic Abuse sub-Groups. [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

**Homelessness prevention-** Activity to prevent homelessness and provide a framework for homelessness prevention

<b>July-Dec 2022</b> Programme delivery of Youth Homelessness Prevention Pathfinder [G]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Annual review of GM Homelessness Prevention Strategy [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Develop case making for sustainable models in models of prevention across GM Programmes I.e. Pathfinder, GMHF,	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

	Changing Futures etc. [G]		
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## **Strategic Priority A2: Making a positive difference to the lives of private tenants**

### **Desired outcomes: improving conditions and more secure tenancies in the private rented sector**

#### **Lead: GMCA Planning and Housing Team**

We need to work together to drive up standards at the bottom end of the private rented sector (PRS), encouraging local authorities to use their enforcement and licensing powers up to their legal limits, not least to ensure safety of residents in the sector. Where tenants are in receipt of Local Housing Allowance, the private rented sector is arguably operating in the absence of social housing, but without most of the access to additional support and regulatory safeguards and security of tenure a social tenant can expect to enjoy.

Resources available to tackle enforcement work in local authorities are stretched, and a recent independent review found the national regulatory framework 'confused and contradictory'. We need to find ways to address the lack of capacity available to enforce and raise standards in the private sector as it grows, especially in light of the extended definition of houses in multiple occupation expands local authorities' role. Housing providers can make a significant contribution, such as One Manchester and Arawak Walton, working with local authorities on a neighbourhood basis, and we are working with Greater Manchester Housing Providers to explore potential to apply those models more broadly.

Given the scale of the sector, it is important that we do all we can to encourage greater and more effective self-regulation for the remainder of the market. We will work with the national and regional professional landlord and lettings agency bodies to help them deliver high quality market lettings, and bring forward plans for a Greater Manchester good landlord scheme. But we will also adopt more collaborative approaches to actively deal with rogue landlords and agents who are seriously or persistently failing in their responsibilities to tenants.

We need to help tenants have the confidence and knowledge to do that, and to make their individual and collective voices heard without the threat of retaliatory eviction.

There are opportunities arising from the work of Fair Housing Futures to explore new models and interventions in the sector to transform tenants' experience, and the proposed expansion in the coverage of the 'ethical lettings agency' model on a more structured basis across the city region.

These varying approaches reflect the diversity of the private rented sector, and we will explore the benefits of establishing a partnership body to bring key stakeholders together at a Greater Manchester level to ensure progress is made and good practice shared across the city region.

### **Making the case to Government**

- Utilise the PRS Renters Reform Bill to seek progress on our PRS priorities
- More ambitious interventions in the PRS, moving away from piecemeal national changes to a more strategic approach.
- A full, national register of PRS homes and landlords, with the opportunity to pilot the Rugg Review proposal for 'property MOTs' for PRS homes
- Seek devolved powers to designate areas for selective landlord licensing, arguing for Scottish models of security of tenure
- Lobby for greater resources to enforce and raise standards in the private sector.
- Greater influence over the welfare system, including piloting the linking of payments of Housing Benefit/housing element of Universal Credit to the condition of properties, especially given COVID-19 impacts.
- Additional powers for local authorities to intervene, especially where the safety and security of our residents is at risk from the effects of poor housing or rogue landlords, or where we can see ways to remove barriers to delivering the new homes we need.

### **Progress**

- Good Landlord Scheme trainees recruited. Other projects in train
- Good Landlord Charter Coordinating Group convened

- GM awarded £2.14 million to improve recruit new enforcement officers and increase the use of civil penalties
- GM tenant and landlord survey commissioned

### **Challenges**

- Rents still rising after record increases in 2022
- LHA frozen at 202 levels
- Demand particularly outstripping supply in some markets (e.g. student housing)
- Enforcement capacity across GM

### **Partnerships**

- GMCA/NHS GM/GMHP
- PRS Partnership

### **Data**

- Supporting research for Good Landlord Scheme development

## Actions

Key- [R]= Stalled, [A]= Delayed, [G]= Met/on track, [C] = Complete

**GM Private Rented Sector Partnership-** Bring stakeholders together to devise solutions to challenges faced by tenants, landlords and the sector as a whole

<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Good Landlord Charter Coordinating Group convened and research initiated [G]	<b>July-Dec 2023</b>	<b>Jan-June 2024</b> Not applicable
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**Good Landlord Scheme [GLS]-** To encourage and support landlords to provide a safe, decent and secure home to their tenants

<b>July-Dec 2022</b> Good Landlord Scheme projects in process [G]	<b>Jan-June 2023</b> Recruitment of Good Landlord Scheme trainees and start of apprenticeship [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
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**Rogue Landlord Hub-** Consistent, coordinated approach to enforcement of standards in the PRS across GM by districts and key partner agencies, including targeted interventions against rogue landlords

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Award of new Local Enforcement Pathfinder funding to increase formal housing standards enforcement across GM councils [G]	Determination and recruitment of new officers to support increased formal housing standards enforcement [G]	Not applicable	Not applicable

**Ethical Lettings Agency-** By 2024 bring additional 800 units in the private sector to applicants who are homeless, threatened with homelessness or on social housing registers

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Work with ELA on Growth Strategy to continue to offer constructive solutions to applicants ineligible for social housing [A]	Review and agree forward strategy and business plan for Let Us to 2025 [G]	Review and agree forward strategy and business plan for Let Us to 2025 [G]	Not applicable
Currently behind initial acquisitions target [A]	Not applicable	Not applicable	Not applicable

**Place-based intervention-** GMHP bringing forward place-based investment in neighbourhoods with high risk PRS markets in partnership with districts

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Establish task and finish group to agree further GMHP work on PRS [C]	GMHP PRS task and finish group report to be delivered [G]	Not applicable	Not applicable

## **Strategic Priority A3: Developing Healthy Homes Services to support vulnerable households**

**Desired outcomes: enabling residents to live independently in their homes for longer**

**Lead: GM NHS Integrated Care**

The right home helps us to live happier, healthier, more independent lives for longer than would otherwise be possible. The health of older people, children, disabled people and people with long-term illnesses is at a greater risk from poor housing conditions. The Covid-19 pandemic highlighted that variable quality of homes is a driver of health inequalities, with those living in poverty more likely to live in poorer housing, unstable housing circumstances or lack accommodation altogether. Unsanitary and unhealthy living conditions are a major long-term contributor to chronic health conditions, and lack of suitable supported or temporary accommodation prevents timely discharge of people otherwise ready to leave hospital. Unsuitable homes can be dangerous for residents in need of support, poor heating can lead to illness in winter, and vulnerable or older residents in need of support are prone to injury and preventable hospital admission.

Since 2017, the GM Housing & Health work programme has worked to make the most of our unique opportunity as a devolved Health and Social Care system to truly embed the role of housing in joined up action on improving health. Committed to furthering Greater Manchester's pioneering work on health and social care integration, we will work to champion the role of housing and promote investment such services through the integrated commissioning system under the auspices of GM NHS Integrated Care. We will use these opportunities to influence development of new housing and communities with the right physical, social and green infrastructure that promote healthy lifestyles and more specialist accommodation for those who require it (see Strategic Priority B3), and to use the housing sector's workforce as key agents of behaviour change.

Ensuring our existing housing stock is suitable, accessible and fit for the future is integral to improving and maintaining our population's health. Research tells us that older households living in non-decent homes with at least one member with a long-

term illness or disability are found in greatest numbers in owner occupation. We need to find ways to ensure more of our homes across all tenures are energy efficient and comfortable to occupy if we are to maintain independence and improve quality of life of older households.

We see the potential for 'Healthy Housing Services', a reimagined version of the familiar home improvement agency or care & repair model, as being the potential key mechanism to bring together and develop the services and support available to vulnerable households in all tenures. This should be part of the responsive, integrated delivery of services for households whose home is adding to the daily challenges they face, but where often relatively minor interventions can make a major difference to their wellbeing and independence.

### **Making the case to Government**

- Campaign for neighbourhood renewal investment on a business case based on the costs of poor housing in terms of health and social care, to provide the tools, capacity and sources of funding to directly intervene in raising standards of homes across all tenures.
- Use Comprehensive Spending Review and other routes to make the case for urgently dealing with unsuitable, inaccessible and/or unhealthy homes in the context of the widening health inequalities, the impact of the pandemic, domestic retrofit, and the findings of the Good Home Inquiry.
- GMCA response submitted to Government consultation on raising accessibility standards for new homes

### **Progress**

- Consultancy support to develop Healthy Homes Services complete.
- Tripartite Partnership between GMHP, NHS GM and GMCA prioritising this area of work
- Future delivery of Healthy Homes considered within prioritisation of wider Housing and Health Programme

## **Challenges**

- Limited capital resource available to improve poor quality private sector homes
- Limited capacity within GM programme to progress key activity

## **Partnerships**

- Tripartite Partnership: GM Housing Providers, NHS GM and GMCA.
- GM Ageing Hub Housing, Planning & Ageing Group

## **Data**

- Evidenced baseline of GM housing stock completed and disseminated
- Evidence gathering on damp and mould prevalence

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## Actions

Key- [R]= Stalled, [A]= Delayed, [G]= Met/on track, [C] = Complete

**Business case for neighbourhood renewal-** Capture the impact of housing improvements on health and wellbeing

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Identify routes through TPA lobbying to build the case for financial investment in neighbourhood renewal approaches [G]	Not applicable	Not applicable	Not applicable

### Action on damp and mould in rented housing

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Initial submissions of information on damp and mould by GMCA, GMHP and NHS GM to DLUHC/ coroner [C]	Development and implementation of Tripartite response on damp and mould, including GMHP action plan, social housing quality funding and NHS primary care work [G]	Deployment of social housing quality funding [G]	Not applicable

**Develop baseline model proposal for Healthy Homes services across all**

**localities-** To support vulnerable households and improve their health and wellbeing

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Dissemination of outputs from Healthy Homes consultancy support Develop action plan to deliver baseline service recommendations [C]	Development of workplan to move towards consistent advice and information on healthy homes services across GM LAs [G]	Development of advice and information resources with Practitioners' group, aligned to other GM workstreams [G]	Not applicable

**Support localities to establish baseline services [where required]-** To ensure consistent service provision across 10 localities

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Develop action plan to support transition plans [C]	Explore funding/ resourcing options to progress work with localities to develop towards baseline service delivery [G]	Not applicable	Not applicable

**Review and implement policy changes required to deliver Healthy Homes baseline services-** Ensure policies in relation to private sector capital spend are consistent and flexible

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Agreement from localities through arc4 work on policy changes required for baseline delivery [C]	Explore funding/ resourcing options to progress work with localities to implement policy changes required [G]	Not applicable	Not applicable

**Delivery of NHS GM warm homes investment pilot-** Pilot to improve homes and also improve the evidence base on effectiveness of housing interventions on health conditions and access to health related services.

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Roll out of warm homes interventions. Establish evaluation requirements and tender [C]	Continued delivery of warm homes interventions [G] Completion of evaluation [G]	Outputs of evaluation to be shared [G]	Not applicable

## **Strategic Priority A4: Improving access to social housing for those who need it**

**Desired outcomes: deliver at least 50,000 additional affordable homes by 2037**

**Lead: GM Strategic Housing Group**

The social housing sector in Greater Manchester has been reducing in size for decades – falling from over 330,000 at the 1981 Census to around 245,000 now. 95,000 social rented homes have been purchased through Right to Buy, many subsequently finding their way into the private rented sector. As the sector has become less dominant, the role it has played in the overall housing market has evolved. Combined with the well documented growth in older households over the next few decades, there are powerful practical drivers for a greater level of integration between social housing providers and the health and social care system. In Greater Manchester, with devolution around health and social care, we should be able to adopt a more strategic approach to the commissioning of new social housing, and particularly supported housing.

