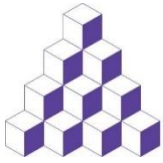


Public Document



AGMA
ASSOCIATION OF
GREATER MANCHESTER
AUTHORITIES

GREATER MANCHESTER PLANNING & HOUSING COMMISSION

DATE: Wednesday, 5th February, 2025

TIME: 2.00-4.00pm

VENUE: Virtual - livestreamed on the GMCA Website

AGENDA

1. Apologies for Absence

To receive any apologies for absence.

2. Membership of the Greater Manchester Planning and Housing Commission

To note that Councillor Andrew McLaren has replaced Councillor Laura Boyle as the Tameside Council representative on the Commission as agreed at the December meeting of the Greater Manchester Combined Authority.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

Please note that this meeting will be livestreamed via 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.

3. Chairs Announcements and Urgent Business

4. Declarations of Interest 1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer 48 hours in advance of the meeting.

5. Minutes of the Meeting held on 9 October 2024 5 - 16

To consider the approval of the minutes of the meeting held on 9 October 2024.

Flood and Water Management

6. Flooding Update 17 - 36

Report and presentation of Jill Holden, Greater Manchester Flood and Water Management Programme Manager attached.

7. Cunliffe Review of the Water Sector 37 - 40

Presentation of David Hodcroft, GM Infrastructure Lead attached for information.

Planning

8. National Planning Policy Framework 41 - 52

Report and presentation of Anne Morgan, GMCA Head of Planning Strategy attached for information.

9. **English Devolution White Paper Update** 53 - 66

Presentation of Anne Morgan, GMCA Head of Planning Strategy.

Homelessness

10. **Homelessness and Migration Update** 67 - 76

Report of Joe Donohue, GMCA Strategic Lead on Homelessness attached.

Housing

11. **Social Housing Quality Fund** 77 - 102

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

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Greater Manchester Planning & Housing Commission – 5 February 2025

Declaration of Councillors’ Interests in Items Appearing on the Agenda

Name: _____

Date: _____

Minute Item No. / Agenda Item No.	Nature of Interest	Type of Interest
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary

Please see overleaf for a quick guide to declaring interests at GMCA meetings.

Quick Guide to Declaring Interests at GMCA Meetings

Please Note: should you have a personal interest that is prejudicial in an item on the agenda, you should leave the meeting for the duration of the discussion and the voting thereon.

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the GMCA's constitution Part 7A.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

1. Bodies to which you have been appointed by the GMCA
2. Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

You are also legally bound to disclose the following information called Disclosable Personal Interests which includes:

1. You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated).
2. You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
3. Any sponsorship you receive.

Failure to disclose this information is a criminal offence

Step One: Establish whether you have an interest in the business of the agenda

1. If the answer to that question is 'No' then that is the end of the matter.
2. If the answer is 'Yes' or 'Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

Step Two: Determining if your interest is prejudicial

A personal interest becomes a prejudicial interest:

1. where the wellbeing, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
2. the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

For a non-prejudicial interest, you must:

1. Notify the governance officer for the meeting as soon as you realise you have an interest.
2. Inform the meeting that you have a personal interest and the nature of the interest.
3. Fill in the declarations of interest form.

To note:

1. You may remain in the room and speak and vote on the matter
2. If your interest relates to a body to which the GMCA has appointed you to, you only have to inform the meeting of that interest if you speak on the matter.

For prejudicial interests, you must:

1. Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting).
2. Inform the meeting that you have a prejudicial interest and the nature of the interest.
3. Fill in the declarations of interest form.
4. Leave the meeting while that item of business is discussed.
5. Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

You must not:

Participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business, participate in any vote or further vote taken on the matter at the meeting.

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Minutes of the meeting of the Planning and Housing Commission held on the 9 October 2024 via Microsoft Teams

Present:

Salford CC	City Mayor Paul Dennett, Portfolio Leader - Chair
Manchester CC	Councillor Gavin White
Salford CC	Councillor Lewis Nelson (GM Scrutiny Member)
Rochdale Council	Councillor Daniel Meredith
Salford CC	Councillor Mike McCusker
Tameside Council	Councillor Laura Boyle
Trafford Council	Councillor Liz Patel
Wigan Council	Councillor Susan Gambles

Independent members:

Inspiring Communities Together	Bernadette Elder (Voluntary, Community, and Land Trust Social Enterprise (VCSE))
Arup	Jane Healey-Brown (Private Sector)
Onward Homes	Bronwen Rapley - Vice Chair (GM Housing Providers)

North West Regional Flood and Coastal Committee Members:

Bury Council	Councillor Alan Quinn
Salford City Council	Councillor Phillip Cusack

Officers in Attendance:

GMCA	Anne Morgan
GMCA	Steve Fyfe
GMCA	Aisling McCourt
GMCA	Jill Holden
Homes England	Holly Harrow
TfGM	Mia Crowther
GMCA	Kerry Bond

PHC/001/24 Apologies

Apologies for absence were received and noted from Councillor Elaine Taylor (Oldham).

Apologies were also received and noted from Martin Lax (TfGM) and Carl Moore (Homes England).

PHC/002/24 Appointment of Chair

Resolved/-

1. Agreed to nominate Portfolio Leader, City Mayor Paul Dennett as Chair of the Commission for 2024/25.

PHC/003/24 Appointment of Vice Chair

Resolved/-

1. Agreed to nominate Bronwen Rapley, Onward Homes, as Vice Chair of the Commission for 2024/25.

**PHC/004/24 Membership of the Greater Manchester Planning and
Housing Commission 2024/25**

Resolved/-

1. To note the membership of the Commission for the 2024/25 municipal year.
2. That Homes England be added to the membership as observers be agreed.
3. That members of the NWRFCC be added to the membership as observers be agreed.

PHC/005/24 Appointment to the Green City Region Partnership

Resolved/-

1. That Councillor McCusker as a Member and Vice Chair of the Green City Region Board be the Planning and Housing representative for the 2024/25 municipal year be agreed.

PHC/006/24 Members Code of Conduct

Resolved/-

1. That the GMCA's Member Code of Conduct at Appendix A of the report be noted.
2. To agree to complete and return the annual register of interest form at Appendix B of the report.

PHC/007/24 Terms of Reference

Resolved/-

1. That the Terms of Reference at appendix 1 of the report be noted.
2. That Homes England be added to the membership as observers be agreed.
3. That GM members of the NWR FCC be added to the membership as observers be agreed.

PHC/008/24 Chairs Announcements and Urgent Business

Resolved/-

1. To note the recent changes to GM Portfolio Leaders:
City Mayor Paul Dennett is the Housing First Portfolio Leader.

Councillor Cooney, previous Portfolio Leader for Housing is now Portfolio Leader for Greater Manchester Pensions Fund Investments and Bee Network Pensions.

Mayor Andy Burnham has the Healthy Lives portfolio in addition to his Policy & Reform and Transport portfolios.

PHC/009/24 Declarations of Interest

Resolved/-

1. There were no Declarations of Interest reported.

PHC/010/24 GMCA Overview & Scrutiny Committee Task and Finish Report on Affordable Living

Councillor Lewis Nelson, Chair of the GM Scrutiny Task and Finish Group presented a report detailing the recent task and finish exercise undertaken by the GMCA Overview & Scrutiny Committee in relation to Affordable Living, key findings include:

- That the GMCA has an enabling role for delivery of affordable housing, with the responsibility sitting with local authorities and housing associations.
- Factors that make up an affordable home were explored, concluding that system defined affordable housing does not always translate to what is truly affordable for residents, and it is noted that many new social housing tenants require a range of additional support, increasingly falling to housing providers given shortfalls in support from the broader public sector.
- Acknowledging that the monthly rent/mortgage payment figure cannot alone define affordable housing the review widened its scope to address how we can collectively enable residents to achieve affordable living.
- Investigated case studies and approaches that have already unlocked development which are delivering results across Greater Manchester. To

replicate the examples of local best practice in multiple areas an effective collaborative approach supported by national government is required.

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

Questions and comments included:

The Chair noted:

The request of to continue co-production and design of future Housing Strategies.

The Shared housing allocations framework has been looked at previously and highlighted national developments to remove local connection barriers.

Members highlighted:

The need to increase the amount of housing in districts and to work together to tackle issues and best practices of the private rented sector.

That zero-carbon housing should be standardised and the need for the government to mandate solutions such as water management, sustainable drainage and nature-based solutions.

It was suggested that the proposed Annual GM Strategic Place Partnership event could be held more regularly.

Rochdale Council have undertaken a task and finish group looking at improving future housing demand, three housing sites have been declined government funding, with housing providers recently agreeing to build on the sites.

The delay to the spending review is creating short term challenges in terms of accessing brownfield funding and accessing the affordable homes programme.

Officers confirmed:

That the recommendations of the report were fed into responses to the National Planning Policy Framework (NPPF) review.

That the recommendations will be considered in the next iteration of the GM Housing Strategy and the Housing First agenda.

It was suggested that land value capture uplift be included in the recommendations

Cllr Nelson confirmed that the referral to partnerships in the report includes landowners and housing development and agreed that there is more to do on retrofit for biodiversity.

The Chair thanked Cllr Nelson, and everyone involved in this work.

Resolved /-

1. That members support the delivery of the recommendations as detailed in the report be agreed.
2. To note that this report has been shared with the GMCA, GM Local Authority Councillors, Cabinet Members for Housing and Scrutiny Committees for their information and appropriate action.

PHC/011/24 Housing First Unit

Steve Fyfe presented a report and talked to a presentation confirming the launch of the Housing First Unit, setting out the Housing First vision for Greater Manchester (GM), the challenges of the current housing crisis, the headline measures the unit will help drive to build a new system and the potential for GM Housing Investment Loan Fund surpluses to support delivery of the Housing First vision that was agreed at the September meeting of the GMCA, including:

- The ambition of Housing First in GM – a healthy home for all by 2038
- System changes required to accelerate delivery workplan:
 - Supply: building a flexible system to drive growth
 - Standards: a comprehensive toolkit to improve existing homes
 - Support: a system that enables healthy independent living

- Building on what works
- A roadmap to a housing first city region and next steps
 - Detailed workplan to guide activity under three pillars
 - Wider engagement on the development of the unit and the roadmap
 - Discussions with government, including the Spending review process

Questions and comments included:

Members asked whether 75k homes and 10k truly affordable net zero aligns with the 175k places for everyone (PfE) and 50k affordable homes and how this would be broken down by district, and how the 3-year extension of the housing investment loan fund will be utilised to deliver the ambition as a useful mechanism to forward some of the proposals.

Officers confirmed that 75k homes is more ambitious than the targets set in PfE and the local housing need for Stockport, set by PfE. A search for public land suitable for housing development is underway.

