

## **GREATER MANCHESTER PLANNING AND HOUSING COMMISSION**

Date: **11 DECEMBER 2020**

Subject: **GM HOUSING STRATEGY IMPLEMENTATION PLAN**

Report of: **STEVE FYFE, HEAD OF HOUSING STRATEGY, GMCA**

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### **BACKGROUND**

- 1 The GM Housing Strategy was published in June 2019. Developed through an extensive co-production process, the Strategy recognises the importance of housing issues to the achievement of our overall Greater Manchester Strategy objectives, and as a result sets out a broad and ambitious approach to responding to the housing crisis.

### **IMPLEMENTATION PLAN**

- 2 The Strategy includes a commitment to the development of a publicly available Implementation Plan, updated on a six monthly basis. The attached Implementation Plan provides an update for activity between January to June 2020, and shares progress and next steps. Like the strategy itself, it focuses on action that can usefully be led or assisted by working at a Greater Manchester scale, and does not seek to capture the myriad of work going on at district and neighbourhood level.
- 3 The plan has been populated through discussion with relevant policy leads in GMCA and GM Health & Social Care Partnership, and with other key partners including GM housing providers representatives, all of whom were involved in the development of the Strategy. It therefore captures activity already underway, as well as new lines of work to be commenced in coming months, and RAG rates activity based on progress.

### **RECOMMENDATION**

- 4 That Members note the update to the Implementation Plan for the GM Housing Strategy.

Greater Manchester Housing Strategy 2019-2024

## **Implementation Plan**

At end June 2020

<b>Strategic Priority</b>	<b>Page</b>
A1 Tackling homelessness and rough sleeping	2
A2 Making a positive difference to the lives of private tenants	4
A3 Developing Healthy Homes Services to support vulnerable households	6
A4 Improving access to social housing for those who need it	8
A5 Identifying pathways to volume domestic retrofit and reducing fuel poverty	10
B1 New models of housing delivery	12
B2 Investing in truly affordable housing	14
B3 Increasing choices in the housing market for Greater Manchester households	16

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

<https://greatermanchester-ca.gov.uk/what-we-do/housing/greater-manchester-housing-strategy/>  
or email us at [planningandhousing@greatermanchester-ca.gov.uk](mailto:planningandhousing@greatermanchester-ca.gov.uk)

## Strategic Priority A1: Tackling homelessness and rough sleeping

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

In Greater Manchester we have a strong track record of innovation and collective working to prevent and tackle homelessness and rough sleeping, backed by the personal commitment from the Mayor of Greater Manchester to end the need for rough sleeping across the city region by 2020.

The moral imperative to relieve rough sleeping has led to high levels of activity to provide emergency accommodation and support (A Bed Every Night), housing-led approaches (Social Impact Bond, Housing First and Rapid Rehousing Pathways) and enhanced outreach services (Rough Sleeper Initiative). Government's first national rough sleeping strategy set targets of a 50% reduction in rough sleeping by 2022 and the end of rough sleeping by 2027, but we are aiming to make faster progress.

Mobilising support, the Mayor's Homelessness Charity enables businesses and individuals to donate towards supporting local services. The GM Homelessness Action Network brings the combined efforts and experience of public, private and third sector organisations to drive and deliver a homelessness prevention strategy that can succeed in ending rough sleeping.

Homelessness in Greater Manchester is far greater than rough sleeping and reflects the experience of hundreds of homeless families and individuals, temporarily accommodated across the region. Mobilising the Homelessness Reduction Act and embedding its core principles of early intervention and prevention will be key to creating a turning point in the flow of people into experiencing homelessness. The ability to remain within or quickly access suitable and affordable accommodation lies at the heart of this.