As social housing becomes an increasingly scarce resource, the systems used to allocate the homes that become available require additional scrutiny to ensure they are fair and effective. Research into the allocation policies and processes operating around Greater Manchester will help to inform that debate, particularly as Universal Credit rolls out and adds to the impact of other welfare changes (including benefit caps, under-occupancy penalty (bedroom tax), and lower housing benefit payments for under 35-year-olds). Building and managing allocations processes to deal fairly with a complex mix of people with varied needs is a huge challenge for local authorities and housing providers alike. We will explore the benefits of a coordinated Greater Manchester housing allocations framework as one way to improve the accessibility and availability of social housing.

The reintroduction of a CPI+1% rent formula from 2020 potentially allows housing providers greater financial scope. But welfare reforms mean that tenants on Housing Benefit/Universal Credit will increasingly be expected to find a proportion of rent from the rest of their household budget. The development of the Greater Manchester

Housing Providers group, combined with devolved powers in areas such as health and social care and city region wide approaches to homelessness prevention and rough sleeping, offers the potential for more strategic and collaborative responses. The consensus about the central importance of social housing within the broader housing system will continue to drive innovation and good practice, including work to overcome the barriers to delivery of new social housing (see Strategic Priority B2).

### **Making the case to Government**

- Lobbying for access to stable devolved funding to allow a strategic programme of investment and innovation in new supported housing, housing for older people and associated support services, building on the successes of GM's Housing Investment Loan Fund.
- Lobbying for specific additional and ringfenced Adult Social Care revenue budget for supported housing and housing related support to allow for market certainty and longer term commissioning relationships
- Continue to make the case for increasing the supply of social housing. GMCA is committed to finding ways through a problematic legislative and financial environment to maximise the delivery of social housing. We will work with housing providers, local authorities, Homes England and government to maximise investment in new social housing.
- Continue to campaign to scrap the Government's Right to Buy policy in Greater Manchester. As a minimum seek to pilot a different model with control over discounts to guarantee one-for-one replacement of social rented homes, preventing former RTB properties being privately rented and protecting new build via Housing Revenue Account borrowing from future RTB.

### **Progress**

- Care leaver housing access research underway with support from GMHP
- AHP Strategic Partnership allocations announced
- GMHP Homeless Prevention Strategy framework development

## Challenges

- Continued loss of social housing and financial resources through Right to Buy
- Diverse control of systems makes change difficult to achieve
- Additional pressure in system from COVID-19 impacts

## Partnerships

- Tripartite Agreement: GM Housing Providers, NHS GM and GMCA.

## Data

- Gathering evidence of experiences of different groups in the allocations system

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## Actions

Key- [R]= Stalled, [A]= Delayed, [G]= Met/on track, [C] = Complete

**Establish task and finish group of key partners to develop action plan, including exploration of coordination of district allocation policies-** Bring working group together to devise solutions for testing and consultation with stakeholders

<b>July-Dec 2022</b> Support consultation on care leavers' housing access [G]	<b>Jan-June 2023</b> Support consultation on care leavers' housing access [G] Produce consultation report with recommendations for housing access on care leavers [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Develop steering group on housing access for those with a mental health need- subject to Experts by Experience capacity [A]	<b>Jan-June 2023</b> Develop steering group on housing access for those with a mental health need- subject to Experts by Experience capacity [A]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Develop GM Allocations Network to support delivery GMCA /GMHP Homelessness Prevention Strategy priorities [C]	<b>Jan-June 2023</b> Explore potential areas of consistency for framework for allocations with Allocations Network [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Engagement with GMHP around co-operation and	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

nominations with LAs [G]			
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**Develop better understanding of current and future need for social housing to help direct commissioning-** Ensure evidence base in GM SHMA, supported housing census, etc. is maintained and updated to inform policy and decision-making, and to aid delivery of localities' supported housing strategies

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Localities developing evidence based supported housing plans, strategies and / or Market Position Statements. At varying degrees of completion. [G] Review delivery of 10% of AHP earmarked for supported housing [G]	Develop detailed Tripartite Supported Housing action plan to build upon evidence base and strategies already in place to influence commissioning. [G] Review resourcing and capacity throughout the system to progress supported housing activity [G]	Not applicable	Not applicable

**Improve supply and accessibility of high quality temporary accommodation for households in priority need-** Find routes to raise quality and quantum of temporary accommodation available to districts

<b>July-Dec 2022</b> Target social investment to support TA supply and affordable housing [G]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Support LAs to develop joint commissioning capability for TA [G]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

## **Strategic Priority A5: Identifying pathways to volume domestic retrofit and reducing fuel poverty**

**Desired outcomes: residential sector makes full contribution to Greater Manchester becoming a carbon neutral city region by 2038**

**Lead: GMCA Environment Team**

We need a clear multi-tenure approach to retrofit and improving the energy performance of our existing homes. The Decent Homes Standard and longstanding investment by housing providers has raised the bar in the social housing sector, and the proposed review of Decent Homes Standard and extension to the private rented sector is likely to further drive efforts to reduce fuel poverty and carbon emissions. With the Greater Manchester Low Carbon Hub and Mayoral Retrofit Task Force, we will explore and exploit any levers at our disposal to raise the standards in all private homes and integrate fuel poverty into our wider work with private landlords and owner occupiers.

We published a Five-Year Environment Plan for Greater Manchester in 2019. This sets out our aim for a carbon neutral city region by 2038 and a set of urgent actions over the next five years – for residents, businesses, and other organisations (including the public sector) – to put us on a pathway to achieving that longer term aim. A key part of this plan is a step-change in improving the energy efficiency of Greater Manchester's homes and buildings.

We're clear that our challenging targets will only be delivered through the alignment of sustained proactive national policy and a prioritised Greater Manchester programme to generate and apply resources to maximum effect. We will need to find or develop new tools if the required investment in energy efficiency of both new and existing homes is to be achieved. The health, poverty and productivity impacts of inefficient stock need to be addressed, and our existing building stock will remain our most significant challenge.

Identifying cost effective pathways for the domestic retrofit of energy efficiency and low carbon heating systems to our existing homes as part of a coherent whole systems approach is essential to support Greater Manchester's long term

decarbonisation targets. Modelling for our 5-Year Environment Plan shows the scale of the challenge, with on average 61,000 of our existing residential properties needing to be retrofitted each year between now and 2040 if we are to achieve our aims for carbon neutrality. Local energy generation will also be an important part of that approach. We're developing innovative finance and delivery mechanisms to retrofit homes, making them more energy efficient and reducing carbon emissions and fuel bills for residents in Greater Manchester. This includes exploring different models including modular retrofit of existing stock.

### **Making the case to Government**

- Our challenging targets can only be achieved through a combination of sustained proactive national policy and aligned priorities and resources from Greater Manchester. New mechanisms to balance up-front investments in energy efficiency with the rewards of increasing comfort are needed in both new build and existing home and building refurbishment activities if the ill health, poverty and productivity impacts of inefficient stock are to be addressed
- Make case for retrofit as a national infrastructure priority to open up potential of long-term investment models

### **Progress**

- Successful audit of Green Homes Grant (GHG) Local Authority Delivery Schemes (LADS)
- Ongoing delivery of £19m Social Housing Decarbonisation Fund (SHDF) Wave 1 programme
- GM £97m bid (including ~£40m grant) for SHDF Wave 2.1 submitted
- 'Your Home Better' retrofit and Solar PV offer ongoing
- Green Finance Institute (GFI) partnership established to accelerate green finance initiatives for retrofit

## **Challenges**

- Absence of mainstream, long term grant funding to provide strategic direction for residential retrofit
- Installer capacity and competency to deliver the volume of measures by the funding deadlines

## **Partnerships**

- GM Green City Region Partnership
- GM Low Carbon Buildings Challenge Group
- Retrofit Taskforce

## **Data**

- Census data starting to emerge
- Evidenced baseline of GM housing stock completed and disseminated

## Actions

Key- [R]= Stalled, [A]= Delayed, [G]= Met/on track, [C] = Complete

### Improving understanding of condition and challenges of GM housing stock and opportunities for early progress and innovation

<b>July-Dec 2022</b> Explore options for update to the housing stock modelling data [C]	<b>Jan-June 2023</b> Commission update to the housing stock modelling data [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
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### Provide clear strategic and governance framework to take retrofit agenda forward in GM

<b>July-Dec 2022</b> Delivery of Your Home Better offer [C]	<b>Jan-June 2023</b> Continued delivery of Your Home Better [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Commission Strategic outline case to implement delivery of LAEP outcomes [C]	<b>Jan-June 2023</b> Delivery of LAEP Strategic Outline Business Case [G]	<b>July-Dec 2023</b> Implementation of LAEP Strategic Outline business Case recommendations [G]	<b>Jan-June 2024</b> Not applicable

### Identify and pilot scalable finance and delivery mechanisms to retrofit homes

<b>July-Dec 2022</b> Establishing Green Finance Institute partnership to accelerate green finance initiatives for retrofit (incl. GM Green Mortgage) [C]	<b>Jan-June 2023</b> Continued relationship with GFI to explore finance initiatives [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Your Home Better finance offer launched with Credit Unions [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

### Identify and explore local levers to achieve further progress

<b>July-Dec 2022</b> Identify and potentially launch Solar PV offer [C]	<b>Jan-June 2023</b> Your Home Better solar offer marketed [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Launch of heat pump offer [C]	<b>Jan-June 2023</b> Continued marketing of heat pump offer [G] MoU with Daikin EU committing GM as innovation test bed for low carbon heating solutions [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

**Encourage and support the expansion and reskilling of the construction and retrofit sector and associated supply chain**

<b>July-Dec 2022</b> Evaluation of skills funding programmes and potential re-development of funding [C]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Green Skills Academy launched [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Daikin EU MoU committing to upskilling GM installer base [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

**Access Government funding for retrofit programmes**

<b>July-Dec 2022</b> Delivery of SHDF Wave 1 retrofit programme [G]	<b>Jan-June 2023</b> Delivery of SHDF Wave 1 retrofit programme [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> GM-led SHDF Wave 2.1 bid and submission [C]	<b>Jan-June 2023</b> Potential delivery of SHDF Wave 2.1 retrofit programme [G]	<b>July-Dec 2023</b> Potential delivery of SHDF Wave 2.1 retrofit programme [G]	<b>Jan-June 2024</b> Potential delivery of SHDF Wave 2.1 retrofit programme [G]
<b>July-Dec 2022</b> Delivery of GHG LADS Phase 1B [G]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Delivery of GHG LADS Phase 2 [G]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

## **Strategic Priority B1: New models of housing delivery**

**Desired outcomes: delivery of new homes outlined in Places for Everyone and Stockport Local Plan, including up to 10,000 units from the Greater Manchester Housing Investment Loan Fund; Greater Manchester to be a centre of modern building practices and techniques, and a pioneer of models of community-led housing**

**Lead: GMCA Delivery Team**

There is a growing diversity in the means of housing delivery in Greater Manchester. The GMCA-managed GM Housing Investment Loan Fund provides a £300 million revolving pot to support private sector-led development of new homes. It has invested alongside ten housing providers in a new joint delivery vehicle, intended to build 500 new homes per year, part of GM Housing Providers' collective commitment to deliver 18,000 new homes over the next five years. We are also utilising our Brownfield Housing Fund to unlock brownfield sites for development across the city-region as well as maximising the potential of modern methods of construction. There has also been significant delivery of new homes for long term management as private rented properties, backed by financial institutional investment.

We will explore options to aid delivery of the homes we need, including through a closer and stronger relationship with Homes England as the arm of Government charged with 'making homes happen'. This will include the use of devolved powers such as establishing Mayoral Development Corporations, the potential for a Greater Manchester direct delivery vehicle, and One Public Estate work to deliver housing on public land. Greater Manchester is committed to finding ways through a problematic legislative and financial environment to maximise the delivery of social housing.