It has been requested that the housing investment loan fund be extended beyond 2028 with additional flexibilities, GMCA's share of the returns from the fund have been used to support districts on capacity on infrastructure, planning and housing.

Members asked whether there are any opportunities to look at Treasury rules to campaign on how the Treasury views housing and the need to unlock future investment.

Officers confirmed that work is starting on the modelling approach looking at links between health and housing. This will highlight mental and physical health issues residents are facing in sub-standard homes and how these can be resolved, linking with NHS data on physical and mental health and wellbeing.

It was noted how this Commission has embraced the housing agenda with a request that groups and initiatives be collated and shared with members to enable engagement where necessary, along with a look across GM governance in this area to ensure it is effective, adding value and fit for purpose.

Members suggested that the use of modular housing be investigated, and government be lobbied on funding around this. Officers indicated that the use of modular housing is transitioning, though timelines are unknown. The housing minister has written to Homes England setting out priorities, including improving productivity through the uptake of modern methods of construction.

Members requested that GM community led housing be revisited to ensure adequate support is being provided. Inspiring Communities Together are working to achieve Registered Social Landlord status and are planning to be the first in GM. The chair recognised the importance of community voluntary and social enterprise sectors across GM and the need to ensure an asset base and revenue stream is available to the sector.

Housing Associations have been pursuing a cross-subsidy model to build truly affordable housing. Officers were asked to investigate the GM approach and relationship with housing associations and how truly affordable housing can be delivered across GM.

Members requested that officers investigate with education providers what work is underway to deliver construction industry training. Strategic thinking is necessary to agree what priorities will have the biggest impact in the shortest time.

Members expressed concern around the number of properties that are being converted into houses of multiple occupancy.

Resolved/-

1. That the proposed Housing First vision for Greater Manchester be approved.
2. That the programme of engagement with the government, private sector and broader stakeholders to gain support and contribution to the necessary radical actions be agreed.

3. To agree to the ambition to drive forward growth and increase housing supply by delivering 75,000 new homes in the current Parliament, including 10,000 Truly Affordable Net Zero (TANZ) homes, subject to necessary support from Government.
4. That the potential for GM Housing Investment Loan Fund surpluses to significantly assist in work to deliver the Housing First vision be noted.

PHC/012/24 Local Levy 2025/26

Jill Holden presented a report providing an update on the Local Levy percentage increase scenarios for 2025/26 being proposed by the North West Regional Flood and Coastal Committee (NWR FCC).

Members were asked to consider the proposal to increase the levy above the baseline of 1% to 4% for 2025/26 prior to voting and agreement at the NWR FCC meeting on 18th October

The levy can provide match funding, provides quick win funding of £100k for districts and various resources, the business plan includes projects that can be funded from the levy of which GM currently have two projects ongoing.

Resolved/-

1. That the report be noted.
2. That the increase above the baseline from 1% up to 4% be agreed.
3. That a report be brought to a future meeting to include the operational water management framework for GM and the levy priority and pipeline schemes be agreed.

PHC/013/24 Strategic Planning Update

Anne Morgan presented a report and talked to a presentation on key strategic planning matters affecting Greater Manchester, including:

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

Legal challenge

The hearing in relation to the 4 grounds which did not receive permission to proceed been postponed to 12 December due to the lack of judicial availability.

Supplementary Planning Documents

Two draft Supplementary Planning Documents that link to the Habitat Regulations Assessment have been prepared and will be out for public consultation in November 2024 for Holcroft Moss Planning Obligations and South Pennine Moors, with a view to being adopted by March 2025.

The Government launched a consultation on revisions to the National Planning Policy Framework (NPPF) in July 2025. The consultation proposes a change to the methodology for calculating Local Housing Need. The local housing need for Greater Manchester would increase by more than 30%, an additional 3,500pa.

It was noted that a Planning Bill is expected in 2025 and that further detail around subregional planning is expected in the Devolution Bill.

Resolved/-

1. That the report be noted.

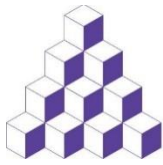
PHC/013/24

Date of the Next Meeting

Resolved/-

1. That the next meeting scheduled for 5 February 2025 be agreed.

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GREATER MANCHESTER PLANNING AND HOUSING COMMISSION

Date: **5th February 2025**

Subject: **Greater Manchester Flooding Incident 31 December 2024/ 1 January 2025**

Report of: **JILL HOLDEN, GREATER MANCHESTER FLOOD AND WATER MANAGEMENT PROGRAMME MANAGER**

Purpose of the report

- To provide an overview of Greater Manchester Flooding Incident 31 December 2024/ 1 January 2025, please note the report is a point in time and will be updated once incident reports from the event are validated.
- The report is supported by a slide deck that will be presented at PHC by Jill Holden.

Recommendations

- PHC members are asked to note the content of the report.

Contact Officers

Jill Holden, GM Flood and Water Management Programme Manager

Jill.holden@greatermanchester-ca.gov.uk

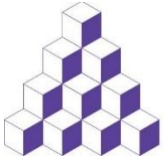
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GREATER MANCHESTER FLOODING INCIDENT 31 DECEMBER 2024 - 1 JANUARY 2025

1.0 BACKGROUND

- 1.2 170 millimetres of rain fall in 18 hours and the River Mersey recorded its highest ever levels, leading to significant flooding and a Major incident was declared on 1/1/2025 at 4 am.
- 1.3 The main areas affected from flooding included Bolton, Bury, Manchester, Stockport and Wigan but there were smaller impacts to other districts. Properties both residential and businesses and key infrastructure was impacted. There were also secondary impacts to communities from power outages.
- 1.4 Major roads closed from flooding included the A555 Manchester Airport relief road and the A58 through Platt Bridge, in Wigan and the M56 westbound between junctions six and seven was shut throughout the day.
- 1.5 Whilst ~11,974 properties were protected by flood defences in Wigan and Greater Manchester, due to the volume of rainfall and scale of flooding, the design standard for many flood defences was exceeded, leading to widespread overtopping collapse of some flood embankments.
- 1.6 Locations directly affected are listed in section 2.0 but please note investigations are ongoing and the figures/information may change as reports are validated.

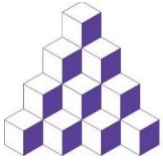
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2.0 IMPACT TO LOCAL COMMUNITIES

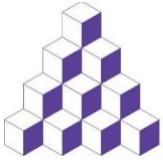
2.1 Manchester

- Didsbury Flood basin was operated.
- Properties evacuated in Didsbury included the Britannia Hotel which currently houses refugees – people affected ~445
- Most significant impacts on Palatine Road and Stenner Lane in Didsbury where properties flooded at ground floor level with contaminated water.
- River Mersey embankment compromised in several locations resulting in significant flooding across Merseybank, Millgate and Parrswood areas. Impact to highway and footways causing issues for residents of Ford Lane in Northenden.
- Other impacts experienced across Manchester, including issues in Harpurhey and in the city centre. Additional flood damage on a smaller scale affected properties in Northenden and Brooklands due to flooding on smaller water courses.
- Businesses affected Northenden, Withington and Didsbury Golf Clubs, Didsbury Sports Ground, Britannia Hotel (445 asylum seekers evacuated by Serco), Waterside Hotel & Leisure Club, Bradley Fold Garden Centre, Factory Nightclub, Joshua Brooks Bar Princess Street, Y Club Castlefield, Harpurhey Lancaster Works.
- Power outages.
- Numbers of properties flooded internally to be confirmed.

2.2 Bolton

- Locations affected included Radcliffe, Lostock and Horwich
- ~14 properties affected.

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2.3 Bury

- ~40 properties affected, less than 10 with internal flooding to both residential and commercial properties.
- Key locations affected included Bury, Radcliffe, Ramsbottom, Summerseat, Whitefield and Tottington.
- Flood sources included river, surface water and sewer problems exacerbated with culvert blockages.

2.4 Wigan

- Key locations affected Platt Bridge, Bickershaw, Ashton-in-Makerfield, Standish/Shevington, Leigh, Hindley, Bryn. Worsley Mesnes and Norley Hall reports unconfirmed.
- Mainly residential properties affected, Platt Bridge, Leigh and Ashton-in-Makerfield were impacted internally, the greatest with reports of up to ~190 properties across the 3 areas and another ~30 across the other areas.
- Flood source from river, brook and basin overtopping and surface water.

2.5 Stockport

- Area affected include Meadow Hall, Bramhall (numbers to be confirmed).
- 400 residents evacuated from Meadow Mill, Stockport town centre
- Major roads affected A34 and A555 Manchester relief road.

2.6 Trafford

- Areas affected include Flixton, Urmston, Bollington Mill, Timperley and Altrincham
- ~20 properties and ~10 businesses, numbers to be confirmed.

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3.0 River Mersey Flood Defences

- 3.1 Due volume of rainfall and scale of flooding from this flood event, the design standard for many flood defences was exceeded, leading to widespread overtopping collapse of some flood embankments.
- 3.2 Numerous properties, infrastructure, and amenities are now at increased risk of flooding whilst there are breaches in the flood embankments, until repairs are complete.
- 3.3 Flood warning thresholds have been amended to ensure people at risk of flooding are warned appropriately.
- 3.4 Environment Agency pumped water from Didsbury Flood Storage Reservoir and other surrounding flood plains, to reduce water levels and allow recovery works to take place.
- 3.5 EA are carrying out rapid inspections to all flood defences to ensure the extent of damage is fully understood, whilst planning emergency works. This has included drone footage, visual inspections and surveying. In areas of concern, multiple footpath closure signs have been put up to warn the public.
- 3.6 EA are working with partner organisations through the Local Resilience Forum to manage the situation.
- 3.7 Emergency works have started to form protection to the locations where embankments have collapsed. Following this, detailed designs will be undertaken to determine the most appropriate permanent fix.

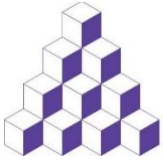
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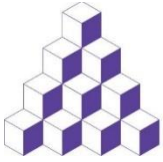
4.0 FUTURE PLANS TO MANAGE FLOOD RISK.

4.1 Managing water and making places resilient to climate change are cross cutting of all programmes and strategies that collectively deliver flood and water management as part of the wider catchment approach. Fluvial upstream measures will make space for surface water downstream, allowing natural flow into rivers. Disconnection from the drainage system will provide more capacity and reduce spills and Place for Everyone sets new higher drainage SuDS standards that must be implemented in all new developments.