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

Progress	Making the case to Government	
<ul style="list-style-type: none"> <li>Funding secured to extend A Bed Every Night to March 2021</li> <li>Strong and active partnership established across public, private and voluntary sectors in GM</li> </ul>	<ul style="list-style-type: none"> <li>Structural changes are needed to provide more affordable homes, greater security for private renting and early intervention and prevention based support from public services, to help tackle the systemic causes of homelessness.</li> <li>Ensure Government commits to plans to end 'no-fault' evictions through the repeal of Section 21 of the Housing Act 1988. New legislation needs to rebalance the rights and responsibilities of landlords and tenants.</li> <li>COVID-19 pandemic has multiplied the requirements for additional accommodation and support services for people at risk and experiencing homelessness. GM to submit proposals to Comprehensive Spending Review for increasing accommodation</li> </ul>	
Challenges		
<ul style="list-style-type: none"> <li>COVID-19 conditions of delivery and increased homelessness demand</li> <li>Systems change needed to build preventative approach reducing homelessness</li> </ul>		
Lead	Partnerships	Data
GMCA Public Sector Reform Team	<ul style="list-style-type: none"> <li>GM Homelessness Programme Board</li> <li>GM Health and Homelessness Task and Finish Group</li> <li>GM Homelessness Action Network</li> </ul>	Work ongoing to bring together data from variety of sources to better track demand, outputs and outcomes of services: <ul style="list-style-type: none"> <li>GM Dashboard</li> <li>GMThink</li> </ul>

#### Key

**R** stalled  
**A** delayed

**G** met / on track  
 completed

	2020		2021	
	Jan-June	July-Dec	Jan-June	July-Dec
<p><b>Rough sleeping reduction</b></p> <p>To reduce the number of people new to rough sleeping, returning to rough sleeping, and experiencing entrenched rough sleeping.</p>		<p>ABEN Phase 3 launch linked to extension of 'Everyone In' policy</p>	<p>Housing First achieves Year 2 target; 130 people re-housed</p>	
		<p>Housing First full Year 2 referrals taken</p>	<p>Rough Sleeper Initiative secure funding 2021/22</p>	
<p><b>Affordable housing supply via private rented sector to homeless households</b></p> <p>Homelessness reduction and prevention via affordable and secure PRS tenancies</p>	<p>Ethical Lettings Agency (ELA) Growth Strategy (see also Policy A2)</p>		<p>1,000 tenancies insured through Help2Rent product</p>	
		<p>Bid to Rough Sleeper Accommodation Programme submitted to MHCLG</p>	<p>Delivery of Next Steps Accommodation Programme units (phase 1)</p>	
		<p>Help2Rent product live</p>		
<p><b>Affordable housing supply via housing providers to homeless households</b></p> <p>Homelessness reduction and prevention via affordable and secure social tenancies</p>	<p>Direct lets agreement for Housing First Year 2</p>		<p>Ensure allocations policy and process across GM maximises opportunities to address housing need (see also Policy A4)</p>	
	<p>One-bed property emergency allocations agreement (25%)</p>			
<p><b>Homelessness prevention</b></p> <p>Activity to prevent homelessness and provide a framework for homelessness prevention</p>	<p>Communications for landlords and tenants re. COVID-19 government measures</p>	<p>Youth Homelessness Prevention service commissioned</p>	<p>Youth Homelessness Outcomes Contract commences</p>	
			<p>Guidance and advice to landlords to be launched on engaging and responding to rent arrears and eviction</p>	<p>GM Prevention Framework development</p>

## Strategic Priority A2: Making a positive difference to the lives of private tenants

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

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

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

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

We need to help tenants have the confidence and knowledge to do that, and to make their individual and collective voices heard without the threat of retaliatory eviction. There are opportunities arising from the work of Shelter and the Nationwide Foundation to explore new models and interventions in the sector to transform tenants' experience, and the proposed expansion in the coverage of the 'ethical lettings agency' model on a more structured basis across the city region.