We need to work with the construction sector and education and skills providers to deal with evident skills gaps, and with key developing partners to use the power of their supply chains to encourage skills development and retention within the industry, for new build and maintenance and retrofit of existing homes. Our Local Industrial Strategy points to the potential for Greater Manchester to be a centre for new manufacturing technologies, helping minimise inefficiencies and delays that affect on-site construction, and raising the carbon and energy performance of homes. This could change perceptions of construction careers, and help diversify the sector's

workforce. Supply chains located in Greater Manchester will capture economic benefit from housing growth.

We will explore alternative models of community ownership of housing. Community-led housing can promote community resilience and cohesion, tackle loneliness, provide affordable accommodation and give residents of all ages real influence over their homes. We will work with partners to provide support and guidance for groups, including help to seek grant and loan funding. Our goal is to institute a permanent Community-Led Housing Hub, to facilitate community-led housing across Greater Manchester.

### **Making the case to Government**

- Seek flexible resources to bring forward new housing land and development to meet local needs and demand, tying together the Housing Infrastructure Fund, Shared Ownership and Affordable Homes Programme, and loan/investment funding at a Greater Manchester scale to ensure strategic approach to a pipeline of residential land and development, better tied to development of necessary infrastructure.
- Through the Levelling Up White Paper, Local Industrial Strategy and Comprehensive Spending Review, make the case for a partnership with Government to achieve better alignment of education, training and employment activity in Greater Manchester, including for the construction sector.

### **Progress**

- Allocated £27m Brownfield Housing Fund Tranche 3 monies
- Hive Homes Joint Venture with GM Housing Providers first units sold
- Places for Everyone Examination in Public ongoing
- Growth Locations work programme ongoing

## **Challenges**

- Delivery capacity
- Operational impact of price rises on supply chain and delivery
- Changes to government planning policy- decisions awaited

## **Partnerships**

- GM Housing Providers Group and Tripartite Agreement
- GMCA/Homes England Partnership
- Community-led Housing Hub

## **Data**

- Census data starting to emerge
- Wider piloting of site analytics

## Actions

Key- [R]= Stalled, [A]= Delayed, [G]= Met/on track, [C] = Complete

### Help to ensure supply of sufficient appropriate sites for the delivery of new homes from 2021 – 2037

<b>July-Dec 2022</b> Examination in Public of Places for Everyone [G]	<b>Jan-June 2023</b> Examination in Public of Places for Everyone [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Consultation on Stockport Local Plan [C]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Stockport Local Plan Regulation 19 consultation [G]	<b>Jan-June 2024</b> Not applicable

**Establish a GM community-led housing hub-** To support the development of co-operative and other community-based housing projects to deliver new homes

<b>July-Dec 2022</b> GM Community-Led Housing Hub established as Community Benefit Society, and secured funding to continue its work [C]	<b>Jan-June 2023</b> Management services offered to community-led housing groups [G]	<b>July-Dec 2023</b> Provide support to established groups to ensure they remain strong and viable [G]	<b>Jan-June 2024</b> Develop new forms of community-led housing [G]
<b>July-Dec 2022</b> Not applicable	<b>Jan-June 2023</b> Enhance community group relationships with partners [G]	<b>July-Dec 2023</b> Explore becoming a Registered Provider to expand the offer	<b>Jan-June 2024</b> Not applicable

**Work with partners to find new delivery models and sources of investment-**

Including the joint venture with GM Housing Providers, better use of public sector assets, provision of finance from the GM Housing Investment Loan Fund and supporting the contribution of smaller house builders

<p><b>July-Dec 2022</b></p> <p>Growth locations – bringing together options for new models to support long term strategic development of key locations around GM, including routes to bringing land to market and development [G]</p>	<p><b>Jan-June 2023</b></p> <p>Growth locations – bringing together options for new models to support long term strategic development of key locations around GM, including routes to bringing land to market and development [G]</p>	<p><b>July-Dec 2023</b></p> <p>Pipeline of available public land developed, considering outcomes of Place for Everyone [G]</p>	<p><b>Jan-June 2024</b></p> <p>Not applicable</p>
<p><b>July-Dec 2022</b></p> <p>Hive Homes – first units completed and on sale, contracting the first Brownfield sites [C]</p>	<p><b>Jan-June 2023</b></p> <p>Continued delivery of Hive Homes schemes [G]</p>	<p><b>July-Dec 2023</b></p> <p>Pipeline of available public land developed, considering outcomes of Place for Everyone [G]</p>	<p><b>Jan-June 2024</b></p> <p>Not applicable</p>
<p><b>July-Dec 2022</b></p> <p>Chester House: progress to JV to bring forward opportunity on key GMCA-owned brownfield site [C]</p>	<p><b>Jan-June 2023</b></p> <p>Development partner on Chester House site appointed [G]</p>	<p><b>July-Dec 2023</b></p> <p>Pipeline of available public land developed, considering outcomes of Place for Everyone [G]</p>	<p><b>Jan-June 2024</b></p> <p>Not applicable</p>
<p><b>July-Dec 2022</b></p> <p>Continue to develop land supply opportunities with</p>	<p><b>Jan-June 2023</b></p> <p>Conversations and opportunities explored as part of ongoing meetings and sourcing</p>	<p><b>July-Dec 2023</b></p> <p>Pipeline of available public land developed, considering outcomes</p>	<p><b>Jan-June 2024</b></p> <p>Not applicable</p>

public service partners [C]	of available public land [G]	of Place for Everyone [G]	
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**Encourage and support the shift to modern methods of construction (MMC), increased innovation, and the expansion and reskilling of the construction sector and supply chain-** To raise productivity and the quality and pace of delivery of new homes, and to assist in achieving our target that all new buildings in GM will be net zero carbon by 2028

<p><b>July-Dec 2022</b> Offsite Alliance undertaking business planning, including identification and selection of methods to use in future delivery phases [C]</p>	<p><b>Jan-June 2023</b> Establishing TANZ Best Practice and Innovation Working Group to learn from national innovation on net zero and Homes England MMC scheme targets [G]</p>	<p><b>July-Dec 2023</b> Identify funding sources and formally establish OPC</p>	<p><b>Jan-June 2024</b> Identify funding sources and formally establish OPC</p>
<p><b>July-Dec 2022</b> Developing Off-Site Performance Centre concept and business plan with OSHA, University of Salford and other potential partners [C]</p>	<p><b>Jan-June 2023</b> Establishing TANZ Best Practice and Innovation Working Group to learn from national innovation on net zero and Homes England MMC scheme targets [G]</p>	<p><b>July-Dec 2023</b> Identify funding sources and formally establish OPC</p>	<p><b>Jan-June 2024</b> Identify funding sources and formally establish OPC</p>

## **Strategic Priority B2: Investing in truly affordable housing**

**Desired outcomes: set out a Greater Manchester approach to affordability; deliver at least 50,000 additional affordable homes by 2037, with at least 30,000 for social or affordable rent**

**Lead: GMCA Delivery Team**

There are several different groups of households under particular pressure to meet the cost of their homes. Through our supply of new homes we should be providing better choices to ease those pressures. That should include adding to the stock of social rented housing to reverse the losses from Right to Buy. There is a need to develop more supported housing to provide more effective routes away from homelessness, and for a range of others whose needs are currently being inadequately met in mainstream housing, or in expensive and inflexible institutional settings. We should also explore new models that help households to access home ownership in a way they can afford and sustain, or providing homes of all tenures better matched to the need of older households who are currently living in homes which present a risk to their wellbeing and continued independence.

We know the cost of housing can be a challenge to different cohorts within the housing system across Greater Manchester - including those needing access to social rent or trying to maintain a tenancy as welfare rules are squeezed, private renters sharing and saving as prospective first time buyers looking for routes into home ownership, people in unstable employment in any tenure, older owner occupiers without the resources to maintain a decaying property, and people living in overcrowded properties because they cannot afford or access a home large enough to meet their needs. This is coupled together with the barriers and constraints to the delivery and supply of affordable housing.

We will set out our approach to increasing the delivery of truly affordable housing in Greater Manchester, to help us in our work to deliver homes and a housing market that is truly affordable to all our residents and which supports our ambitions for a net zero city region by 2038.

## **Making the case to Government**

- Seek flexible resources to bring forward new housing land and development to meet local needs and demand, tying together the Government capital grant and loan/investment funding at a Greater Manchester scale to ensure strategic approach to a pipeline of residential land and development, better tied to development of necessary infrastructure.
- Continue to make the case for a devolved strategic partnership arrangement with Homes England to fairly allocate housing investment and give Greater Manchester local control of funding to accelerate the delivery of new homes to meet our housing needs.
- Lobby for the freedom to develop a strategic approach to developer obligations and viability issues that fits within the Greater Manchester market.

## **Progress**

- GM Delivery Team in place with capacity to support districts
- GMCA-Homes England Strategic Place Partnership Business Plan being developed
- Truly Affordable Net Zero Homes (TANZ) Task Force implementation plan agreed

## **Challenges**

- Restricted availability of selected Homes England programmes in parts of Greater Manchester
- Right to Buy disincentive to invest in new supply
- Resourcing of zero-carbon homes

## **Partnerships**

- GM Housing Providers Group and Tripartite Agreement
- GMCA/Homes England Partnership

## Data

- Bringing together information on potential future delivery pipeline of social and affordable homes to identify potential gaps in delivery

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## Actions

Key- [R]= Stalled, [A]= Delayed, [G]= Met/on track, [C] = Complete

### Relationships with Homes England and NHS GM to lever investment to progress 50,000 additional affordable homes by 2038 including 30,000 TANZ homes

<p><b>July-Dec 2022</b> Commence work to co-produce detailed TANZ implementation plan, as part of plans for delivery of 50,000 affordable homes by 2038 [C]</p>	<p><b>Jan-June 2023</b> TANZ Implementation Plan forward plan development [G]</p>	<p><b>July-Dec 2023</b> Not applicable</p>	<p><b>Jan-June 2024</b> Not applicable</p>
<p><b>July-Dec 2022</b> Work completed with HE to better understand barriers to delivery of the forward pipeline and identify how best to go beyond business as usual delivery [C]</p>	<p><b>Jan-June 2023</b> TANZ Monitoring and other working groups developed [G]</p>	<p><b>July-Dec 2023</b> Not applicable</p>	<p><b>Jan-June 2024</b> Not applicable</p>
<p><b>July-Dec 2022</b> First TANZ Task Force meeting [C]</p>	<p><b>Jan-June 2023</b> Not applicable</p>	<p><b>July-Dec 2023</b> Not applicable</p>	<p><b>Jan-June 2024</b> Not applicable</p>

**Develop a clearer, more consistent and systematic approach to capturing and recycling value generated by market development in the form of additional affordable housing & other community benefits**

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Brownfield Housing Fund projects include clawback and overage mechanisms to recycle excess profits back into affordable housing delivery. [G]	Brownfield Housing Fund projects include clawback and overage mechanisms to recycle excess profits back into affordable housing delivery. [G]	Brownfield Housing Fund projects include clawback and overage mechanisms to recycle excess profits back into affordable housing delivery. [G]	Not applicable

**Find routes to invest in provision of additional affordable housing, including for social rent-** To reduce LAs' reliance on expensive and often poor quality temporary accommodation, and to provide stable, high quality homes for GM residents unable to access decent market housing, and meet PfE commitment to delivery

<b>July-Dec 2022</b>	<b>Jan-June 2023</b>	<b>July-Dec 2023</b>	<b>Jan-June 2024</b>
Affordable housing research testing approaches to ensure planning have early visibility of social housing pipeline to proceed with applications in a timely manner [C]	Affordable housing research findings embedded in TANZ Implementation Plan [G]	Not applicable	Not applicable

## **Strategic Priority B3: Increasing choices in the housing market for Greater Manchester households**

**Desired outcomes: delivery of new homes outlined in Places for Everyone and Stockport Local Plan, including up to 10,000 units from the Greater Manchester Housing Investment Loan Fund; deliver at least 50,000 additional affordable homes by 2037**

**Lead: GMCA Delivery Team**

Given the mismatch between our existing housing stock and our future needs, new homes must help us to offer broader choices to our residents, in a variety of ways. The Mayor's Town Centre Challenge has focused attention and brought different stakeholders and communities together to plot a new future for town centres across Greater Manchester. Increased town centre living is a common theme - and we need to think about how we make town and district centres attractive places to live. Using brownfield sites in and beyond town centres for housing is a vital part of the Places for Everyone strategy. Brownfield sites are within the grain of existing communities, so are often ideal locations for new homes to meet the needs and aspirations of those communities. We need to find the right tools and funding models to make that happen including support for smaller, local developers who are often well placed to identify and deliver these opportunities. Some sites will pose significant challenges to make them financially viable and will need public sector intervention and investment.