4.2 Work to identify risk areas and scope possible risk reduction solutions are being taken forward through programme and strategies across GM and include:

- The Living Integrated Opportunity Programme is part of the Integrated Water Management Plan and will look at funding opportunities through WINEP and Brownfield Development fund. Reducing surface water flood risk through realising disconnection opportunities, within regeneration and new development sites.
- FCERM 6-year programme delivers projects managing fluvial, surface water and combined flood risk through GiA/partnership funding and enable both EA and LA led projects.
- The Upper Irwell Strategy is reviewing flood risk and looking at a catchment approach. NFM measures in the upper catchment will help manage fluvial flood risk and there will be some benefits for surface water risk in that reducing flood levels in watercourses allows surface to drain more effectively. These measures will complement local projects such as highways SuDS and smaller capital schemes aimed at residential property especially where repeatedly flooded.
- Catchment partnership pipelines. Working with Irwell and Mersey Catchment Partnership groups to identify commonalities with their pipeline of projects and IWM/flood risk management.

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- The River Mersey South Manchester Strategy is currently reviewing how flood risk is managed in this area and effectively into the future. This will take several years to implement.
- SuDS/highway programme manages risk to highways reducing or slowing down the flow of surface water into drainage systems. Makes highways and infrastructure more resilient but unlikely to directly reduce residential properties at risk.

5.0 CONCLUSION

- 5.1 Whilst there are many initiatives being scoped to manage future flood risk as outline in the previous section it must be acknowledged the challenges we have in funding and delivering these strategies and programme and address the issue of reduced funding to the FCERM programme.
- 5.2 The FCERM programme will be impacted by reduced funding and timeline to the remainder of this current 6-year programme. The impact on GM projects and delivery will only be understood once Local Choices process has been carried out. This is due 14th February.
- 5.3 The impact of funding to flood risk management will only be known once the current government spending review is complete.

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Greater Manchester Flooding Incident 31 December 2024/ 1 January 2025

February 2025

Greater Manchester Flooding Incident

31 December 2024 - 1 January 2025

- 170 millimetres of rain fall in 18 hours and the River Mersey recorded its highest ever levels, leading to significant flooding and a Major incident was declared on 1/1/2025 at 4 am.
- The main areas affected included Wigan, Trafford, Stockport and Manchester, lesser impacts to other districts.
- ~200 properties verified as internally flooded, ~700 properties(including flats) impacted from flooding (internal and external) and power outages. Data is still being gathered.
- Major roads closed including A555 Manchester Airport relief road, A58 Platt Bridge, Wigan and M56 westbound junctions 6-7.

Greater Manchester Flooding Incident 31 December 2024 - 1 January 2025

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Platt Bridge, Wigan
c/o YouTube - <https://youtu.be/KrfpDKhp5P8>



Meadow Mill, Stockport
c/o MEN.

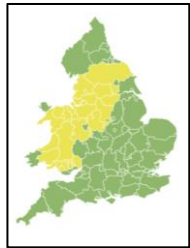
Multi-Agency Response

- Tactical and Strategic Command groups set up, multi agency attendance.
- Yellow and amber weather warnings were issued by the Met Office
- 55 flood warnings issued in GM by the Environment Agency – some via automated system.
- Evacuation in a number of locations within Stockport/Didsbury.
- Significant infrastructure/business impacted.
- Flood storage reservoirs at Didsbury, Sale, Lilford Park and Salford operated along with other EA assets and debris screens cleared – protecting c.17,000 properties.

Summary Timeline

Monday 30th

10:30am Flood Guidance Statement indicates Yellow (Low) flood risk for GM on New Year's Eve



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11:02am Yellow weather warning for rain issued for GM due to start 6pm New Year's Eve

Tuesday 31st

10:42am Yellow rain warning updated to now arrive earlier at 3pm



20:47pm Rain warning upgraded to Amber



15:19pm First Flood Alert issued in GM, followed by 6 further Flood Alerts over the following hours



22:52pm First Flood Warning issued in GM

Wednesday 1st

22:54pm – 08:30am 66 further Flood Warnings issued across GM



14:10pm Flood Warnings began to be removed

Flood Guidance Statements

Daily 5-day forecast from the Flood Forecasting Centre.

The first sign of a heightened flood risk in Greater Manchester was on Monday 30th 10:30am forecasting Yellow (Low) flood risk for GM.

The flood risk was never forecasted Amber or Red (Medium or High) on the Flood Guidance Statement, which would have triggered our Strategic and Borough Flood Plans.









Weather Warnings for GM

The first Met Office warning for rain was issued on Monday 30th at 11am with only one day's notice.

By Tuesday 31st, the day of the rain arriving, the timing of the Yellow warning was moved forward to 15:00 with just 4 hours notice.

By the time the rain had already hit, nearly 6 hours into the Yellow warning, it was upgraded to Amber.



	 Yellow warning for North West England Snow Between 09:00 (UTC) on Wed 1 Jan 2025 and 03:00 (UTC) on Thu 2 Jan 2025	Issued Sun 29 th 11:16am
	 Yellow warning for North West England Wind Between 09:00 (UTC) on Wed 1 Jan 2025 and 06:00 (UTC) on Thu 2 Jan 2025	Issued Sun 29 th 11:18am
	 Yellow warning for North West England Rain Between 18:00 (UTC) on Tue 31 Dec 2024 and 18:00 (UTC) on Wed 1 Jan 2025	Issued Mon 30 th 11:02am
	 Yellow warning for North West England Rain Between 15:00 (UTC) on Tue 31 Dec 2024 and 11:00 (UTC) on Wed 1 Jan 2025	Updated Tue 31 st 10:42am
	 Amber warning for North West England Rain Between 20:38 (UTC) on Tue 31 Dec 2024 and 09:00 (UTC) on Wed 1 Jan 2025	Issued Tue 31 st 20:47pm

Flood Alerts & Warnings in GM



Tues 31st

7 flood alerts
in total issued

15:19

First Flood Alert issued - Upper River Douglas

16:59 - 17:09

5 x Flood Alerts issued on Rivers Mersey, Sankey, Bollin, Lower Irwell

20:20

1 x Flood Alert issued on Upper Irwell

22:52

First Flood Warning issued - Staley and Micklehurst Brooks at Mossley

22:54 - 00:00

15 x Flood Warnings issued on Rivers Irwell, Tame, Mersey, Roch, Etherow, Beal

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Wed 1st

67 flood
warnings in
total issued

00:00 - 02:00

16 x Flood Warnings issued on Rivers Medlock, Tame, Roch, Mersey

02:00 - 04:00

7 x Flood Warnings issued on Rivers Mersey, Roch, Beal

04:00 - 06:00

20 x Flood Warnings issued on Rivers Glaze, Tame, Irk, Beal, Irwell

06:00 - 08:30

8 x Flood Warnings issued on Rivers Glaze, Irwell, Goyt, Tame, Douglas

14:10 - 16:07

Most Flood Warnings removed

Thurs 2nd

07:20 - 08:24

Remaining Flood Warnings and Flood Alerts removed

Impact on Flood Defences

- ~11,974 properties were protected by flood defences in Wigan and Greater Manchester.
- Due to the volume of rainfall and scale of flooding, the design standard for many flood defences was exceeded, leading to widespread overtopping collapse of some flood embankments.
- Numerous properties, infrastructure, and amenities are now at increased risk of flooding from breaches in the flood embankments, until repairs are complete.

Repair and recovery of defences.

- Water pumped from Didsbury Flood Storage Reservoir to reduce water levels and allow recovery works to take place.
- EA are carrying out rapid inspections using drone footage, visual inspections, surveying and planning emergency works.
- Emergency works have started to form protection to the locations where embankments have collapsed. Following this, detailed designs will be undertaken to determine the most appropriate permanent fix.
- Flood warning thresholds have been amended to ensure people at risk of flooding are warned appropriately.

Event Recovery

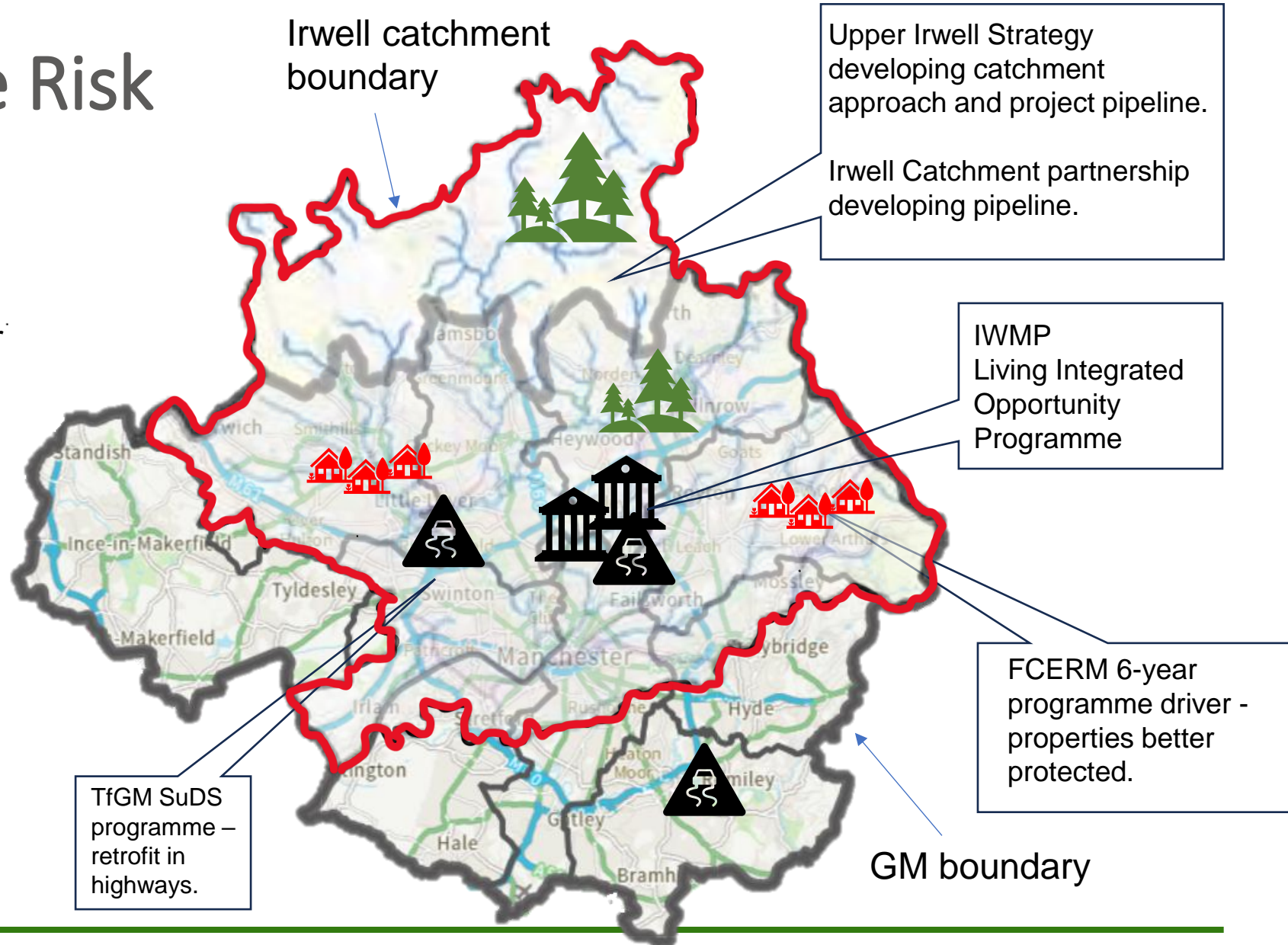
- Section 19 investigation reports will be required in joined-up Local Authorities, recourse and cost are a challenge.
- High political interest across GM with meetings with many MPs. Floods Minister visited Platt Bridge and Lilford on 13th January.
- Recovery Manager at EA will co-ordinate EA's input into community/constituent meetings working with partner organisations to ensure a joined-up response.
- Recovery report with recommendations/lessons learned.
- Challenge to address reduced funding to the FCERM programme. Once Local Choices process has been carried out the EA will share how this will impact GM in the short to medium term.
- Government spending review to include FRM

Managing Future Risk

- Managing water and making places resilient to climate change are cross cutting of all programmes and strategies and collectively deliver flood and water management as part of the wider catchment approach.