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

Progress	Making the case to Government	
<ul style="list-style-type: none"> <li>• PRS Lead commenced in post</li> <li>• Detailed proposals for GLS developing</li> <li>• ELA Project Manager commenced. Good progress on growth strategy, emerging agreements with investors</li> <li>• Developed immediate response to COVID-19 and a recovery response emerging</li> <li>• Collaboration and relationship development across key stakeholders – as a foundation and precursor for the Partnership</li> </ul>	<ul style="list-style-type: none"> <li>• More ambitious controls in the PRS, moving away from piecemeal national changes to a more strategic approach.</li> <li>• Seek devolved powers to designate areas for selective landlord licensing, arguing for Scottish models of security of tenure security</li> <li>• Lobby for greater resources to enforce and raise standards in the private sector.</li> <li>• Greater influence over the welfare system, including piloting the linking of payments of Housing Benefit/housing element of Universal Credit to the condition of properties.</li> <li>• Opportunity to pilot the Rugg Review proposal for 'property MOTs' for PRS homes, tied to a comprehensive register of PRS homes.</li> <li>• Additional powers for local authorities to intervene, especially where the safety and security of our residents is at risk from the effects of poor housing or rogue landlords, or where we can see ways to remove barriers to delivering the new homes we need.</li> <li>• Submission to MHCLG select committee inquiry on Impact of COVID-19 on homelessness and PRS</li> </ul>	
Challenges		
<ul style="list-style-type: none"> <li>• Capacity and resources across stakeholders, compounded by competing priorities in context of COVID-19</li> </ul>		
Lead	Partnerships	Data
GMCA Planning and Housing Team	<ul style="list-style-type: none"> <li>• GMCA/GMHSCP/GMHP</li> <li>• PRS Partnership</li> </ul>	Strengthening PRS data and intelligence. Work ongoing on modelling GM stock conditions

#### Key

**R** stalled  
**A** delayed

**G** met / on track  
**C** completed

	2020		2021	
	Jan-June	July-Dec	Jan-June	July-Dec
<b>GM Private Rented Sector Partnership</b> Bring stakeholders together to devise solutions to challenges faced by tenants, landlords and the sector as a whole	Key stakeholders identified, relationships built/strengthened, group membership identified	Partnership established, with Terms of Reference and work programme agreed		
<b>Good Landlord Scheme (GLS)</b> To encourage and support landlords to provide a safe, decent and secure home to their tenants	Significantly progressed the development of the GLS, with strong co-production across stakeholders	GLS proposals finalised and agreed Implementation commenced		
<b>Rogue Landlord Hub</b> Consistent, coordinated approach to enforcement of standards in the PRS across Greater Manchester by districts and key partner agencies, including targeted interventions against rogue landlords	Finalised the work supported by Rogue Landlord Grant incl. policy / procedures Initial exploration of challenges and opportunities – esp. as part of GLS development with districts, incl. GM Private Sector Housing Group	Work plan for GM Private Sector Housing Group developed Develop and deliver new eviction prevention work linked to COVID-19 challenges and response to risk of increased repossessions	Continued development of the Rogue Landlord hub, building on and interconnecting with the GLS development work	
<b>Ethical Lettings Agency</b> By 2024 bring additional 800 units in the private sector to applicants who are homeless, threatened with homelessness or on social housing registers	Delivered an event in collaboration with GM Housing First and GMCA to attract new landlords Marketing agency appointed and basic website online Developed relationships with medium and large sized potential investment partners	Ensure delivery of core activity, development and growth of the ELA Develop new routes to bring new properties into use for target groups		
<b>Place-based intervention</b> GMHP bringing forward place-based investment in neighbourhoods with high risk PRS markets in partnership with districts	Initially explored opportunities as part of GLS and ELA development, especially with districts and GMHP	Further explore and develop opportunities and proposals Interconnect place-based activity into GLS proposals and ELA		Four areas working in partnership with GMHP bringing forward place-based investment in PRS markets



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

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

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

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

Ensuring our existing housing stock is suitable, accessible and fit for the future is integral to improving and maintaining our population's health. Research tells us that older households living in non-decent homes with at least one member with a long-term illness or disability are found in greatest numbers in owner occupation. We need to find ways to ensure more of our homes across all tenures are energy efficient and comfortable to occupy if we are to maintain independence and improve quality of life of older households.