The need to explore diverse housing options for our ageing population means we need new homes to provide options for older households thinking about 'rightsizing' as a means to live independently for longer. New homes need to be more adaptable, and designed with potential care needs in mind. Places for Everyone specifies that all new dwellings must be built to the 'accessible and adaptable' standard, so homes can respond to the changing needs of residents. More broadly, we need to develop a more strategic approach to market provision and public sector commissioning of housing suitable for a range of groups with distinctive housing needs currently not being fully met. Recognising the challenge many Greater Manchester households face in accessing the homes they aspire to in the current market, we need to develop

alternative models and pathways which will assist key groups to achieve secure, high quality homes (see Strategic Priority A3).

### **Making the case to Government**

- Seek flexible resources to bring forward new housing land and development to meet local needs and demand, tying together the Government capital grant and loan/investment funding at a Greater Manchester scale to ensure strategic approach to a pipeline of residential land and development, better tied to development of necessary infrastructure.
- Continue to make the case for a devolved strategic partnership arrangement with Homes England to fairly allocate housing investment and give Greater Manchester local control of funding to accelerate the delivery of new homes to meet our housing needs.
- Developing and piloting new models to meet Greater Manchester households' aspirations in partnership with Homes England and Government.
- Joint lobbying / influencing with Social Care leaders on changes to supported housing policy and investment, including; change to the existing Homes England grant regime to allow for grant to be utilised for development of short term accommodation to facilitate discharge from acute settings; increased and ringfenced social care revenue and higher grant rates for supported housing development.

### **Progress**

- Allocated £27m Brownfield Housing Fund Tranche 3 monies
- Delivery of Tranche 1, 2 and 3 ongoing, with first completions achieved
- Government to consult on M4(2) higher accessibility standards for implementation through Building Regs

## **Challenges**

- Delivery capacity and availability of sites
- Operational impact of price rises on supply chain and delivery
- Delayed activity of Government Task Force for older people's housing

## **Partnerships**

- GM Housing Providers Group and Tripartite Partnership
- GM Ageing Hub Housing, Planning and Ageing Group
- Housing Solutions Group

## **Data**

- Census data starting to emerge
- Monitoring and identifying how to support delivery of small sites in PfE allocations

## Actions

Key- [R]= Stalled, [A]= Delayed, [G]= Met/on track, [C] = Complete

### Creating attractive new residential choices in and around our town centres

<p><b>July-Dec 2022</b></p> <p>Progress and develop Towns Fund bids. Utilise other funding (e.g. Brownfield Housing Fund, Levelling Up Fund, Resilience Innovation Fund) to support housing development in town centres [G]</p>	<p><b>Jan-June 2023</b></p> <p>Progress and develop Towns Fund bids. Utilise other funding (e.g. Brownfield Housing Fund, Levelling Up Fund, Resilience Innovation Fund) to support housing development in town centres [G]</p>	<p><b>July-Dec 2023</b></p> <p>Progress and develop Towns Fund bids. Utilise other funding (e.g. Brownfield Housing Fund, Levelling Up Fund, Resilience Innovation Fund) to support housing development in town centres [G]</p>	<p><b>Jan-June 2024</b></p> <p>Not applicable</p>
<p><b>July-Dec 2022</b></p> <p>Work with local partners to ensure strong bids submitted to expected future rounds of Levelling Up funding, including connection to Growth Locations strategies as appropriate [G]</p>	<p><b>Jan-June 2023</b></p> <p>Work with local partners to ensure strong bids submitted to expected future rounds of Levelling Up funding, including connection to Growth Locations strategies as appropriate [G]</p>	<p><b>July-Dec 2023</b></p> <p>Work with local partners to ensure strong bids submitted to expected future rounds of Levelling Up funding, including connection to Growth Locations strategies as appropriate [G]</p>	<p><b>Jan-June 2024</b></p> <p>Not applicable</p>

## Unlocking the potential of Greater Manchester’s brownfield land supply

<b>July-Dec 2022</b> Additional funding secured and administered from DLUHC for Brownfield Fund (£135m now secured) [C]	<b>Jan-June 2023</b> Continued delivery of Tranche 1-3 with completions on some sites [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Delivery starts on some Tranche 3 sites [C]	<b>Jan-June 2023</b> Seek further funding to enable Brownfield delivery [G]	<b>July-Dec 2023</b> Seek further funding to enable Brownfield delivery [G]	

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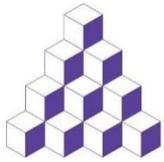
**Develop alternative models and pathways which will assist key groups to achieve secure, high quality homes-** Recognising the challenge many GM households face in accessing the homes they aspire to in the current market

<p><b>July-Dec 2022</b> Develop GM and locality response to ASC Reform White Paper funding opportunities to improve strategic relationship between housing and care and upscale offer of supported housing [C]</p>	<p><b>Jan-June 2023</b> Explore opportunities to build on existing offer through Tripartite Supported Housing Action Plan [G]</p>	<p><b>July-Dec 2023</b> Not applicable</p>	<p><b>Jan-June 2024</b> Not applicable</p>
<p><b>July-Dec 2022</b> Development of clear GM supported housing offer for commissioners [C]</p>	<p><b>Jan-June 2023</b> Not applicable</p>	<p><b>July-Dec 2023</b> Not applicable</p>	<p><b>Jan-June 2024</b> Not applicable</p>

**Growing options to meet future aspirations of older households-** Develop a more strategic approach to market provision or public sector commissioning of housing suitable for specific groups, including older households looking for better ‘rightsizing’ choices in their own communities or families with children in the private rented sector

<b>July-Dec 2022</b> MMU source initial funding to launch Design for Life Agency, as contribution to developing International Centre on Healthy Ageing [C]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Strategic discussions to understand barriers to supply and feasibility of Age Friendly Development Checklist [C]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Complete and disseminate learning from RightPlace prospectus [C]	<b>Jan-June 2023</b> Not applicable	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable
<b>July-Dec 2022</b> Working with local authorities on district, local and neighbourhood plans [G]	<b>Jan-June 2023</b> Working with local authorities on district, local and neighbourhood plans [G]	<b>July-Dec 2023</b> Not applicable	<b>Jan-June 2024</b> Not applicable

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## GM PLANNING AND HOUSING COMMISSION

Date: **21 MARCH 2023**

Subject: **GMCA DAMP AND MOULD UPDATE**

Report of: **STEVE RUMBELOW, GMCA PORTFOLIO LEAD CHIEF EXECUTIVE,  
PLACED-BASED REGENERATION AND HOUSING**

### Purpose of Report

This paper updates Members on GMCA correspondence with the Department for Levelling Up, Housing and Communities and their request for information about housing conditions in Greater Manchester, primarily assessing the damp and mould issues affecting privately rented properties including the prevalence of category 1 and 2 damp and mould hazards under the housing health and safety rating system (HHSRS). It also provides an update on the £14.9 million Social Housing Quality grant funding announced to GMCA on 25 January 2023 by the Levelling Up Secretary of State.

### Recommendations:

Members are requested to:

1. Note the contents of the report.

### Contact Officers

- Steve Fyfe: [steve.fyfe@greatermanchester-ca.gov.uk](mailto:steve.fyfe@greatermanchester-ca.gov.uk)
- Aisling McCourt: [aisling.mccourt@greatermanchester-ca.gov.uk](mailto:aisling.mccourt@greatermanchester-ca.gov.uk)

## **1. Introduction/Background**

- 1.1 The tragic death of Awaab Ishak in Rochdale needs to be a defining moment for the housing sector and has reinforced the need for action to improve housing conditions in the rented sector. As part of its programme to improve the quality of housing, government asked registered housing providers, local authorities and combined authorities to report on conditions in their social and private rented sectors. This note updates members on recent dialogue with Department of Levelling Up, Housing and Communities (DLUHC), namely the GMCA returns to the requests for information about housing conditions in Greater Manchester, primarily assessing the damp and mould issues affecting privately rented properties including the prevalence of category 1 and 2 damp and mould hazards under the housing health safety rating system (HHSRS). It also provides an update on the £14.9 million Social Housing Quality grant funding announced to GMCA on 25 January 2023 by the Levelling Up Secretary of State.

## **2. DLUHC requests for information**

- 2.1 Local and combined authorities were sent a direction letter by Michael Gove, Levelling Up Secretary of State on 19 November 2022<sup>1</sup>, requesting an early update on work to tackle the damp and mould issues. The letter asked authorities to review housing conditions in their area, reporting specifically on damp and mould issues. GMCA responded on 30 November 2022 outlining ongoing work to improve housing conditions particularly in the private rented sector. The GMCA letter is appended at Annex A.
- 2.2 This was followed up by DLUHC on 22 December 2022 with a more detailed request for information about housing standards in rented properties in England and an accompanying questionnaire for completion. The GMCA response submitted on 27 January 2023 is available at Annex B.

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1

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1118877/SoS\\_letter\\_to\\_local\\_authority\\_chief\\_executive\\_and\\_council\\_leaders.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1118877/SoS_letter_to_local_authority_chief_executive_and_council_leaders.pdf)

### **3. Social Housing Quality Funding**

- 3.1 On 25 January 2023, the Levelling Up Secretary of State, gave a speech to the Convention of the North around the quality of social housing<sup>2</sup> reaffirming the Levelling Up mission to improve the quality of every home. At the Convention he announced Government will allocate £30 million to Greater Manchester and the West Midlands for urgent decency work to tackle health hazards in social housing, particularly around damp and mould.
- 3.2 Dialogue with DLUHC since the announcement has confirmed GMCA and West Midlands Combined Authority will each receive £14.9 million grant funding.
- 3.3 DLUHC officers confirmed GMCA will retain discretion over how funding is allocated across the social housing stock in Greater Manchester as long as the funding is spent on making improvements in the quality of social housing. It is anticipated that funding will be released to GMCA in the early 2023/24 financial year and funded works will need to be carried out in quarters 1 and 2.
- 3.4 The funds will be awarded to GMCA to pass through to social housing providers on the basis of evidence about urgent works needed to homes to deal with severe health hazards to residents.
- 3.5 It is hoped to have a clearer view of timelines on the funding by the GM Planning and Commission meeting on 21 March 2023, where officers will update members on the latest developments.

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<sup>2</sup> [Levelling Up Secretary's speech to the Convention of the North - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/speeches/levelling-up-secretary-s-speech-to-the-convention-of-the-north)

**Annex A**

Rt Hon Michael Gove MP  
Department for Levelling Up, Housing & Communities  
4<sup>th</sup> Floor, Fry Building  
2 Marsham Street  
London  
SW1P 4DF

30 November 2022

Dear Secretary of State

**HOUSING STANDARDS IN RENTED PROPERTIES IN ENGLAND**

- 1 Your letter of 19 November requested an early update on our work to tackle the damp and mould issues, in response to the tragic death of Awaab Ishak in Rochdale. We endorse the view of the coroner that this needs to be a defining moment for the housing sector, and fully support your desire to see urgent action across both social housing and the private rented sector. While detailed conversations continue locally in Rochdale, we are also closely engaged at city region level with the Greater Manchester Housing Providers (GMHP) around the collective and individual response of social housing providers in Greater Manchester, to ensure that provides our communities with the action and assurance that they deserve, and that the working and strategic relationships between local authorities, social housing providers, the health system, and the broader public sector provide an effective and coherent service to residents. That work will continue.
- 2 We are ready to work with Government to develop new solutions and, as you will be aware, included proposals in our **devolution trailblazer** submission for a ‘housing quality pathfinder’ with the intent of co-producing with relevant Departments a model to tackle poor conditions in the private rented sector specifically, and for a new strategic approach to the funding and delivery of housing retrofit.