Fluvial upstream measures will make space for surface water downstream, allowing natural flow into rivers.

- Disconnection from the drainage system will provide more capacity and reduce spills.
- Place for everyone sets new higher drainage SuDS standards that must be implemented in all new developments.



Greater Manchester Combined Authority

Planning and Housing Commission

For

Briefing from David Hodcroft

5 February 2025

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Agenda Item 7



Background

Launched by the UK and Welsh governments on the 23 October 2024, the Commission will report back in Q2 this year with recommendations to the Government on how to tackle inherited systemic issues in the water sector to restore our rivers, lakes and seas to good health, meet the challenges of the future and drive economic growth.

The commissions terms of reference acknowledge that: *“The pressures on the system are increasing in the face of climate change, population growth, the crisis in nature, and the need to deliver economic growth. The water sector faces multiple challenges and resolving these will require transformative change and involve trade-offs, such as the need to ensure affordability whilst securing the investment needed to achieve better customer outcomes and deliver clean rivers, lakes and seas”.*

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The regulatory framework for water has emerged in a piecemeal way since privatisation, resulting in a fragmented system. Concerns about pollution of our waterways, pressures on the water supply, bill increases, protection for vulnerable customers, the sector’s financial and infrastructural resilience, and ability to attract investment are all symptomatic of the broader need for change.”

Sir Jon Cunliffe is the former Deputy Governor of the Bank of England.

The Commission has chosen Greater Manchester as the location to launch the **call for evidence** as a result of our nationally leading work on partnership working through the Integrated Water Management Plan (IWMP).

The event will include national and local media and will take place at The University of Manchester (Graphene Engineering Innovation Centre (GEIC)).

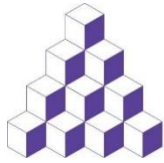


Commission Terms of Reference (TOR)

The objectives of the Commission are to recommend measures to ensure the regulatory system delivers:

- **Clear Vision:** Establishing clear outcomes for the future and a long-term vision for delivering environmental, public health, customer, and economic outcomes.
 - **Strategic Planning:** Adopting a collaborative, strategic, catchment approach to managing water, tackling pollution and restoring nature.
 - **Better Regulation:** Rationalising and clarifying requirements for companies to secure better customer and environmental outcomes.
 - **Empowered Regulators:** Ensuring regulators are effective in holding water companies accountable, for example for illegal pollution.
 - **Improved Delivery:** Enhancing the sector's ability to meet obligations, including clean rivers, lakes, and seas, while driving innovation.
 - **Stable Framework:** Ensuring a regulatory environment that attracts investment and supports financial resilience for water companies.
 - **Consumer Protection:** Safeguarding consumer interests and affordability through transparent and fair governance.
 - **Resilient Infrastructure:** Delivering and maintaining robust infrastructure on time, anticipating future needs and climate challenges.
-
- Timings: The review will report by Q2 2025.
 - Ask from the Commission: To provide evidence and input to the strategic planning and resilient infrastructure elements of the TOR

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Planning & Housing Commission

Date: 05 February 2025

Subject: National Planning Policy Framework (NPPF) Briefing Note

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

Purpose of Report

To update members on changes to the on the National Planning Policy Framework (NPPF).

Recommendations:

1. To note contents of the report.

Contact Officers

Anne Morgan anne.morgan@greatermanchester-ca.gov.uk

1. INTRODUCTION

- 1.1 Following the consultation on draft NPPF between July – September 2024, Government published the revised NPPF on 12 December 2024. Some changes to Planning Practice Guidance (PPG) were also published, however more changes to PPG are promised for the New Year.
- 1.2 The new NPPF (<https://assets.publishing.service.gov.uk/media/675abd214cbda57cacd3476e/NPPF-December-2024.pdf>) is broadly the same as the draft, however there have been some changes particularly in relation to the standard method (in PPG); 5 year housing land supply, and clarification about the definition of grey belt and development in the Green Belt.
- 1.3 New NPPF applies immediately for decision-making (planning applications) and there are transitional arrangements set out for plan-making.

2. HOUSING NEED AND SUPPLY

STANDARD METHOD FOR ASSESSING LOCAL HOUSING NEED

- 2.1 The new NPPF, at paragraph 62, directs that strategic policies should be informed by a local housing need assessment conducted using the government’s standard method. The changes remove reference to the method being ‘an advisory starting point’, as well as removing reference to the ability of councils to use ‘exceptional circumstances’ to argue for the use of alternative approaches to assess need. It is clear that the Government consider use of the standard method as ‘mandatory’ apart from in a limited number of circumstances, as set out in Paragraph 14 of Planning Policy Guidance (PPG).
- 2.2 Local planning authorities are instructed to “meet an area’s identified housing need”. This is in comparison with the previous wording in paragraph 60, which instructed councils to “meet as much of an area’s identified housing need as possible”.
- 2.3 The Standard Method formula is set out in PPG. The standard method uses a formula that incorporates a baseline of local housing stock which is then adjusted upwards to reflect local affordability pressures to identify the minimum

number of homes expected to be planned for. (Paragraph: 002 Reference ID: 2a-002-20241212)

2.4 The standard method has changed from the consultation draft, there are three main changes:

- i. The threshold from which the adjustment applies has increased, from 4 (so where median house prices are 4 times median earnings) to 5. The threshold has been set at 4 since the standard method was first introduced in 2018, and at the time represented the maximum amount that could typically be borrowed for a mortgage. So that where house prices were above 4 times earnings was a proxy for where supply should be increased as homes were considered unaffordable. It is considered that a ratio of 4 is now less appropriate than it was in 2018 – the housing market, and access to mortgages, has changed in recent years, and currently no local authorities in England have an affordability ratio below 4. The Office for National Statistics (ONS) also use a ratio of 5 as a broad indicator of affordability when they consider housing affordability issues.
- ii. Changing the threshold from which the affordability adjustment applies from 4 to 5 means some of the most affordable local authorities will no longer be subject to the affordability adjustment, and that the overall impact of the adjustment is reduced meaning overall numbers would fall. To ensure housing need remains at the level the Government consider appropriate, the second change being made is to increase the scale of the affordability adjustment – instead of a multiplier of 0.6, this will be set at 0.95. The overall effect of these two changes is that housing need is reduced in more affordable areas and increased in areas where affordability issues are most acute, but overall remains around 370,000 nationally.
- iii. Third, affordability is averaged over 5 years, (instead of 3 currently) and so will consider slightly longer-term trends in affordability and market conditions and further smooth out outlying changes to affordability over time which will add additional stability to the standard method.

- 2.5 The revised standard method incorporating the changes set out above sets a marginally lower local housing need for England of 370,408 compared to 371,541 under the method consulted on.
- 2.6 Collectively, the changes have the effect of decreasing (or indeed, removing altogether) the affordability uplift – and thus housing numbers – in the most affordable areas, and increasing the affordability uplift and numbers in less affordable areas. In practical terms, from the proposed July version this results in a shift of housing numbers away from the Midlands and North and more greatly concentrated in London and the wider South East
- 2.7 The table below shows the implications of the new standard method for Greater Manchester Authorities. The last column illustrates the housing numbers which the 10 GM authorities will need to plan for through their Local Plans (Part 2 plans in the case of PfE).

Local authority	PfE annual average March 2024	Draft NPPF July 2024	New NPPF December 2024	GM 'housing targets' December 2024
Bolton	787	1,340	1184	787
Bury	452	1,054	979	452
Manchester	3,533	2,686	2430	3,533
Oldham	680	1,049	910	680
Rochdale	616	1,031	918	616
Salford	1,658	1,475	1308	1,658
Stockport	N/A	1,906	1,815	1,815
Tameside	485	1,223	1124	485
Trafford	1,122	1,607	1599	1,122
Wigan	972	1,572	1418	972
PfE Total	10,305	13,037	11869	10,305
GM Total	N/A	14,941	13,684	12,120

FIVE-YEAR HOUSING LAND SUPPLY

- 2.8 Changes made to the five-year housing land supply policy in December 2023 - including the ability to show a four rather than five-year housing land supply in certain cases - are reversed with the deletion of former paragraphs 77 and 78. The general requirement for local planning authorities to include a buffer of five per cent on top of their five-year housing land supply, is retained in paragraph 78, “to ensure choice and competition in the market for land”.
- 2.9 A 20 per cent buffer will be applied on top of local authorities’ five-year housing supply in some cases, for decision-making. This will apply where there has been significant under-delivery of housing over the previous three years.
- 2.10 A 20 per cent buffer on top of five-year housing supply will also apply more widely for some authorities for decision-making purposes from **1 July 2026**. It will apply where a local planning authority has a housing requirement adopted in the last five years examined against a previous version of the NPPF, and whose annual average housing requirement is 80 per cent or less of the most up-to-date local housing need figure (paragraph 78c)
- 2.11 At first reading it appears that several PfE authorities would be caught by this provision, however Footnote 42 states ‘Defined as the total housing requirement, divided by the number of years in the plan period. For joint local plans, the percentage should be applied in aggregate across the joint local plan area.’.
- 2.12 In terms of PfE, the housing requirement, taken across the plan as a whole equates to 87% of new LHN, so this requirement should not have an impact on decision making for the PfE authorities.

3. GREEN BELT

- 3.1 NPPF sets out that meeting identified need for houses, commercial or other development constitute exceptional circumstances for altering Green Belt boundaries (paragraph 146). LPAs should undertake a green belt review where they are unable to meet their identified needs for housing, commercial or other development through other means.