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

Progress		Making the case to Government	
<ul style="list-style-type: none"> <li>Project Manager appointed to develop new areas of work for Housing and Health Programme</li> <li>Continued engagement with localities on service offer where possible</li> </ul>		<ul style="list-style-type: none"> <li>Campaign for neighbourhood renewal investment on a business case based on the costs of poor housing in terms of health and social care, to provide the tools, capacity and sources of funding to directly intervene in raising standards of homes across all tenures.</li> <li>Use Comprehensive Spending Review to make the case for urgently dealing with unsuitable, inaccessible and/or unhealthy homes in the context of widening health inequalities due to the impact of the pandemic.</li> </ul>	
Challenges			
<ul style="list-style-type: none"> <li>COVID-19 impact on delivery of Business as Usual activity. All activity temporarily stood down to support pandemic response</li> <li>Continued limited capital resource available to improve poor quality private sector homes</li> <li>Limited capacity within GM programme to take forward key activity</li> </ul>			
Lead		Partnerships	Data
GM Health and Social Care Partnership (GMHSCP)		Tripartite Partnership Agreement between GM Housing Providers and GMHSCP and GMCA in development	Evidenced baseline and understanding of GM housing stock being developed

#### Key

**R** stalled  
**A** delayed

**G** met / on track  
 completed

	2020		2021	
	Jan-June	July-Dec	Jan-June	July-Dec
<p><b>Business case for neighbourhood renewal</b></p> <p>Capture the impact of housing improvements on health and wellbeing</p>	Take forward agreed option, linking with work underway to model need and opportunity for retrofit, capturing housing conditions in GM (see Policy A5)	Publication of evidence emerging from Accelerating Retrofit project to inform business case development		
<p><b>Develop baseline model proposal for Healthy Homes services across all localities</b></p> <p>To support vulnerable households and improve their health and wellbeing</p>	Engagement with locality leads where service offer does not meet proposed baseline.	Agree a framework and outline standards for delivery of baseline Healthy Homes service		Marketing and awareness campaign on availability of services across GM
<p><b>Support localities to establish baseline services (where required)</b></p> <p>To ensure consistent service provision across 10 localities</p>		Plan transition to baseline services for individual localities	Confirm implementation of baseline services across localities	
<p><b>Review and implement policy changes required to deliver Healthy Homes baseline services</b></p> <p>Ensure policies in relation to private sector capital spend are consistent and flexible</p>	Review of existing Private Sector Housing Assistance Policies	Develop and agree consistent Greater Manchester Housing Assistance Policy Framework	Approval process and begin implementation in localities where required	Develop and approve additional policies e.g. Housing Provider policies and GM Equity Loan



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

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

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

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

The reintroduction of a CPI+1% rent formula announced by Government as applying from 2020 potentially allows housing providers greater financial scope. But welfare reforms mean that tenants on Housing Benefit/Universal Credit will increasingly be expected to find a proportion of rent from the rest of their household budget, while those in work will find rent an increasing burden. The development of the Greater Manchester Housing Providers group, combined with devolved powers in areas such as health and social care and city region wide approaches to homelessness prevention and rough sleeping, offers the potential for a more strategic and collaborative response. The consensus about the central importance of social housing within the broader housing system will continue to drive innovation and good practice, including work to overcome the barriers to delivery of new social housing (see Strategic Priority B2).

Progress	Making the case to Government	
<ul style="list-style-type: none"> <li>Strong active partnership working with GM Housing Providers and GM Health and Social Care Partnership (GMHSCP), with development of Partnership Agreement</li> <li>Working group established to explore the benefits of a coordinated GM housing allocations framework</li> </ul>	<ul style="list-style-type: none"> <li>Lobbying for access to stable devolved funding to allow a strategic programme of investment and innovation in new supported housing, housing for older people and associated support services, building on the successes of GM's Housing Investment Loan Fund.</li> <li>Continue to make the case for increasing the supply of social housing. GMCA is committed to finding ways through a problematic legislative and financial environment to maximise the delivery of social housing. We will work with housing providers, local authorities, Homes England and government to maximise investment in new social housing.</li> <li>Continue to campaign to scrap the Government's Right to Buy policy in Greater Manchester. As a minimum seek to pilot a different model with control over discounts to guarantee one-for-one replacement of social rented homes, preventing former RTB properties being privately rented and protecting new build via Housing Revenue Account borrowing from future RTB.</li> </ul>	
Challenges		
<ul style="list-style-type: none"> <li>Continued loss of social housing and financial resources through Right to Buy</li> <li>Diverse control of systems makes change difficult to achieve</li> <li>Homes England investment programme not finalised</li> </ul>		
Lead	Partnerships	Data
GM Strategic Housing Group	Tripartite Partnership Agreement between GM Housing Providers and GMHSCP and GMCA in development	GM Strategic Housing Market Assessment (SHMA) in development