- 3 As a Combined Authority, our key role is to support the ten GM districts and our partners in the city region to make positive progress with the powers and resources we can collectively bring to bear. Our 2019-2024 GM Housing Strategy highlighted the importance of the home for the health and wellbeing of people of all ages, and in March last year we signed a tripartite [‘Better Homes, Better Neighbourhoods, Better Health’](#) agreement with GM Housing Providers and the then GM Health & Social Care Partnership. This provides a framework for more specific action on a wide range of health and housing issues.
- 4 Particularly relevant is the development of a **‘Healthy Homes Service’** to be run locally in all ten districts, with the aim of reducing the pressures on health and social care by supporting vulnerable households in the private sector where their home is adding to concern about their health and wellbeing. Transition plans are currently being developed for each of the ten GM districts to map out the steps, capacity and funding to deliver the step up necessary to deliver the baseline service while retaining local control, delivery and flexibility to match the circumstances of each community.
- 5 In relation to the private rented sector (PRS), we have allocated £1.5 million of CA funds generated by the operation of our devolved GM Housing Investment Loan Fund to our **‘GM Good Landlord Scheme’**. This is focused on practical steps we can take at GM level to improve the quality of the PRS. The Scheme’s primary purpose is **strengthening council enforcement against bad landlord practice and poor conditions**, with 75% of the funding initially earmarked for enforcement. Tackling the ongoing shortage of qualified housing standards enforcement officers is seen as a prerequisite of any other measure. The Scheme is funding two projects to reverse the current shortage, which will jointly deliver up to twenty newly qualified enforcement officers over the next three years. The projects will deliver:
  - i. Ten new housing standards enforcement trainees. These entry-level posts, delivered across GM, will include an enforcement apprenticeship followed by additional advanced training. Recruitment is scheduled to begin in January with the apprenticeship expected to start next spring
  - ii. New on-the-job training for existing officers. This year-long course, developed by the Chartered Institute for Environmental Health and the Greater London Authority and delivered remotely by Middlesex University, is designed to help officers move into or progress within housing standards enforcement. The first six trainees began the course in September.

Although GMCA believes the scheme to be a unique intervention amongst combined authorities, the funding clearly cannot undo cuts to local authority budgets and is well below the level needed to increase the size of enforcement teams to keep pace with the growth of the private rented sector.

- 6 GMCA officers have also been working with council colleagues over the summer to look at how some of the barriers to introducing additional Houses in Multiple Occupation (HMO) licensing and selective licensing schemes can be removed and what support the Combined Authority can provide. Although licensing has been available for several years, making use of it requires time and investment that enforcement teams facing growing demands struggle to find. For example, gathering the required evidence and conducting the consultation required for a new selective licensing scheme can cost several hundred thousand pounds in direct costs and staff time. The enhanced enforcement tools project will provide funding and support to councils from the CA to help overcome this barrier.
- 7 This dovetails with the **enforcement pathfinder** project, DLUHC funding for which was confirmed last week in advance of your visit to Rochdale. We are grateful for the £2.12m of support which will be used to fund investment into enforcement teams to recruit more officers across GM and free up capacity for increasing civil penalty use. Additionally, the local enforcement pathfinder will deliver a programme of training and improved equipment and will consider improved approaches responding to appeals and debt recovery. The pathfinder will seek to determine whether fines revenue from civil penalties can be a reliable funding source for further enforcement, which could provide evidence of nationally significant importance. The pilot will provide a route to informing national policy that may also be directly or indirectly creating barriers to effective enforcement. For example, it is widely reported that backlogs in the First-Tier Tribunal (Property Chamber) are significantly delaying appeals and the point at which fines become liable to be paid. We are now working with GM councils to implement the pilot. Given the shortage of skilled officers noted above, extra work is needed to ensure that recruiting large numbers of new enforcement officers over a short period is successful. The likely timetable is for new officers to be in place towards the start of the 2023/24 financial year.
- 8 Our work to **improve standards of social housing** has focused mainly on accessing funds for low carbon retrofit, with a focus on collaborative bidding and programme delivery in an attempt to maximise delivery, impact and associated benefits in terms of skills, employment and supply chain development. Recent examples include success in a £19.5m bid (including

£9.9m grant) as part of Wave 1 of the Social Housing Decarbonisation Fund (SHDF). The funding will install building fabric improvement measures, low carbon heating and renewable energy systems across 1,286 homes. The project is being delivered by ten RP partners. SHDF Wave 2.1 funding opened in September 2022, with total funding of £800m available nationally over two years. GMCA has submitted a GM consortium bid of behalf of 18 RPs for retrofit measures to be installed in 5,485 homes, in an investment programme totalling almost £98m (including £37m grant).

- 9 GMCA also helps to provide the **evidence base** underpinning the above interventions and the work of our partners. Following a successful bid for LGA Housing Advisers Programme funding topped up by our own resources, we commissioned Parity Projects and a consortium of researchers to undertake modelling of GM's entire housing stock. This was intended in part to inform decisions on routes to retrofitting the housing stock of the city region, but also included as part of the analysis an assessment of the probability and severity of HHSRS risks in each of the 1.2 million homes in GM. This has provided district colleagues and other partners with a detailed picture of the issues likely to be found in the housing stock across all tenures, which they are using to guide and prioritise enforcement activity.
- 10 Specifically for damp and mould hazards, this work suggested that around 14.5% of GM homes have a modelled likelihood score of over 0.75 for increased damp and mould risk. This data was modelled by Parity Projects knowing the characteristics and types of properties that have a propensity for damp and mould; the resulting classifier does not necessarily therefore predict the presence of a category 1 hazard in any particular property, but instead aims to highlight homes that should be investigated further. The proportions were relatively higher in the PRS (25.8%) and lower in social housing (13.3%). Parity Projects highlighted that they were most confident in predicting the likelihood of the prevalence of six of the 18 HHSRS hazards, and it must be noted that damp and mould was not one of those six. We are working now to extract as much granularity as we can from this modelling to aid local authorities and other partners in targeting properties and households most likely to be at risk from damp and mould, and will report further in January.
- 11 We welcome close attention from Government on this issue, which speaks to a number of connected and overlapping pressures on our housing system. Social housing providers face a series of competing priorities – building safety post-Grenfell, retrofit to reduce carbon emissions and fuel poverty, the need to invest in new build to meet rising housing need – while their finances have been squeezed in recent years by rent freezes and the recent

confirmation of a below inflation rent increase in April. While the need to protect tenants from rising costs is supported, consequent savings to DWP budgets through reduced Housing Benefit/Universal Credit costs should be recycled into investment in improvement programmes. (We estimate that around £30m of the £47m reduction in RPs' rental income for GM RPs due to the 7% cap will return to Government, just in the first year). Additional capital funding from the public sector is focused largely on new build, with only limited capital programmes aimed at carbon reduction available for stock improvements. These are typically targeted according to EPC ratings, making it hard to focus them on dealing with specific challenges such as damp and mould. Government should consider whether the scale of the issues being seen in social housing require a review of the investment tools it is deploying, and whether there are elements of the social housing stock whose age, design and scope to bring up to modern standards is such that a return to some capital programme support for regeneration and redevelopment is justified. Our ongoing devolution trailblazer discussions offer a route to exploring and co-designing solutions to these connected issues.

- 12 For those households unable to access the limited supply of social housing lets, the private rented sector is in effect left as the safety net to provide a roof and a home for those whose incomes are too low to find that in the market. The Renters' Reform Bill promises several vital steps forward in the regulation of the sector, including reform of Section 21 and the Property Portal. The review of the Decent Homes Standard and it's extension to the PRS is another opportunity to ensure that regulation is clear, relevant and reflective of the expectations we have for people's homes, given what the pandemic has taught us about the impact they have on physical and mental health. These begin to provide our enforcement teams with the levers they need to bear down more effectively on the poor standards we know exist in the sector, and we urge you to ensure those measures are accompanied by sufficient resources to allow us to ensure our communities are able to find safe, decent and affordable homes in the PRS. We look forward to working with Government to ensure that is the case.

Yours sincerely



Eamonn Boylan  
**Chief Executive**  
**Greater Manchester Combined Authority**

**Annex B**

Stephanie Kvam  
Deputy Director, Private Rented Sector  
Department for Levelling Up, Housing and Communities  
Fry Building  
2 Marsham Street  
London SW1P 4DF

27 January 2023

**HOUSING STANDARDS IN RENTED PROPERTIES IN ENGLAND**

I refer to your letter of 22 December to Chief Executives of local authorities, and to the enclosed questionnaire for completion. As a Combined Authority we do not directly engage in housing enforcement, which is dealt with by the ten district local authorities within Greater Manchester. We have not therefore completed the full questionnaire.

Nonetheless, as my letter of 30 November to the Secretary of State set out, we do work very closely with our colleagues in the districts to offer both strategic and practical support where we can. Our Good Landlord Scheme, funded from surplus generated by our Housing Investment Loan Fund, is focused on strengthening the capacity available to districts to undertake enforcement against landlords of poor quality homes. We very much recognise the importance of the quality of our residents' homes to their ability to live healthy, fulfilled lives, and we welcome the announcement at the Convention of the North of a further £15 million of funding to tackle Category 1 hazards in social housing stock in the city region. We are also grateful for recent confirmation of funding for an Enforcement Pathfinder looking to test the potential further application of civil penalties as a lever to encourage compliance from private landlords. Our conversations with you continue around our devolution trailblazer proposals, which include a series of measures constituting a 'housing quality pathfinder'.

GMCA, Churchgate House, 56 Oxford Street, Manchester, M1 6EU

In that context, we wanted to respond on some of the questions raised in the questionnaire where we can perhaps add to the information that you will be receiving from our district colleagues, and these are attached.

One important point should be added. We do understand that there is value in gathering data about the use of formal enforcement tools available to local authorities, and we welcome the recognition apparent from the questions that capacity constraints are among the key factors limiting impact in this area of local authority work. We hope that is a precursor to a much-needed expansion of support from Government to authorities. However, we would caution that the numerical data you collect may not provide the full picture. Effective interventions need to be judged primarily on their impact on landlord behaviour and tenant experience of renting. In many cases, that is best achieved not through issue of notices or civil penalties, but by persuasion, encouragement and advice. That is not so easily recorded or measured, but in value for money terms is almost always preferable if it can be achieved.

If you wish to discuss these issues further, Steve Fyfe (Head of Housing Strategy) and John Bibby (Principal, Private Rented Sector) would be happy to do so – [steve.fyfe@greatermanchester-ca.gov.uk](mailto:steve.fyfe@greatermanchester-ca.gov.uk) and [john.bibby@greatermanchester-ca.gov.uk](mailto:john.bibby@greatermanchester-ca.gov.uk)

Yours sincerely

Eamonn Boylan  
**Chief Executive**  
**Greater Manchester Combined Authority**

## **Damp and mould in private rented properties: Greater Manchester Combined Authority**

**3.** Number of PRS properties: 2021 Census shows that there are 242,084 PRS properties in Greater Manchester, accounting for 20.55% of all households. The private rented tenure reported the greatest increase in households across Greater Manchester in the period 2011 to 2021, with 60,989 more households, which is a 34% increase.

**4.** Data sources to inform knowledge of the quality and condition of PRS stock in our area?

We commissioned work led by Parity Projects in 2020-21 to provide us with a firmer evidence base to base strategic and investment decisions on interventions in housing quality. This focused on effective routes to retrofitting GM's housing stock (across all tenures) to reduce carbon emissions and improve energy efficiency and affordable warmth for residents. It included work to model each property in the city region on a range of variables, including HHSRS risks.