- 3.2 NPPF introduces the concept of 'grey belt' land within the green belt (defined in the Glossary) , and clarifies that it would not include land which "strongly" contributes to three of the green belt purposes, (a), (b), or (d) (as set out in paragraph 143). These are the purposes which seek to check unrestricted sprawl, prevent merging of towns and preserve the setting of historic towns. (However, it doesn't include the purpose of safeguarding the countryside from encroachment.) 'Grey belt' would also exclude land covered by key constraints such as national landscapes and SSSIs.
- 3.3 Where it is necessary to release green belt land for development, plans should give priority to previously developed land, then consider grey belt which is not previously developed, and then other green belt locations (paragraph 148). However, when drawing up or reviewing Green Belt boundaries, the need to promote sustainable patterns of development should determine whether a site's location is appropriate.
- 3.4 The development of homes, commercial and other development in the green belt should not be regarded as inappropriate in certain circumstances. This is where the following criteria apply:
- The development would be on grey belt land and would not fundamentally undermine the purposes of the remaining green belt across the area of the plan.
 - There is a "demonstrable unmet need for the type of development proposed" (defined in relation to housing supply and delivery).
 - The development would be "in a sustainable location".
 - The development proposed meets the 'golden rules' requirements.
- 3.5 The following 'golden rules' would be applied to major housing development on land released from the green belt (set out in paragraph 156). A development which complies with the Golden Rules should be given significant weight in favour of the grant of permission.:
- Affordable housing contribution which would be 15 percentage points above the highest existing affordable housing requirement which would otherwise apply to the development, subject to a cap of 50 per cent. In the

absence of a pre-existing requirement for affordable housing, a 50 per cent affordable housing contribution should apply by default. The use of site-specific viability assessment for land in or released from the green belt should be subject to the approach set out in planning practice guidance, which says that site specific viability assessment should not be undertaken or taken into account for the purpose of reducing developer contributions, including affordable housing (Paragraph: 029 Reference ID: 10-029-20241212).

- The government intends to review this Viability Guidance and will be considering whether there are circumstances in which site-specific viability assessment may be taken into account, for example, on large sites and Previously Developed Land.
- Necessary improvements to local or national infrastructure,
- The provision of new, or improvements to existing, local green spaces that are accessible to the public. New residents should be able to access good quality green spaces within a short walk of their homes, whether through onsite provision or through access to offsite facilities.

3.6 Development proposed on previously-developed land in the green belt, and limited infilling in the green belt, is now classed as ‘not inappropriate development’, as long as it doesn’t cause “substantial harm to the openness of the green belt”.

3.7 This is a potential change to policy, which may be unintended. Previous policy was interpreted that ‘not inappropriate’ development in the Green Belt had passed the Green Belt hurdle and did not need to demonstrate lack of harm etc, The ‘openness’ test seems to have been reintroduced.

4. BROWNFIELD LAND

4.1 Brownfield developments should be viewed positively. Wording in the document to emphasise this point has, however, been tweaked from the suggestion in the draft framework that such proposals “should be regarded as acceptable in principle”. The new wording in the final document is that proposals should be approved “unless substantial harm would be caused”.

5. STRATEGIC PLANNING

5.1 Local planning authorities and county councils “continue to be” under a duty to cooperate with each other. Once the matters for collaboration have been identified, new wording (paragraph 27) states that authorities “should make sure that their plan policies are consistent with those of other bodies where a strategic relationship exists on these matters, and with the relevant investment plans of infrastructure providers, unless there is clear justification to the contrary”. In particular, plans should ensure that:

- a consistent approach is taken to planning the delivery of major infrastructure;
- unmet development needs from neighbouring areas are accommodated; and
- any allocation or designation which cuts across the boundary of plan areas “is appropriately managed by all relevant authorities.”

5.2 The NPPF acknowledges that plans come forward at different times and that there can be a degree of uncertainty over other plans. In such circumstances, it states, those preparing plans “will need to come to an informed decision on the basis of available information, rather than waiting for a full set of evidence from other authorities.”

6. AFFORDABLE HOUSING

6.1 Housing needs assessments should explicitly consider the needs of those requiring social rent. It states that authorities specify their expectations on social rent delivery as part of broader affordable housing policies. Reference is also added in the new document to assessing the needs of ‘looked after children’, which a footnote says can be evidenced in the relevant LPA’s Children’s Social Care Sufficiency Strategy. The requirement to deliver at least ten per cent of the total number of homes on major sites as affordable home ownership, as set out in the previous NPPF, is removed.

6.2 New wording (paragraph 69) expects LPAs to take a positive approach to development proposals that have a mix of tenures and types, through both plans and decisions. It recognises, however, that this should not preclude

schemes that are mainly, or entirely, for Social Rent or other affordable housing tenures from being supported.

- 6.3 No changes are proposed to the definition of the types of housing which constitute affordable housing.

7. SUPPORTING ECONOMIC GROWTH AND CLEAN ENERGY

- 7.1 Local planning authorities should pay particular regard to facilitating development to meet the needs of a modern economy, including by identifying suitable locations for uses such as laboratories, gigafactories, data centres, digital infrastructure, freight and logistics. Planning policies and decisions should make provision for new, expanded or upgraded facilities and infrastructure to support the growth of knowledge and data-driven, creative or high technology industries, including data centres and grid connections.
- 7.2 The framework, says storage and distribution operations should be provided for “that allow for the efficient and reliable handling of goods, especially where this is needed to support the supply chain, transport innovation and decarbonisation” (paragraph 87). The same paragraph also includes new text that provision should be made for “the expansion or modernisation of other industries of local, regional or national importance to support economic growth and resilience.”
- 7.3 Decision-makers should give “significant weight” to the benefits associated with renewable and low carbon energy generation, and proposals contributing to meeting a net zero future, (paragraph 164). However, wording in the draft which stated that local planning authorities should support planning applications for all forms of renewable and low carbon development has not been included in the final document.
- 7.4 The need to mitigate and adapt to climate change should also be considered in preparing and assessing planning applications, taking into account the full range of potential climate change impacts (new paragraph 163).

8. INFRASTRUCTURE

- 8.1 “Significant weight” should be placed on the importance of facilitating new, expanded or upgraded public service infrastructure when considering proposals for development, (new wording in paragraph 101). The framework also includes reference to post-16 education places to support the delivery of this type of education provision.
- 8.2 Development proposals and allocation of sites should ensure that sustainable transport modes are prioritised, taking account of the vision for the site. Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residential cumulative impacts on the road network following mitigation, would be severe, “taking into account all reasonable future scenarios” (paragraph 116).

9. TRANSITIONAL ARRANGEMENTS

- 9.1 The new NPPF applies straight away for decision-making. However, existing policies are not necessarily out of date and “due weight” should be given to them. Policies should not be regarded as out of date where LPAs meet certain criteria relating to housing supply and delivery.
- 9.2 For plan-making, the new NPPF applies from 12 March 2025. This is with the exception of the following cases:
- a) Where the plan has reached the Regulation 19 stage of consultation on or before 12 March 2025, and its draft housing requirement meets at least 80 per cent of local housing need
 - b) Where the plan is submitted for examination on or before 12 March 2025
 - c) **Plans which include policies to deliver levels of housing and other development set out in a preceding local plan adopted since 12 March 2020**
 - d) The local plan is in an area where there is an operative Spatial Development Strategy and the local plan has reached Regulation 19 stage on or before 12 March 2025.

e) The plan deals only with minerals and/or waste matters and has reached Regulation 19 on or before 12 March 2025; or has been submitted for examination under Regulation 22 on or before 12 March 2025.

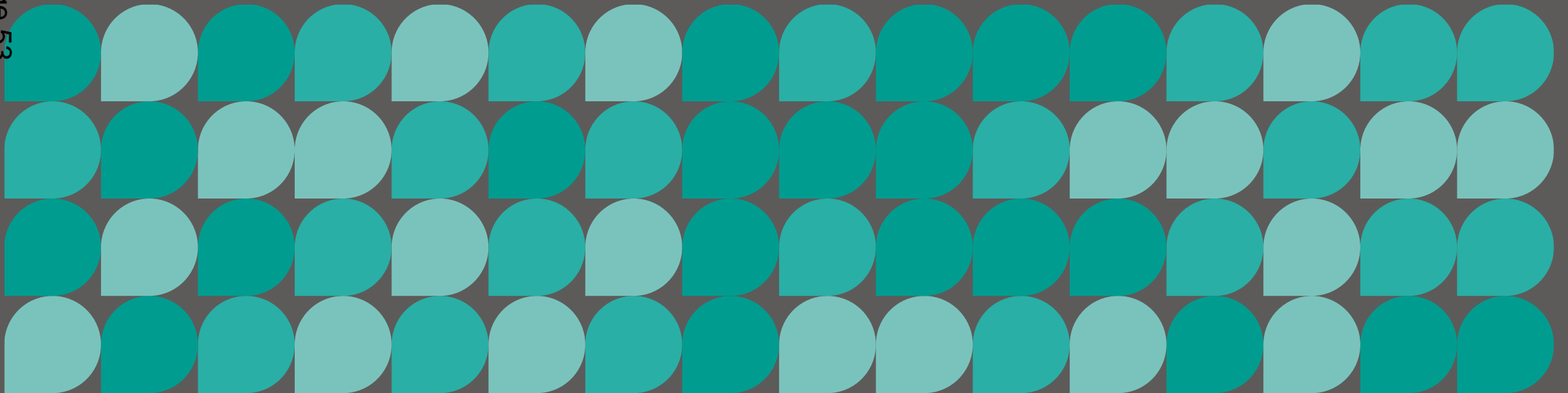
9.3 For PfE, paragraph 234 c) is significant as this applies to PfE and provides protection from plan-making provisions of new NPPF, until the Plan is reviewed.