### Key

**R** stalled  
**A** delayed

**G** met / on track  
**C** completed

	2020		2021	
	Jan-June	July-Dec	Jan-June	July-Dec
<p><b>Establish task and finish group of key partners to develop action plan, including exploration of coordination of district allocation policies</b></p> <p>Bring working group together to devise solutions for testing and consultation with stakeholders</p>	Working group established, with Terms of Reference and action plan agreed	Detailed review of allocations approaches for identified priority groups	Ensure allocations policy and process across GM maximises opportunities to address housing need (see also Policy A1)	
<p><b>Develop better understanding of current and future need for social housing to help direct commissioning</b></p> <p>Ensure evidence base in GM SHMA, supported housing census, etc. is maintained and updated to inform policy and decision-making, and to aid delivery of localities' supported housing strategies</p>		<p>Updated GM SHMA produced</p> <p>Updated GM Ageing Strategy, including housing for ageing populations</p> <p>Review progress of continued delivery of local Supported Housing strategies</p> <p>Develop and agree Greater Manchester Housing and Mental Health Strategy (link with B3)</p>		
<p><b>Improve supply and accessibility of high quality temporary accommodation for households in priority need</b></p> <p>Find routes to raise quality and quantum of temporary accommodation available to districts</p>	Review of potential to access Homes England investment to supply high quality housing options for people seeking route out of homelessness	Identify strategic approaches to generating investment in high quality solutions as part of 10 year homelessness strategy work		

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

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

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

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

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

Identifying cost effective pathways for the domestic retrofit of energy efficiency and low carbon heating systems to our existing homes as part of a coherent whole systems approach is essential to support Greater Manchester’s long term decarbonisation targets. Modelling for our 5-Year Environment Plan shows the scale of the challenge, with on average 61,000 of our existing residential properties needing to be retrofitted each year between now and 2040 if we are to achieve our aims for carbon neutrality. Local energy generation will also be an important part of that approach. We’re developing innovative finance and delivery mechanisms to retrofit homes, making them more energy efficient and reducing carbon emissions and fuel bills for residents in Greater Manchester. This includes exploring different models of retrofit including modular retrofit of existing stock.

Progress		Making the case to Government	
<ul style="list-style-type: none"> <li>Five-Year Environment Plan and GM Spatial Framework set clear aim for carbon neutral city region by 2038</li> <li>Contractor appointed to model need and opportunities for retrofit across Greater Manchester</li> <li>Climate emergency declared in all ten districts</li> </ul>		<ul style="list-style-type: none"> <li>Our challenging targets can only be achieved through a combination of sustained proactive national policy and aligned priorities and resources from Greater Manchester. New mechanisms to balance up-front investments in energy efficiency with the rewards of increasing comfort are needed in both new build and existing home and building refurbishment activities if the ill health, poverty and productivity impacts of inefficient stock are to be addressed</li> <li>Make case for retrofit as a national infrastructure priority to open up potential of long term investment models</li> </ul>	
Challenges			
<ul style="list-style-type: none"> <li>Absence of mainstream, volume funding from Government for residential retrofit activity</li> <li>Unsuccessful bid for funding on deliverability of electrification of heat</li> </ul>			
Lead		Partnerships	Data
GMCA Environment Team		<ul style="list-style-type: none"> <li>GM Low Carbon Hub</li> <li>GM Green City Region Low Carbon Buildings Challenge Group</li> </ul>	Evidenced baseline and understanding of GM housing stock being developed