The richness and availability of data suitable to input into the model determined the extent and granularity at which the model's outputs can be relied upon. The complex causes and nature of damp and mould make it more challenging to model in this way than other HHSRS hazards, and we need therefore to be cautious in interpreting the data. Nonetheless we have been able to work with Parity and Bays Consulting to produce 'heat maps' of damp and mould risk to inform the ten GM districts. A GM map is attached which illustrates the approach.

There are potential routes to improving collective knowledge of the quality and condition of PRS stock which Government could follow. Increased sample sizes for the English Housing Survey could provide a richer baseline dataset at a national level, and make it a more reliable resource below regional level. The proposed PRS Property Portal will be a major step forward in allowing local authorities to identify all PRS stock, and could usefully hold further relevant information in an accessible way – e.g. connecting EPC, electrical and gas safety information in each property. Through our devolution trailblazer discussions, we would hope to be able to explore with DWP whether data they hold could add to a richer picture of the PRS at granular level. There may be other data sources that could add further, perhaps using the Property Portal as a framework – for example from energy providers around homes that have been disconnected from gas?

**33.** Please rank in priority order (1 - the highest impact / 6 - the least impact) how the following have had an impact on enforcement action relating to damp and mould in your area

a) Capacity of your local authority. i.e. resource and funding hindering capacity to take enforcement action relating to damp and mould: **1**

- b) Experience and expertise in the local authority. i.e. a lack of officers with experience, for example, experience pursuing prosecutions or expertise within the team including, for example, legal expertise: **2**
- c) Strategic prioritisation of private rented sector enforcement. i.e. competing priorities leading to relatively lower prioritisation of enforcement action or proactively enforce: **6**
- d) The regulatory/ legal framework for enforcement activity. i.e. too much complexity in legislation: **4**
- e) Issues with gathering or providing evidence. i.e. tenants reluctant to provide statements or difficulties gathering the requisite evidence for issuing a fine or prosecuting: **5**
- f) Limited data on the private rented stock.i.e. difficulties identifying private rented properties or insufficient resource to map out private rented stock: **3**

**34.** Please say why you have ranked the items on question 33 in this order

GMCA does not have enforcement powers itself. The prioritisation above reflects our understanding of feedback to the combined authority from GM councils when we consulted on barriers to improving PRS enforcement in GM to inform the design of the GM Good Landlord Scheme.

A lack of capacity was generally seen as the most significant barrier, but also the most difficult to overcome without significant new government funding as capacity and resourcing was recognised as a problem across local government. The other barriers were related to the problem of capacity to a greater or lesser extent. For example, the skills crisis was seen as having been created by a lack of opportunities/recruitment in enforcement teams over a decade, which had led to the withdrawal of local environmental health degree courses. The lack of data on the rented stock was seen as a problem as it led to officers using scarce resources trying to track down landlord contact details, etc.

**35.** Does the Housing Health and Safety Rating System (HHSRS) allow for an effective assessment of how serious and dangerous damp and mould is in people's homes?

No

**36.** If not, what changes should be made to the HHSRS, to the system for categorising hazards or to enforcement powers under the Housing Act2004?

Our understanding from enforcement officers working across GM is that the risk assessment of damp and mould in HHSRS is out of date. As GMCA does not employ our own enforcement officers or experts in public health, we are not best placed to advise how this problem is remedied.

**37.** What other measures would help you to better prioritise addressing housing enforcement issues such as damp and mould?

If we are to address damp and mould, they should not be seen as an enforcement issue alone. A range of other interventions are needed to address the factors currently exacerbating the risk of damp and mould. For example, the shortage of social housing is contributing to an increased risk of overcrowding and consequent risk of damp and mould, where the problem with the home is one of suitability not fabric. Only a significant uplift in social housing delivery will overcome this problem. Likewise, households that find it difficult to afford to properly heat and ventilate a property are at increased risk of damp and mould. Government action could help to overcome this through e.g. uprating Local Housing Allowance so fewer low income households in the PRS are forced to top up their rent from subsistence benefits; setting out how energy performance in the PRS will be improved in line with announced ambitions.

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# Planning and Housing Commission

21 March 2023

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David Hodcroft - GMCA

## Integrated Water Management Plan **2023**

Agenda Item 6a

# Recap

- A **whole catchment approach** is required working across Greater Manchester and with those outside (we are connected by water).
- This is a **cross-cutting and multidisciplinary** issue for the GMCA and the individual Local Authorities, due in part to the complexities that exist through legislation, governance, and funding.
- Compounded within the GMCA governance structures - there are many groups, workstreams and boards where water management is embedded within their terms of reference. It is not, however, apparent what **collective responsibility and accountability** these groups take in supporting the delivery of water management and this needs to be addressed.
- There is a role for the GMCA (like transport) to **convene stakeholders**, provide **strategic direction** and to **support** the individual Local Authorities.
- The GMCA has **committed to a vision** through the GMS and issues have been identified in previous reports – this is about doing it better/differently than we are given the complexity of the system.
- There is **significant investment** involved and there is a need to focus on how we deliver more efficiently to address issues, while driving economic opportunity as a result of the expenditure.

# Common cause requiring leadership



**CITIES SOLVE,  
CITIES DELIVER**

**Integrated Water Management Plan**—  
Working together, the city will manage water wherever it falls so that its quality and quantity are enhanced to support people, places and prosperity and to enable green and sustainable growth.

**GREATER  
MANCHESTER**

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Water can be an existential threat to cities; too much is as dangerous as not enough. Globally, 2.1bn people live without readily available safe water at home, while 1.2b people are a risk of flooding.

The [#CitiesSolveCitiesDeliver](#) is sharing inspirational city stories on water resilience in the lead up to the UN 2023 Water Conference [#wateraction](#).

Link to post:

[https://www.linkedin.com/posts/rcitiesnetwork\\_citiessolvecitiesdeliver-wateraction-nyww-activity-7036687827610324992-xukn?utm\\_source=share&utm\\_medium=member\\_desktop](https://www.linkedin.com/posts/rcitiesnetwork_citiessolvecitiesdeliver-wateraction-nyww-activity-7036687827610324992-xukn?utm_source=share&utm_medium=member_desktop)

Twitter:

Working together, Greater Manchester will manage water wherever it falls so that its quality and quantity are enhanced to support people, places & prosperity and to enable green & sustainable growth.

+ @: [https://bit.ly/CSCD\\_GM](https://bit.ly/CSCD_GM)

#CitiesSolveCitiesDeliver

@greatermcr #WaterAction

# Plan outputs for March 2023

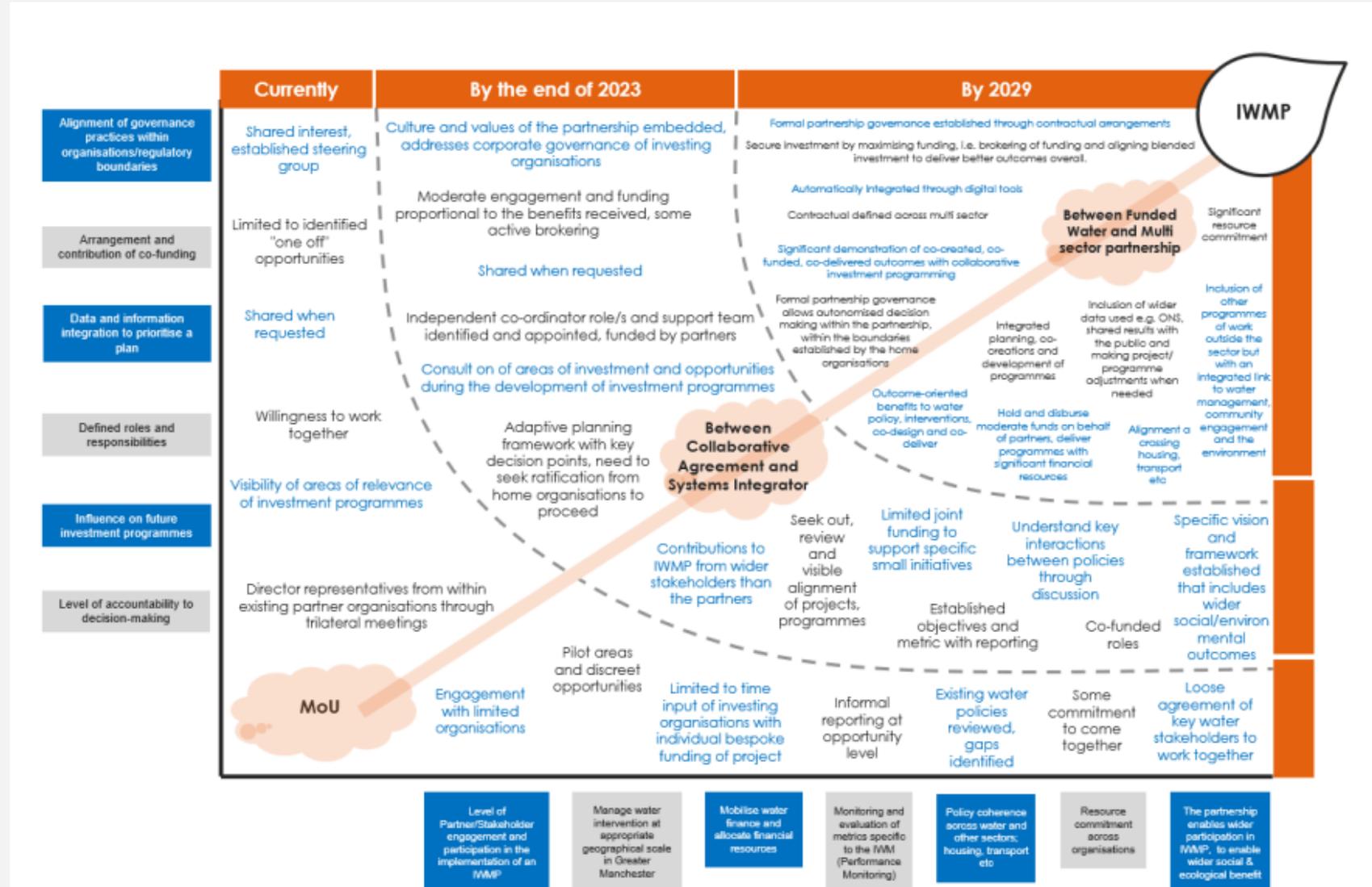
- A **vision** for integrated water management in Greater Manchester
  - An **adaptive planning framework** to support successful IWM in Greater Manchester - The framework should identify the **WHAT** and, where possible, provide the **HOW** or at least provide a steer to what the **HOW** should look like including through a maturity matrix.
  - **A future plan of opportunity / need and potential schemes**, including Identification of a small number of quick win schemes to plan and **delivery** in 2023/2024.
- Stakeholder and engagement plan.**
- A **costed roadmap action plan** that outlines key stages, milestones, maturity requirements and metrics to challenge and measure performance.
  - The **interventions required to deliver the vision** and make progress against the baseline of existing issues, risk and opportunities.

# Maturity Assessment and Framework

- **Defined roles and responsibility** – loose casual and voluntary to clear roles and responsibilities.
- **Level of accountability** – Meet on a regular basis (informal) or formal partnership governance, scrutiny and accountability
- **Policy coherence** – Existing policies used (EA/Water Company/Local Authority/Combined Authority/TfGM) to align across water, housing, transport and place.
- **Projects** – fragmented projects at different scales of preparation (concept to full business case) or integrated programme to maximise opportunities.
- **Participation** - Informal discussion based on existing relationship and loose agreement of key water stakeholders to work together or specific vision and framework to inclusion of other programmes of work outside the sector but with an integrated link to water management and community engagement.