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Planning Update

Planning and Housing Commission: 5 February 2025

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Agenda Item 9

Content

- PfE update
- National Planning Policy Framework
- Future planning reforms
- Devolution White Paper
- Reforming planning system – Compulsory Purchase Consultation

Places for Everyone

- Permission hearing refused on 4 grounds
- One ground (Ground 5 Green Belt Additions) has permission
- No date set for hearing yet

National Planning Policy Framework

- Published 12 December
- Broadly the same as consultation draft with some tweaks
 - Standard method, more weight given to affordability, redistribution from north to south
 - Decision taking
 - Transitional arrangements
 - Funding

NPPF standard method

- Use of standard method effectively mandatory
- Method is housing stock x affordability weighting
- Affordability weighting changed from 4x average income to 5x
- Affordability weighting changed from 0.6% to 0.95%
- Annual total just over 370,000
- Changes shift distribution from north to south
- GM figure reduces 14,941 to 13,684
- PfE continues to provide housing figures for the 9 districts (10,305)

Table showing the implications of the published Local Housing Need methodology alongside draft NPPF and the current targets

	'PfE annual average March 2024	Draft NPPF July 2024	New NPPF December 2024	GM 'housing targets' December 2024
Bolton	787	1,340	1184	787
Bury	452	1,054	979	452
Manchester	3,533	2,686	2430	3,533
Oldham	680	1,049	910	680
Rochdale	616	1,031	918	616
Salford	1,658	1,475	1308	1,658
Stockport	N/A	1,906	1,815	1,815
Tameside	485	1,223	1124	485
Trafford	1,122	1,607	1599	1,122
Wigan	972	1,572	1418	972
PfE Total	10,305	13,037	11869	10,305
GM Total	N/A	14,941	13,684	12,120

NPPF – Green Belt

- Unmet development needs identified as an ‘exceptional circumstance’ to release Green Belt
- Grey belt definition introduced
- Sequential approach to development in Green Belt – previously developed land, grey belt, Green Belt – but always need to be promoting sustainable patterns of development
- Golden Rules – 15% above existing affordable housing requirement up to cap of 50%; site specific viability assessments not allowed

NPPF – decision making

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- A 20% buffer on top of five-year housing supply will apply for some authorities for decision-making purposes from 1 July 2026. It will apply where a local planning authority has a housing requirement adopted in the last five years examined against a previous version of the NPPF, and whose annual average housing requirement is 80% or less of the most up-to-date local housing need figure (paragraph 78c)
- Footnote 42 states ‘Defined as the total housing requirement, divided by the number of years in the plan period. For joint local plans, the percentage should be applied in aggregate across the joint local plan area.’
- In terms of PfE, the housing requirement, taken across the plan as a whole equates to 87% of new LHN, so this requirement should not have an impact on decision making for the PfE authorities.

NPPF – transitional arrangements

The new NPPF applies straight away for decision-making

For plan-making, the new NPPF applies from 12 March 2025. This is with the exception of the following cases:

- a) Where the plan has reached the Regulation 19 stage of consultation on or before 12 March 2025, and its draft housing requirement meets at least 80 per cent of local housing need
- b) Where the plan is submitted for examination on or before 12 March 2025
- c) **Plans which include policies to deliver levels of housing and other development set out in a preceding local plan adopted since 12 March 2020**
- d) The local plan is in an area where there is an operative Spatial Development Strategy and the local plan has reached Regulation 19 stage on or before 12 March 2025.
- e) The plan deals only with minerals and/or waste matters and has reached Regulation 19 on or before 12 March 2025; or has been submitted for examination under Regulation 22 on or before 12 March 2025.

Future planning reforms

- introducing agile, shorter, and faster local plans and improving engagement
 - updating viability guidance
 - designing a new strategic planning system
 - refreshing the National Model Design Code
 - rolling out increased planning fees
 - Planning and Infrastructure Bill
 - Planning Reform Working papers:
 - [Brownfield Passports](#)
 - [Planning Committees](#)
 - [Development and Nature](#)
-

Devolution White Paper

- Published 16 December 2024
- GMCA will receive all new powers/duties
- Activity is sequenced:
 - preparation and adoption of SDS first
 - strategic development management powers
 - powers to raise a Mayoral Community Infrastructure Levy
 - power to make Mayoral Development Orders

Spatial Development Strategy (SDS)

- Will be approved with the support of a majority of constituent members, including the Mayor
- SDSs will guide development for the Local Planning Authorities in the area,
- Content of SDSs will be kept deliberately high level with the dual purpose of preserving detailed policy and site allocations for local planning authorities through their local plans
- Local plans will need to be in general conformity with the SDS.
- Local Planning Authorities should not delay development of Local Plans while they await the adoption of an SDS. Relevant Local Plans should continue to be updated or developed alongside the SDS process
- Obligation to apportion an assessment of the cumulative total housing need of the Strategic Authority across its constituent members.

Compulsory Purchase Process and Compensation Reforms consultation

- Consultation began on 19 December 2024 and closes 13 February 2025
- The Levelling-up and Regeneration Act 2023 (“LURA”) to allow acquiring authorities to include in CPOs directions to remove the payment of hope value from compensation providing it is in the public interest.
- Government want to go further than the LURA and ensure that ensure the process for compulsorily acquiring land with a direction to remove the payment of hope value for schemes in the public interest is more efficient

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GM PLANNING AND HOUSING COMMISSION

Date: **5th February 2025**

Subject: Homelessness and Migration Update 2025

Report of: Joe Donohue, Strategic Lead f- Homelessness and Migration

Purpose of Report

This paper provides an update on the current landscape for Homelessness and Migration and planned work for 2025.

Recommendations:

Members are requested to:

1. Note the contents of the report.

Contact Officers

- Joe Donohue, Strategic Lead, joseph.donohue@greatermanchester-ca.gov.uk

1. Introduction/Background

1.1 This report seeks to provide the Commission with an update on work being carried out across the Homelessness and Migration programmes in 2025.

1.2 2025 is a pivotal year for Greater Manchester and our responses to homelessness and migration are no exception. This year, we will see:

- A multi-year spending review, which will dictate the funding landscape for homelessness, migration, and other public services over the next few years
- The recommissioning of core regional and local homelessness programmes, including Housing First, A Bed Every Night, Pathfinder etc.
- The final year of the Greater Manchester Homelessness Prevention Strategy and the beginning of the consultation process for the next one.
- The Integrated Settlement under Greater Manchester's Trailblazer Devolution deal, providing additional funding flexibility and autonomy.
- The continued development and delivery of the core missions for Greater Manchester, including Housing First and Live Well.








2. Baseline - Core Homelessness Data

2.1 Homelessness continues to rise across Greater Manchester, with a continued increase in households and children in temporary accommodation, despite encouraging signs of a reduction in bed and breakfast placements.

2.2 This has exerted significant financial pressures on Local Authorities, with research carried out in 2024 identifying an estimated annual spend of £74.6million on renting temporary accommodation across Greater Manchester. Only 48% of these costs can be recovered via the welfare benefits system, placing pressures on wider Local Authority budgets.

2.3 The number of people experiencing street homelessness that Local Authorities are supporting remains at or above pre-pandemic levels and appears to be

increasing year on year (451 people seen sleeping rough across September 2024, compared to 406 people seen in September 2023).

Key metrics		Greater Manchester
Households owed a prevention duty across the quarter ending June 2024 in Greater Manchester:	2,492	 (since the previous quarter)
Households owed a relief duty across the quarter ending June 2024 in Greater Manchester:	3,253	 (since the previous quarter)
Households in temporary accommodation on the last day of June 2024 in Greater Manchester:	5,691	 (since the previous quarter)
Children in temporary accommodation on the last day of June 2024 in Greater Manchester:	7,896	 (since the previous quarter)
Households in B&B accommodation on the last day of June 2024 in Greater Manchester:	808	 (since the previous quarter)
Households in B&B accommodation with children on the last day of June 2024 in Greater Manchester:	366	 (since the previous quarter)
Individuals experiencing rough sleeping on the single night count in September 2024 , across Greater Manchester:	105	 (since the previous month)

3. Funding Settlement for 2025/26

- 3.1 In December 2024, the Government announced a £1 billion funding package for Local Authorities to tackle and prevent homelessness in 2025/26. This provides funding for one year, to provide stability whilst the government prepares for and implements a multi-year funding settlement set to be announced in the Spring Comprehensive Spending Review.
- 3.2 This announcement and the subsequent funding allocations for Greater Manchester provide welcome funding certainty to Local Authorities and their providers, which were otherwise facing a funding cliff edge on 31 March 2025.

Local Authority	HPG	RSPARG	RSAP	RSDATG	EA Pilots	CF	25/26 TOTAL
Bolton	£1,914,869	£235,329	£51,365	£818,310	£0	£0	£3,019,873
Bury	£1,096,351	£167,596	£121,220	£0	£0	£0	£1,385,167
GMCA	£0	£4,927,803	£905,680	£0	£0	£1,219,246	£7,052,729
Manchester	£9,423,527	£3,420,737	£831,022	£1,130,208	£0	£0	£14,805,494
Oldham	£1,583,734	£167,886	£0	£707,083	£210,000	£0	£2,668,703
Rochdale	£1,740,771	£202,319	£271,372	£559,330	£0	£0	£2,773,792
Salford	£2,708,451	£2,183,859	£538,732	£1,054,269	£0	£0	£6,485,311
Stockport	£1,613,775	£157,439	£104,037	£0	£0	£0	£1,875,251
Tameside	£1,563,828	£406,973	£306,302	£0	£0	£0	£2,277,103
Trafford	£1,460,258	£22,200	£73,084	£0	£0	£0	£1,555,542
Wigan	£1,790,748	£734,507	£140,357	£1,042,890	£0	£0	£3,708,502
TOTAL	£24,896,312	£12,626,648	£3,343,171	£5,312,090	£210,000	£1,219,246	£47,607,467

HPG = Homelessness Prevention Grant, RSPARG = Rough Sleeping Prevention & Recovery Grant, RSAP = Rough Sleeping Accommodation Programme, RSDATG = Rough Sleeping Drug & Alcohol Treatment Grant, EA Pilots = Emergency Accommodation Reduction Pilots, CF = Changing Futures.

3.3 Broadly the funding allocations are favourable to Greater Manchester, with the region receiving £47.6million in 2025/26 as a consolidated grant comprising:

- £24.8million Homelessness Prevention Grant
- £12.7million Rough Sleeping Prevention and Recovery Grant which combines the Rough Sleeping Initiative and the Accommodation for Ex-Offenders funding programmes.
- £5.3million Rough Sleeping Drug and Alcohol Treatment Grant in Bolton, Manchester, Oldham, Rochdale, Salford and Wigan.
- £3.3million for the continuation of the Rough Sleeping Accommodation Programme.
- £1.2million Changing Futures funding for GMCA' multiple disadvantage programme.
- £210k to support an Emergency Accommodation Pilot in Oldham

3.4 Whilst the overall budget position is favourable to Greater Manchester in totality, there are nuances within the specific elements of the funding settlement and the context in which Local Authorities and providers find themselves in, which are outlined below.

a) Overall Local Government Finance Position and Pressures

- 3.5 Local Government budgets have faced significant pressure and real-terms reductions in their overall budgets over many years. Whilst the Local Government Finance Settlement is a welcome step towards sustainability, including a commitment to multi-year settlements and an uplift in overall funding and to key budgets like social care and homelessness, this is not sufficient to fully mitigate the continued pressures on Local Authority budgets.
- 3.6 The main cost pressures on Local Authority budgets remain Adult Social Care, Children's Services and Temporary Accommodation. In each of these areas, it is highly likely that demand pressures on Local Authorities will continue to increase and so too will the cost pressures, unless they can be mitigated.
- 3.7 In this context, it is likely that even areas that have seen a significant increase in their homelessness funding will still be required to find savings and efficiencies within their departments, i.e. the funding position is better than expected, but remains a significant challenge.
- 3.8 Compounding this challenge is both continued cost-of-living pressures and changes to employer National Insurance contributions.

b) Prevention funding increased; Rough Sleeping funding frozen.