### Key

**R** stalled  
**A** delayed

**G** met / on track  
**C** completed

	2020		2021	
	Jan-June	July-Dec	Jan-June	July-Dec
<b>Improving understanding of condition and challenges of GM housing stock and opportunities for early progress and innovation</b>	Contractor appointed and work underway to model need and opportunities for retrofit across GM	Evidenced baseline and understanding of GM housing stock developed	Future scenarios for energy and CO <sub>2</sub> use modelled including costed interventions	
<b>Provide clear strategic and governance framework to take retrofit agenda forward in GM</b>	Design of Retrofit Accelerator underway	Commission additional activity on market segmentation and delivery vehicles to inform Retrofit Accelerator proposals Retrofit Accelerator proposal finalised for approval by GMCA and key partners		
<b>Identify and pilot scalable finance and delivery mechanisms to retrofit homes</b>	Bid for resources to demonstrate potential and deliverability of electrification of heat	Explore assignment of rights to maximise available renewable heat incentives for GM		
<b>Identify and explore local levers to achieve further progress</b>	Connect MEES (Minimum Energy Standard) into Good Landlord Scheme (GLS) development work	Reviewing potential to repeat the Solar Together Greater Manchester domestic solar PV and battery offer		
<b>Encourage and support the expansion and reskilling of the construction and retrofit sector and associated supply chain</b>	Bring skills agencies, training providers, innovation hubs and trade bodies together to understand needs and opportunities of domestic retrofit programmes	Brief developed for deep dive research to look at current training provision across new entrants and upskilling markets Review undertaken to agree a standard of retrofit for GM		

## Strategic Priority B1: New models of housing delivery

**Desired outcomes: delivery of at least 201,000 new homes by 2037, including up to 10,000 units from the Greater Manchester Housing Investment Loan Fund; Greater Manchester to be a centre of modern building practices and techniques, and a pioneer of models of community-led housing**

There is a growing diversity in the means of housing delivery in Greater Manchester. The GMCA-managed GM Housing Investment Loan Fund provides a £300 million revolving pot to support private sector-led development of new homes. It has invested alongside ten housing providers in a new joint delivery vehicle, intended to build 500 new homes per year, part of GM Housing Providers' collective commitment to double their delivery of new homes over five years. There has also been significant delivery of new homes for long term management as private rented properties, backed by financial institutional investment.

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

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

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

Progress	Making the case to Government	
<ul style="list-style-type: none"> <li>• Delivery growing since 2014, with 11,525 homes delivered in 2018/19</li> <li>• Stockport Mayoral Development Corporation established</li> <li>• Hive Homes Joint Venture with GM Housing Providers established</li> <li>• Successful bid for Community Led Housing Hub funding</li> </ul>	<ul style="list-style-type: none"> <li>• Seek flexible resources to bring forward new housing land and development to meet local needs and demand, tying together the Housing Infrastructure Fund, Shared Ownership and Affordable Homes Programme, and loan/investment funding at a Greater Manchester scale to ensure strategic approach to a pipeline of residential land and development, better tied to development of necessary infrastructure.</li> <li>• Continue to make the case for a devolved strategic partnership arrangement with Homes England to fairly allocate housing investment and give Greater Manchester local control of funding to accelerate the delivery of new homes to meet our housing needs.</li> <li>• Through the Local Industrial Strategy, make the case for a partnership with Government to achieve better alignment of education, training and employment activity in Greater Manchester, including for the construction sector.</li> </ul>	
Challenges		
<ul style="list-style-type: none"> <li>• Government appraisal methodologies (Green Book) mitigate against investing in market transformation in lower value areas</li> <li>• Delivery capacity</li> <li>• Impact of COVID-19 on delivery</li> </ul>		
Lead	Partnerships	Data
GMCA Delivery Team	<ul style="list-style-type: none"> <li>• GM Housing Providers</li> <li>• GMCA/Homes England Partnership</li> <li>• GM Community-led Housing Hub</li> </ul>	Wider piloting of site analytics