# An actionable pathway to achieve a multisector Partnership by 2029

The maturity assessment demonstrated that the current position is aligned to having a MOU in place and for the end of 2023 the partnership should develop into a collaborative agreement with a focus on improving policy coherence, performance monitoring, and level of accountability to decision-making with the support of a Systems Integrator/ Opportunity Broker to around the areas of data and information sharing, co-funding, and having clear roles and responsibilities



# Creating the governance principles to mature the partnership

Key governance attributes of the IWM;

1. Defined roles and responsibilities
2. Manage water intervention at appropriate geographical scale in Greater Manchester
3. Policy coherence across water and other sectors; housing, transport etc
4. Resource commitment across organisations
5. Data and information integration to prioritise a plan
6. Mobilise water finance and allocate financial resources
7. Influence on future investment programmes
8. Alignment of governance practices within organisations/regulatory boundaries
9. Level of accountability to decision-making
10. Level of Partner/Stakeholder engagement and participation in the implementation of an IWMP
11. The partnership enables wider participation in IWMP, to enable wider social & ecological benefit
12. Monitoring and evaluation of metrics specific to the IWM (Performance Monitoring)
13. Arrangement and contribution of co-funding

# GMCA Scrutiny Recommendations: 1-5

GMCA Scrutiny Committee established a task and finish group last November and have been reviewing the issues associated with flood risk and water management. The task and finish group will present it's recommendations to full Scrutiny on **22 March and at the round table on 31 March**. The recommendations are:

## **(1) Increase awareness**

Use the roundtable discussions with the GM Mayor and other key partners to highlight the scale of the problem ahead publicising the projected scale of increased rainfall on Greater Manchester and the impact it will have on residents and communities if no action is taken.

## **(2) A clear co-owned plan**

Co-create a GM Integrated Water Management Plan with all responsible partner agencies, establishing a set of shared objectives, agreed outcomes against metrics, with clear lines of responsibility and accountability.

## **(3) Strong governance framework**

Ensure that there are clear lines of accountability at GM level through an improved governance framework that actively engages with the relevant GMCA Portfolio Leads and ultimately reports to the GMCA.

## **(4) Effective use of knowledge, skills and resources**

To develop and strengthen the resources available at GM level to offer Local Authorities support, additional specialised advice and guidance and provide capacity for better collaboration to enable the effective delivery of projects.

## **(5) Ensuring social justice is at the heart of action**

Ensure that the Co-owned Strategy provides clear guidance to all partner organisations that all GM schemes must have social justice as a key lens through which schemes are viewed.

# GMCA Scrutiny Recommendations: 6-10

## **(6) Increase awareness**

Use the roundtable discussions with the GM Mayor and other key partners to highlight the scale of the problem ahead publicising the projected scale of increased rainfall on Greater Manchester and the impact it will have on residents and communities if no action is taken.

## **(7) A clear co-owned plan**

Co-create a GM Integrated Water Management Plan with all responsible partner agencies, establishing a set of shared objectives, agreed outcomes against metrics, with clear lines of responsibility and accountability.

## **(8) Strong governance framework**

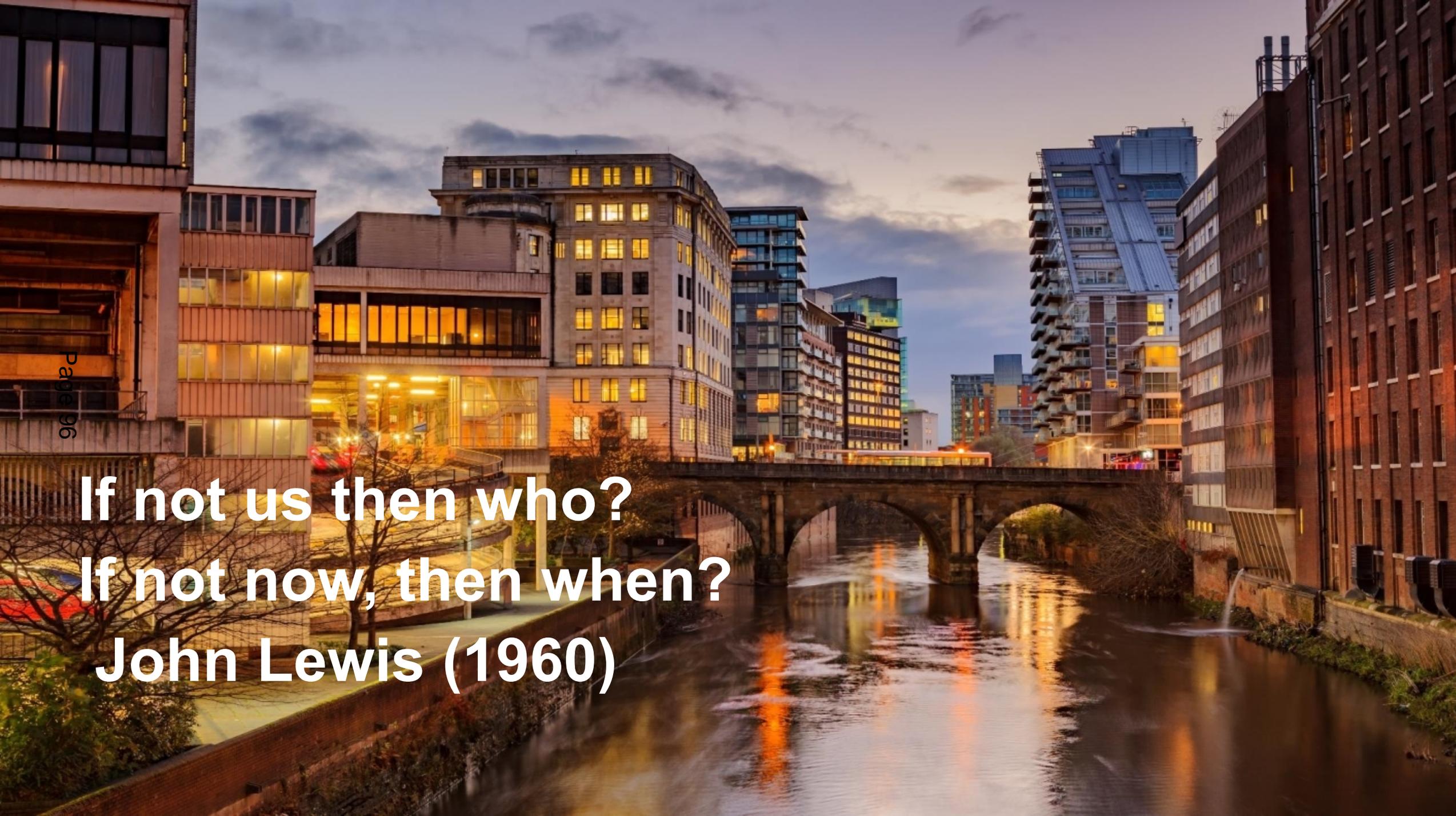
Ensure that there are clear lines of accountability at GM level through an improved governance framework that actively engages with the relevant GMCA Portfolio Leads and ultimately reports to the GMCA.

## **(9) Effective use of knowledge, skills and resources**

To develop and strengthen the resources available at GM level to offer Local Authorities support, additional specialised advice and guidance and provide capacity for better collaboration to enable the effective delivery of projects.

## **(10) Ensuring social justice is at the heart of action**

Ensure that the Co-owned Strategy provides clear guidance to all partner organisations that all GM schemes must have social justice as a key lens through which schemes are viewed.



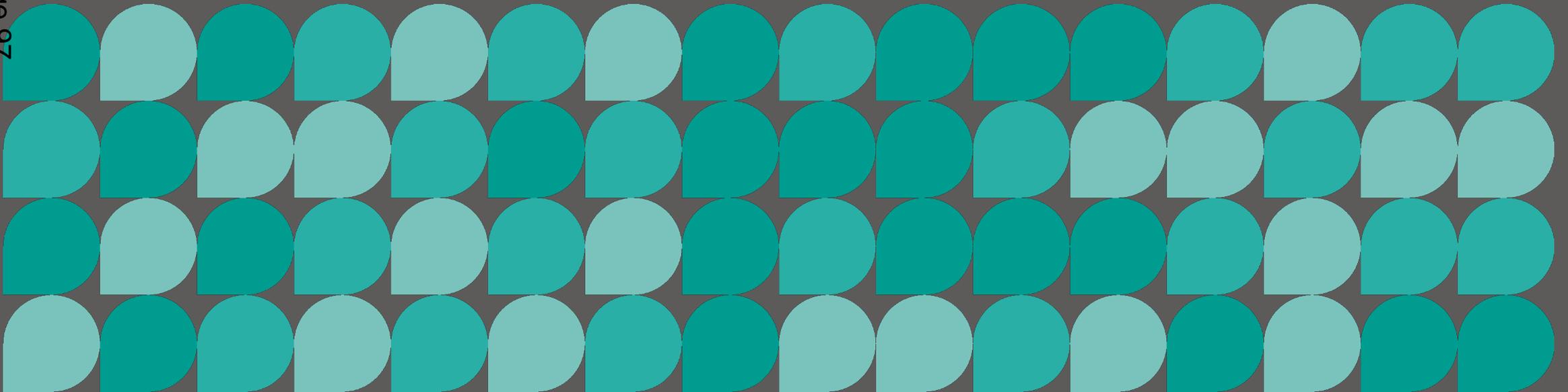
**If not us then who?  
If not now, then when?  
John Lewis (1960)**

# Schedule 3

**Jill Holden**

Greater Manchester Flood and Water Management Programme Manager

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Agenda Item 6b

# Flood and Water Management Act 2010

## Schedule 3

- January 202 DEFRA announced the government's decision to implement Schedule 3 of the Flood and Water Management Act 2010 in England.
- Schedule 3 was excluded from the Act's ratification 13 years ago.
- Expected to be implemented in 2024 and will provide a framework for the approval and adoption of sustainable drainage systems (SuDS) to regulate rainfall, decrease the volume of water flowing into sewers and storm overflow discharges.
- Wales commenced the schedule into law in January 2019.

# Sustainable Drainage Systems (SuDS)

- SuDS are designed to:
  - Manage stormwater locally, to mimic natural drainage and encourage its infiltration, attenuation and passive treatment.
  - Manage the flood and pollution risks resulting from urban runoff and to contribute wherever possible to environmental enhancement and place making.
- The multi-functionality and multiple benefits of SuDS should always be considered.

Moston Brook, Manchester. Enlarged swales to slow flow of contaminated water to brook.



Dales Brow, Swinton. Neglected green space used to slow flow of road runoff.





## Current challenges to SuDS delivery in new development

- Viability challenges make it difficult to negotiate the funding of SuDS through the planning application process
- Maintenance funding is a factor in non adoption of SuDS
  - Local Authorities are unlikely to adopt SuDS due to increased pressure on resource and budgets
  - Maintenance plans are provided by the developers with management companies assigned to manage the site which will include SuDS
- UU will adopt part of the SuDS system if built to the correct standards, this leaves areas of land that still need to be managed within the development
  - Very few SuDS systems meet the sewers for adoption standards

## DEFRA Review - Schedule 3

- Review carried out to identify the benefits of making SuDS mandatory for new development.

Page 101 The report published in January 2023 found the Planning led approach alone is not working and in general no specific checking regimes in place to ensure that SuDS had been constructed as agreed.

- Wales has already implemented Schedule 3.
- The review recommended that Schedule 3 to be implemented In England in 2024.



# Recommendations

Implement schedule 3 to Flood and Water Management Act 2010 as written in legislation.

Enactment of Schedule 3 provides a framework for approval and adoption, SAB's, national standards on design, construction, operation and maintenance of SuDS.

SAB will be either unitary authority or county council.

Non-statutory technical standards become statutory.

Right to connect surface water runoff to public sewers conditional up on the drainage system being approved before construction can start.

Fees chargeable, non-performance bonds to be introduced.