- 3.9 The most significant and welcome change in the Homelessness funding allocations is the uplifting of Homelessness Prevention Grant, with Greater Manchester Local Authorities seeing a 137% increase in Homelessness Prevention Grant funding and every Local Authority seeing a meaningful increase (not withstanding wider budget pressures described above).
- 3.10 Changes to homelessness prevention grant also signals an intention to 'bake in' a pivot towards prevention in budgets going forward. A minimum 49% of the Homelessness Prevention Grant is ringfenced and must be spent on prevention, relief and staffing activity. Effectively, this means that no more than 51% of the grant can be spent on direct Temporary Accommodation and other costs.

- 3.11 These changes also support a welcome move towards a more holistic homelessness strategy which goes beyond the focus on rough sleeping we have seen in recent years and places greater emphasis family and statutory homelessness.
- 3.12 Rough Sleeping funding (previously under the Rough Sleeping Initiative), on the other hand, has been universally frozen at the same allocation rate as in 2024/25.
- 3.13 This represents a significant real-terms reduction in funding for rough sleeping services, given:
- Rising inflationary costs face by both Local Authorities and their providers.
 - Increasing employer national insurance contributions (which will disproportionately affect smaller organisations).
 - A direction under the previous rough sleeping programme to reduce our ask for funding over 2022-2025, meaning allocations are based on an already reduced budget.

4. Commissioning – Greater Manchester Programmes

- 4.1 Given the limited time available to finalise budgets and commissioning plans for the forthcoming financial year, 2025/26 should be considered a transitional year, in which Local Authorities and GMCA maintain core services and begin developing specifications in preparation for the multi-year settlement.
- 4.2 A range of Greater Manchester-wide homelessness and migration services are commissioned under national homelessness funding allocations, including:
- Housing First
 - A Bed Every Night (partial)
 - Dual Diagnosis Support Service
 - Restricted Eligibility Support Service (partial)
 - Rough Sleeping Accommodation Programme
 - Refugee Welcome Programme – Homelessness Prevention Support

- 4.3 Whilst we have made every effort to extend contracts wherever possible to minimise disruption, 2025 will see GMCA recommissioning the Housing First, Rough Sleeping Accommodation Programme and the Young Person's Homelessness Prevention Pathfinder.
- 4.4 At the same time, the A Bed Every Night Programme is undergoing a comprehensive service review to ensure that the programme continues to achieve its aims and delivers a comprehensive off-the-streets offer for people experiencing street homelessness.

5. Temporary Accommodation

- 5.1 In September 2024, GMCA and our 10 Local Authorities approved an action plan to tackle rising temporary accommodation usage and spend in the region.
- 5.2 The action plan is built on the following core workstreams:
- Enhancing data and insight into TA usage and spend.
 - Enhancing collaboration between Local Authorities to minimise disruption to families and cost to the public purse.
 - Developing opportunities for new supply of temporary accommodation which reduces the use of bed and breakfast.
 - Exploring opportunities to enhance the standards of TA.
 - Co-producing our responses to temporary accommodation with households who have been in temporary accommodation and with officers working in frontline services.
- 5.3 This was complemented by a comprehensive spend analysis project which uncover an estimated minimum spend of £74.6million on the cost of renting temporary housing, with only 48% of this spend being recovered through housing benefit.
- 5.4 Over the course of 2025, we will progress the core elements of this action plan, including:
- Developing our new supply ambitions into concrete proposals, in line with our mission to put Housing First.

- Understanding how we can unlock opportunities to reduce Temporary Accommodation demand through homelessness prevention, building on existing innovation in Housing Options services and realising the opportunities presented by the Live Well mission.

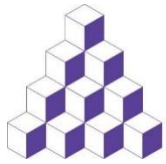
6. Other Relevant Developments in 2025

- 6.1 The multi-year spending review in Spring 2025 will set the funding and legislative agenda for the next few years. In preparation for this, government is currently in a period of furious consultation to prepare for departmental submissions into the spending review, which colleagues from across Greater Manchester are collectively involved in.
- 6.2 MHCLG is currently developing a national Ending Homelessness Strategy, which represents a more comprehensive and holistic overview of housing and homelessness than we have seen in recent years, and aims to develop actions designed to:
- Improve housing affordability and tackling poverty as the biggest driver of homelessness
 - Reforming the system so that councils and wider services work better together to prevent homelessness
 - Providing effective joined-up support for those that are experiencing homelessness or rough sleeping
- 6.3 At the same time, the Home Office is considering its options for the future of the asylum support and accommodation model. The Home Affairs committee has launched an inquiry into the asylum accommodation model and it is likely to influence spending decisions, given the expiry of the existing contracts falls within the next spending review period.
- 6.4 The implementation of the Renters Rights Bill is set to become law this year and will see a significant shake up in the regulation and operation of the private rental sector. This could have positive long-term effects in the prevention of

homelessness and tenancy sustainability. There may, however, be medium term turbulence and unforeseen effects to navigate.

- 6.5 As part of the Housing First mission, GMCA and Local Authority colleagues are developing and delivering initiative which could mitigate some of the impacts of the changing private rental sector, such as the Good Landlord Charter and the Tenancy Relations Pilot, which could play a part in preventing homelessness and enhancing the quality of homes in the sector.
- 6.6 The Supported Housing (Regulatory Oversight) Act is also set to be implemented in the near future, with a consultation expected in early 2025. This will set a national standards framework for supported housing and a requirement for Local Authorities to have a detailed strategy and needs assessment of supported housing in their area and license providers.
- 6.7 This will affect supported housing with a wide scope and is likely to include:
- Homelessness accommodation (which could include A Bed Every Night, some Temporary Accommodation etc.)
 - Housing with Care
 - Supported housing for particular groups e.g. domestic abuse refuges mental health support, people leaving prison etc.
- 6.8 This presents both an opportunity – for a more strategic approach to supported housing and greater scrutiny over standards – and a challenge if inadequately resourced. Meeting this challenge will require a multi-disciplinary approach to understanding and embedding any necessary changes.

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GM PLANNING AND HOUSING COMMISSION

Date: 05 February 2025

Subject: Greater Manchester Social Housing Quality Fund

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

Purpose of Report

To update on the Social Housing Quality Fund following programme closure.

Recommendations:

Members are requested to:

1. Note the contents of the report.

Contact Officers

- Aisling McCourt, aisling.mccourt@greatermanchester-ca.gov.uk
- Thomas Graley, Thomas.graley@greatermanchester-ca.gov.uk

1. Introduction

1.1 In June 2023, GMCA received £15m capital funding from the Ministry of Housing, Communities and Local Government (MHCLG, formerly Department for Levelling Up, Homes and Communities) to tackle damp and mould health hazards in social housing. GMCA were provided the flexibility and discretion of how the funding would be allocated in GM, as long as it supports improvements to the physical decency of social housing.

1.2 At the GMCA meeting on 30 June 2023, Leaders agreed to allocate grant to social housing providers in Greater Manchester via a competitive funding competition. It was agreed that the Social Housing Quality Fund (SHQF) would be allocated to eligible applicants, requiring a minimum 25% match funding, and prioritised as follows:

- Band 1: Dealing with Category 1 damp and mould HHSRS¹ hazards;
- Band 2: Dealing with Category 2 damp and mould HHSRS hazards facing vulnerable households;
- Band 3: Dealing with other Category 2 damp and mould HHSRS hazards;
- Band 4: Dealing with properties where tenants have reported damp and mould issues and surveys have identified remedial action required;
- Band 5: Supporting 'infill' works to properties of archetypes with vulnerable tenants where issues are known to occur and where evidence demonstrates elevated risks of hazards occurring;
- Band 6: Supporting 'infill' works to properties of archetypes where issues are known to occur and where evidence demonstrates elevated risks of hazards occurring.

2. Programme funding allocations

2.1 In August 2023, £14.84m of capital grant was offered to 17 social housing providers in GM to deliver repairs and renovation works in up to 12,835 homes

¹ HHSRS is the Housing Health and Safety Rating System. More information available here: [Housing health and safety rating system \(HHSRS\): guidance for landlords and property-related professionals - GOV.UK](https://www.gov.uk/guidance/housing-health-and-safety-rating-system-hhsrs-guidance-for-landlords-and-property-related-professionals)

affected by damp and mould issues, with an additional £5.34m in match funding (26% of total) provided by housing providers. This equalled £20.18m planned total programme funding.

- 2.2 Further details about the funding allocation are available in the update provided to this Committee in October 2023: [Social Housing Quality Fund Update, Greater Manchester Planning & Housing Commission - Tuesday, 31st October, 2023](#).

3. Summary of programme delivery

3.1 Concluding in April 2024, the programme delivered works to 16,177 homes in total and this represents an increase of 3,342 homes (26% increase) from the original target of 12,835 homes. The total programme funding also increased to £21.5m owing to a higher figure of £6.73m co-funding (31% of total)². The average grant investment per home was £913 and the average total investment per home was £1,328.

3.2 22,155 total measures were delivered and the average cost per measure was £970. The most common measure was installation of mechanical ventilation systems (e.g. extractor fans, whole house ventilation) with 6,175 installations (28% of all measures installed).³

3.3 Band 4 homes were most common making up 40.1% of the total and this category also received the most funding with £10,117,067 (47.1% of total spend).

Table 1: Delivery by banding

Banding	Homes	% Homes	Total spend	% Spend
Band 1	543	3.4%	£892,479	4.2%
Band 2	1,559	9.6%	£972,172	4.5%
Band 3	1,194	7.4%	£1,320,138	6.1%
Band 4	6,488	40.1%	£10,117,067	47.1%

² Annex A: Delivery by housing provider.

³ Annex B: Delivery by measure.

Banding	Homes	% Homes	Total spend	% Spend
Band 5	3,025	18.7%	£1,751,499	8.1%
Band 6	3,368	20.8%	£6,437,735	30.0%
Total	16,177	100.0%	£21,491,090	100.0%

3.4 The programme delivered improvements in every local authority, though as Table 2 shows this was to varying proportions. Rochdale (28%) had the largest number of homes receiving works and Manchester (20.1%) had the largest proportion of spend. These patterns reflect the spread of bids received from social landlords.