# SuDS Approval Body (SAB)

- One of the most notable proposals is for the introduction of SuDS approval bodies (SAB) whose duty it will be to adopt new drainage systems on the basis that they meet certain conditions.
- The SAB will:
  - Decide if the application meets the SuDS mandatory standards.
  - Approve any construction work that has drainage implications before it is commenced and adopt drainage systems (drainage for single properties is exempt).
  - Approve a development if they have, where appropriate consulted with - sewerage undertaker, Environment Agency, The Canal and River Trust, internal drainage board, highways authority
  - Notify the applicant, the planning authority and any consultees once an application has been approved.

# SuDS Adoption

- SAB's will adopt new drainage systems on the basis that they meet certain conditions. To hit the criteria, developers and other property professionals must ensure they do the following:
  - Build the drainage system in line with an approved drainage plan that complies with national standards
  - Certify that the drainage system functions in line with the approved plan or non-performance bond if a certificate has been issued
  - Ensure the system is a sustainable drainage system as defined by the Secretary's regulations

# Next steps

- Schedule 3 commencement is subject to final decisions on scope, threshold and process once a full regulatory impact assessment has been consulted on and the net additional cost of all new burdens placed on local authorities is assessed and funded.
- The assessment will summarise the options considered and the expected costs and benefits.
  - Surveys have been circulated to gather evidence to feed into the assessment.
- An analysis of the costs and benefits in full will inform the best decision on funding including the running costs of the SAB and the SuDS operation and maintenance costs.

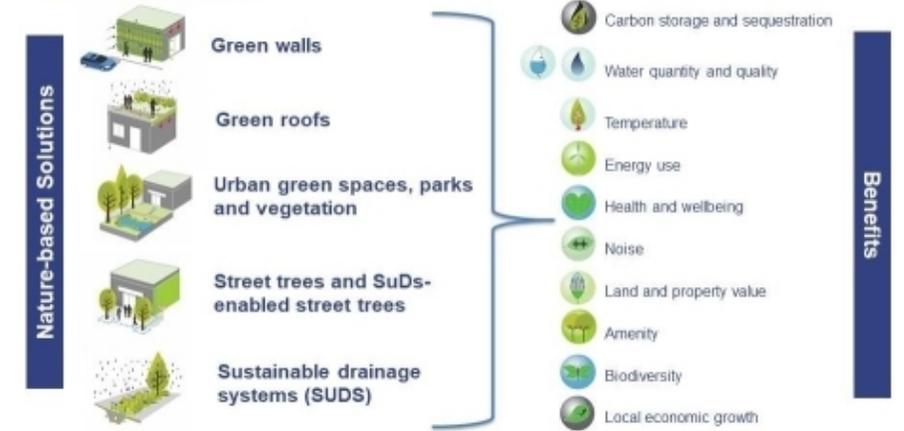


**Glebe Farm, Steyning**

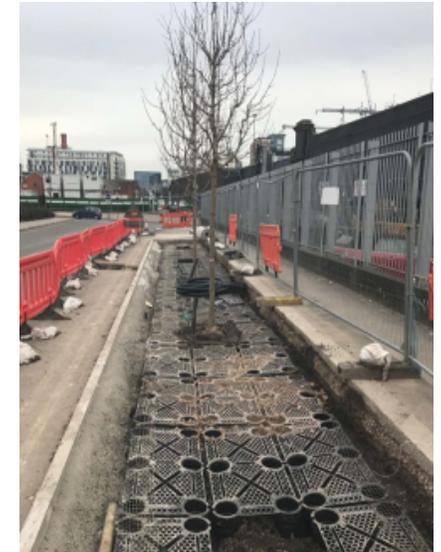
# Streets for All

## SuDS Design Guide for Streets and Highways

Page 18



Carpino Place, Salford



SuDS tree pit installation, Salford

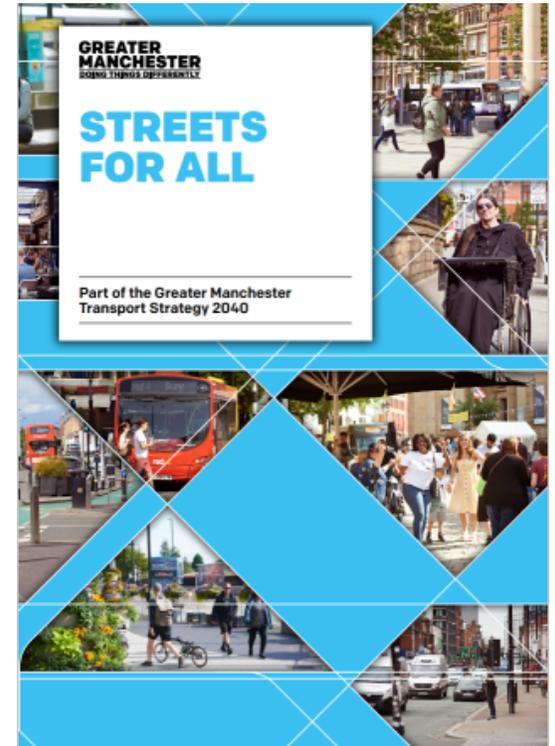
# Streets for All Strategy

- **Streets for All Strategy** adopted by GMCA in December 2021
- Levelling-up across modes and promote integrated, universally accessible street design

## Our Streets for All vision:

We will ensure that our streets are welcoming, green, and safe spaces for all people, enabling more travel by walking, cycling and using public transport while creating thriving places that support local communities and businesses.

(Policy 20 – Greater Manchester Transport Strategy 2040)



- Deliver the **Streets for All Essentials** in partnership



# Streets for All Design Guide

Infrastructure design guide for **everyone** involved in the design of streets and places in GM

Highlights infrastructure **design options, standards** and **details best practice**

Provides a **toolkit for local authorities, TfGM, and third parties** (i.e. developers) that can be used to assess and deliver streets schemes that meet Streets for All objectives.

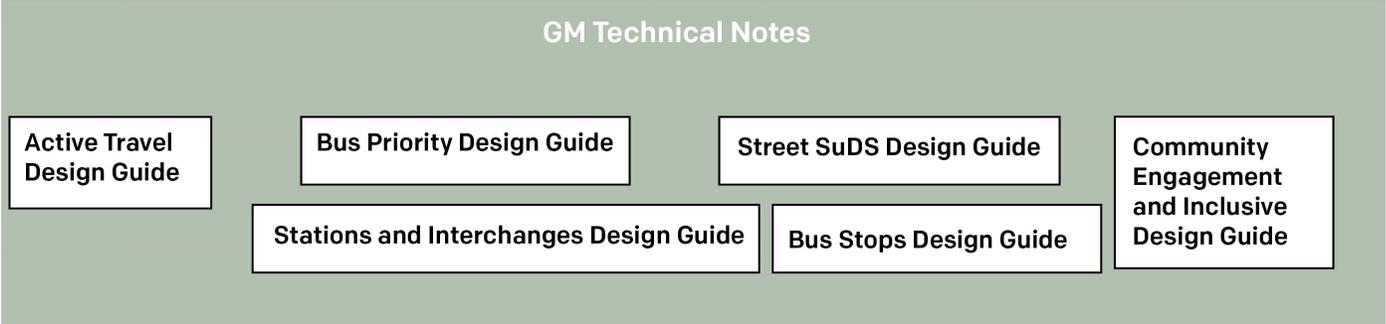
**Support application of consistent quality standards** for streets and places across GM



## GM Streets for All Design Guide

- Part 1: Introduction
- Part 2: Who are we designing for?
- Part 3: Street Types and design guidance
- Part 4: Transforming a street
- Part 5: Detailed design guidance

## Part 6 Technical Toolbox Quick Reference Guides



# Introduction

The **Greater Manchester SuDS Design Guide for Streets and Highways** will form supporting design guidance for projects across the region, including schemes within the **£1bn City Region Sustainable Transport Settlement (CRSTS)** programme.

Through this programme, and other streets and highways projects, there is the opportunity to increase the resilience of our ageing infrastructure and maximise the opportunity to deliver multi-functional benefits through SuDS.

The Guide will provide guidance on the design, delivery and maintenance of SuDS. Work is ongoing with 10 GM Local Authorities to embed the guide within districts.

## How is the development of the SuDS Design Guide being funded?

Through TfGM and United Utilities, and seeking funding through the Natural Course EU Life Project, and the Regional Flood and Coastal Committee

## Adoption

The SuDS guide will relate specifically to the retrofit of SuDS in streets and highways. The principles will be transferable to new developments. Options being identified for Local Authorities to adopt locally or collectively.



# Policy Context

## **The GM 5-year Environment Plan:**

*'Commits to embedding climate change resilience adaptation in all our policies and increasing the resilience of our critical infrastructure'*

## **GM 2040 Infrastructure Framework:**

*'Provision of infrastructure that maintains and/or reduces flood risk across Greater Manchester whilst accommodating developmental growth and climate change'*

## **GM 2040 Transport Strategy**

*'Policy 10: We will work with partners to reduce transport carbon emissions to support Greater Manchester's ambition to be net zero carbon by 2038; and to implement measures to ensure our transport system is resilient to climate change'*

## **Streets for All Strategy:**

*'We will create streets that are resilient to future climate change impacts by implementing green Sustainable Drainage Systems (SuDS) in Streets for All proposals, helping to reduce the current and future risk of flooding in a sustainable and cost effective way'*



# Delivering SuDS

The Guide will provide information on a range of options for capital and maintenance funding.

There are already a number of funding options to support the delivery of SuDS, including:

- Local Highways projects
- Local levy – applications through the North West Regional Flood and Coastal Committee
- Section 106 contributions
- <sup>Page 16</sup>United Utilities Green Recovery Fund
- <sup>Page 17</sup>Green Spaces Fund - for community projects
- <sup>Page 18</sup>Example in Salford where a private business (land owner) has installed SuDS as part of the regeneration of their property

The Guide will include local case studies detailing delivery and maintenance of SuDS to share knowledge and lessons learned.



# Development of SuDS Guide

**Consultation sessions** undertaken during June 2022, engaged 93 people across the 10 districts and close partners.

SuDS Reference Group formed; multi-disciplinary representation from all 10 districts and key external partners.

## Key feedback:

- Broad agreement that a GM SuDS design guide would aid in delivery of SuDS in Highways Schemes (and to an extent new developments)
- Guide should be a practical simple visual toolkit which shows how to introduce SuDS alongside common highways features in a simple, affordable way
- Information on benefits and costs of SuDS and funding options
- Mythbusting – the guide should address common issues and constraints with SuDS and show practical routes to installation in a range of common GM street types
- Requests for separate resources to engage citizens on why these features are being installed



# Scope of the SuDS Design Guide

The guide provides the opportunity to:

- Set out design standards and guidance for retrofitting SuDS in complex urban environments across the region that is complementary to existing Local Authority guidance, where available.
- Provide an agreed consistent approach to designing and delivering SuDS across Greater Manchester
- Become a platform for engagement with developers
- Increase officer knowledge, skills, and confidence to promote and deliver SuDS
- Promote the delivery of SuDS across different scales, e.g. opportunistic SuDS at bus stops and junctions to town centre redevelopment or highways corridor projects
- Links to Streets for All Design Check



# Status of the SuDS Design Guide

- The Guide will relate specifically to SuDS in streets and highways, primarily aimed at retrofit of SuDS in complex urban environments.
- However, the principles will be transferable for highways/streets in new developments and how SuDS should be implemented within proposals, including where S278, S106/CIL (Community Infrastructure Levy) is expected to contribute to delivery.
- There is currently little consistency in terms of local guidance across the ten authorities, it is hoped that this guidance can be adopted as a GM wide standard.
- During the consultation phase there was discussion around the possibility of the guide becoming a Supplementary Planning Document – feedback on this option would be welcomed.



# Next steps

- Content brief for the guide finalised by Feb '23
- Sign-off the content brief by the GM SuDS Reference group Feb '23
- In house drafting of the Design Guide commencing Feb - March '23
- Procurement of designs for the Guide Feb - March '23
  - Focus of the procurement on technical support for the example designs, street cross-sections, costings and maintenance regimes
- Draft guide circulate for feedback – May '23
- Aiming for publication of the guide summer '23



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