Table 2: Delivery by local authority

Local authority	Homes	% Homes	Total spend	% Spend
Bolton	1,131	7.0%	£3,804,019	17.7%
Bury	725	4.5%	£1,504,441	7.0%
Manchester	3,251	20.1%	£6,549,379	30.5%
Oldham	2,017	12.5%	£1,017,700	4.7%
Rochdale	4,531	28.0%	£4,973,220	23.1%
Salford	2,806	17.3%	£1,965,475	9.1%
Stockport	1,272	7.9%	£1,015,885	4.7%
Tameside	97	0.6%	£127,345	0.6%
Trafford	337	2.1%	£519,111	2.4%
Wigan	10	0.1%	£14,515	0.1%
Total	16,177	100.0%	£21,491,090	100.0%

4. Programme evaluation

4.1 The University of Salford were commissioned to provide an external qualitative evaluation of the funding programme to better understand the impact of the funding on tenants receiving works. The research was published in November

2024, and the researchers are presenting their findings as the second part of today's agenda item.⁴

⁴ [Greater Manchester Social Housing Quality Fund: Tenant Research - Sherriff, Graeme; Kelly, Siobhan; Martin, Phil; Pink, Joshua, November 2024](#)

5. Annex A: Delivery by housing provider

Housing provider	Units	Programme	Grant	Co-funding	Co-funding	Unit change	Average unit cost
Bolton at Home	775	£3,290,471	£2,263,700	£1,026,771	31%	-159	£4,246
First Choice Homes Oldham	2,006	£641,302	£480,679	£160,623	25%	1,465	£320
ForHousing	249	£601,761	£250,000	£351,761	58%	-1	£2,417
Great Places	121	£976,122	£570,990	£405,132	42%	-9	£8,067
Irwell Valley Housing	957	£1,135,519	£757,577	£377,942	33%	-33	£1,187
MSV Housing Group	267	£683,895	£475,333	£208,562	30%	0	£2,561
One Manchester	468	£3,976,316	£2,950,117	£1,026,199	26%	34	£8,496
Onward Homes	260	£831,795	£526,500	£305,295	37%	10	£3,199
Places for People	227	£460,232	£299,151	£161,081	35%	5	£2,027
Rochdale Boroughwide Housing	3,978	£2,502,554	£1,846,843	£655,711	26%	257	£629
Salix Homes	2,349	£1,061,748	£679,683	£382,065	36%	0	£452
Six Town Housing (now Bury Council)	381	£694,143	£520,607	£173,536	25%	215	£1,822

Southway Housing Trust	522	£338,944	£253,156	£85,788	25%	-35	£649
Stockport Homes	899	£225,620	£168,355	£57,265	25%	854	£251
The Guinness Partnership	924	£1,740,585	£1,267,163	£473,422	27%	-176	£1,884
The Riverside Group	229	£1,473,836	£899,587	£574,249	39%	- 5	£6,436
Wythenshawe Community Housing Group	1,565	£856,246	£556,530	£299,716	35%	920	£547
Total	16,177	£21,491,090	£14,765,971	£6,725,119	31%	3,342	£1,328

6. Annex B: Delivery by measure

Measure	Installations	Total	Average cost
Installation of mechanical ventilation systems	6,175	£4.59m	£743
Mould Eradication Works	3,911	£1.13m	£289
IOT sensors (incl. Switchee devices)	3,583	£2.12m	£592
Replacing or major repairs to roof	1,769	£1.44m	£815

Mould treatment	1,299	£0.46m	£359
Replacing or major repairs to wall components	1,255	£1.72m	£1,372
Replacing doors and windows	1,121	£4.63m	£4,133
Loft insulation	647	£0.77m	£1,192
Cavity wall insulation	530	£1.23m	£2,313
Replacing or major repairs to electrical system components	436	£0.06m	£145
Replacing kitchens and bathrooms	285	£1.31m	£4,603
LED Lighting	226	£0.01m	£50
Smart Meter	226	£0.10m	£457
Water Saving Device	226	£0.005m	£25
Internal wall insulation	215	£0.74mm	£3,429
Replacing or major repairs to heating systems	140	£0.38m	£2,723

Replacing Bathrooms	98	£0.44m	£4,451
Concrete Sub Surface	12	£0.33m	£27,739
Underfloor insulation	1	£0.009m	£9,987
Total	22,155	£21.49m	£970

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GMCA GREATER
MANCHESTER
COMBINED
AUTHORITY

Greater Manchester Social Housing Quality Fund: Tenant Research

Graeme Sherriff, Siobhan Kelly,
Phil Martin, Joshua Pink

November 2024

Greater Manchester Social Housing Quality Fund: Tenant Research

Summary of findings

February 2025



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EVALUATION AIM

“To understand the experiences of social housing tenants with regard to damp, mould and condensation and the impact of a particular government-funded package of measures, the Social Housing Quality Fund (SHQF)”

EVALUATION - OVERVIEW

Mixed Methods approach: a quantitative survey (online) followed by qualitative interviews, based on a sample of survey respondents

Timescale

Jan – March 2024: survey

Apr – Jun 2024: select sample and conduct interviews

Jul – Sep 2024: data analysis and report production

Returns

582 online surveys + 41 qualitative interviews

Outputs

Interim report (June 2024)

Final report (November 2024)

FINDING #1 - Damp, mould and condensation are pervasive, often year-round, and can be ingrained, recurring problems.

- 69% of the survey respondents were extremely or moderately concerned about the damp, mould and/or condensation they had observed in their homes.
- This indicates SHQF was appropriately targeted – however, many stated the issue had been in existence for several years, and had been raised with their RP, often on multiple occasions.

FINDING #2 – Residents were often skilled in adopting measures to reduce and avoid damp, mould and condensation

Sometimes advice (e.g. opening windows was problematic for health) or financially prohibitive (e.g. increasing the heating) and practical limitations can hinder further progress.

They are also aware that there are issues relating to the design, condition and suitability of their home which require the involvement of their housing provider.

Interviewees indicated structural issues with buildings (e.g. roof, wall) that they believed were the source of the problem.

FINDING #3 - One of the less tangible impacts of damp, mould and/or condensation is on the ability to make a comfortable home.

- 42% of survey respondents limited time spent in one or more rooms,
- 41% avoided inviting people round,
- 26% spent more time out of the home than they otherwise would.

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In larger households, such as those with children, or in smaller properties, it wasn't always possible to avoid rooms where mould and damp was present.

Interviewees described difficulties keeping properties 'liveable in' e.g. cost of cleaning, replacing clothes, painting walls and carpets could be considerable.

FINDING #4 - Living with damp, mould and condensation impacts physical and mental health.

63% of survey respondents reported that damp, mould and/or condensation affected their health and/or that of others in the home. Over 40% had seen a doctor about this. Interviewees frequently reported experiencing recurrent respiratory health problems, which in some cases had required hospitalisation.

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I went to the doctor's because for about six months I've been on antibiotics every month. I've got all the evidence of this to say this is not right. She's had chest infections, she's had – I can't remember the word of the other one, but there's so many that I've had, and I'm constantly antibiotics, which isn't good as well, being on antibiotics all the time. So, I ended up having to stay out of my house for ten days when I had pneumonia, but my doctor ended up writing a letter to say, 'It seems to be she's constantly being ill while she's in that property and nothing's being done. You need to move her.'
(Interviewee 23)

Stress and anxiety were also commonly linked to the presence of mould and attempts to deal with it.

FINDING #5 - The SHQF positively impacted some homes and the health of residents, but the impact appears to vary, particularly by installed measure.

The evaluation indicated SHQF measures had led to positive change in health and wellbeing - 60% of survey respondents stated their health had improved after the work. 62% of those who used an asthma inhaler reported using it less often.

Interviewees described significant impacts (e.g. reduced occurrence of symptoms, reduced usage of medicines, improved mood), attributing it to reduced mould.

FINDING #5 – (cont.)

Measures that appeared to have a more positive impact:

- work on the fabric of the building;
- improvements to heating systems
- mould removal.

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Those who first reported issues 4+ years prior to SHQF were more likely to report the home being warmer after the works. BUT...around half of the sample reported their home being 'about the same' after the works (too early to tell?)

Some were unclear why the selected measures were being applied when they believed the issues stemmed from other causes.

FINDING #6 – Previous contact with RPs were mixed. Negative experiences of seeking support created scepticism affecting ongoing engagement

Some survey respondents reported high levels of satisfaction with their RP; similarly, a number of interviewees were keen to stress the support and assistance their provider offered – e.g. grants, advice on finances.

However, interviews highlighted how the process of communicating with RPs about repairs and other issues could be stressful and time-consuming, with long standing issues left unresolved. This affected the likelihood of engaging positively with SHQF and having confidence it would be beneficial.

SHQF was broadly welcomed but there was limited understanding of exactly what it involved and some confusion with other remedial/repair works.

FINDING #7 - Vulnerable groups and households with complex lives stand to gain more from reduced in damp, mould and condensation, but are more likely to be affected by interventions, implying the need for a tailored and personal approach to project delivery

Respondents in properties with children and/or older people were likely to be less satisfied with the process and outcome and those with long-term health conditions more likely to report the works being disruptive (incl. moving out of room(s); health impact of anti-mould chemicals).

Summary

Survey and interview data revealed significant number of households with long standing unresolved issues related to damp, mould and condensations prior to SHQF.

Many respondents had had negative experiences of communicating with their RP on the topic.

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It is clear SHQF interventions have led to real positive change in residents' health and wellbeing, as well as the liveability and overall quality of their property. Immediate, transformative change has occurred for some, but it is too early to tell for many.

Interventions could be successful in targeting one cause of damp mould and condensation in a property but leave other issues outstanding.

Conclusions & Recommendations 1

As the evaluation was time limited, it is essential to continue to monitor tenant experiences, both quantitatively and qualitatively, to identify:

- Whether and how the positive impacts we noted endure over time – both in terms of mould and damp but also health & wellbeing.
- Where it was too early to tell, what other impacts may have occurred or what other issues have emerged.
- What solutions offer the best impact in terms of resident satisfaction, remediation of mould and damp and value for money.

Conclusions & Recommendations 2

Ensuring good communication about the purpose of future programmes will be key to achieving 'buy in' of residents– as will ensuring ongoing issues are resolved satisfactorily.

Similar programmes in future may benefit from longer lead in times to assist this.

Support from GMCA was invaluable for the evaluation but ensuring engagement from all partners is key.

There is value in considering who else may benefit from involvement in future programmes – for example, there are clear wins for health providers from SHQF.

Thank you.

For further information, please contact us at:

email: p.martin5@salford.ac.uk

email: g.sherriff@salford.ac.uk

The full report is available at:

<https://salford-repository.worktribe.com/output/3429472/>

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