### Key

**R** stalled  
**A** delayed

**G** met / on track  
 completed



	2020		2021	
	Jan-June	July-Dec	Jan-June	July-Dec
<b>Help to ensure supply of sufficient appropriate sites for the delivery of at least 201,000 new homes by 2037</b>	Programme of engagement around GMSF evidence base	Next GMSF consultation		Adoption of GMSF
	First three Stations Alliance agreements signed	Further three Stations Alliance agreements signed	GMSF Submission and Examination	
	Full GM One Public Estate Neighbourhood Asset Review published			
<b>Establish a GM community-led housing hub</b> To support the development of co-operative and other community-based housing projects to deliver new homes	Work with partners to develop and resource hub on path to future viability	Pipeline of potential community-led housing schemes being brought forward		
<b>Work with partners to find new delivery models and sources of investment</b> Including the joint venture with GM Housing Providers, better use of public sector assets, provision of finance from the GM Housing Investment Loan Fund and supporting the contribution of smaller house builders		GM Housing Providers, GMCA and GMHSCP tripartite Agreement to include further collaboration on delivery, delayed to incorporate response to COVID-19	Hive Homes – exchange contract on additional site	Hive Homes – first units completed and on sale
		Hive Homes – start construction on first site		
<b>Encourage and support the shift to modern methods of construction (MMC), increased innovation, and the expansion and reskilling of the construction sector and supply chain</b> To raise productivity and the quality and pace of delivery of new homes, and to assist in achieving our target that all new buildings in GM will be net zero carbon by 2028	Complete outline business case assessing options for a GM approach to MMC and agree action plan for preferred route forward		Work closely with key strategic partners to implement preferred MMC option. This could include working with partners to identify suitable sites/ partnerships for MMC facility and a pipeline of suitable housing sites	Work towards start of first MMC pilot project and confirmed pipeline of MMC housing sites
	Deliver STEM Framework to increase flow of talent into key occupations & action plan for MMC skills			

## Strategic Priority B2: Investing in truly affordable housing

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

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

Determining affordability is a complex task and justifies further work and analysis to truly understand the affordability pressures in Greater Manchester. We know the cost of housing can be a challenge to different cohorts within the housing system across Greater Manchester - including those needing access to social rent or trying to maintain a tenancy as welfare rules are squeezed, private renters sharing and saving as prospective first time buyers looking for routes into home ownership, people in unstable employment in any tenure, older owner occupiers without the resources to maintain a decaying property, and people living in overcrowded properties because they cannot afford or access a home large enough to meet their needs.

We need to get under the skin of the complexity of the issue to help better inform decisions about the new homes needed which our residents can afford. We will set out our approach to affordability and affordable housing in Greater Manchester, to help us in our work to deliver homes and a housing market that is truly affordable to all our residents.

Progress		Making the case to Government	
<ul style="list-style-type: none"> <li>GM Delivery Team in place with capacity to support districts</li> </ul>		<ul style="list-style-type: none"> <li>Seek flexible resources to bring forward new housing land and development to meet local needs and demand, tying together the Housing Infrastructure Fund, Shared Ownership and Affordable Homes Programme, and loan/investment funding at a Greater Manchester scale to ensure strategic approach to a pipeline of residential land and development, better tied to development of necessary infrastructure.</li> <li>Continue to make the case for a devolved strategic partnership arrangement with Homes England to fairly allocate housing investment and give Greater Manchester local control of funding to accelerate the delivery of new homes to meet our housing needs.</li> <li>Lobby for the freedom to develop a strategic approach to developer obligations and viability issues that fits within the Greater Manchester market.</li> </ul>	
Challenges			
<ul style="list-style-type: none"> <li>Unavailability of selected Homes England programmes in parts of Greater Manchester</li> <li>Homes England investment programme not finalised</li> <li>Right to Buy disincentive to invest in new supply</li> <li>Impact of COVID-19 on delivery</li> </ul>			
Lead		Partnerships	Data
GMCA Delivery Team		<ul style="list-style-type: none"> <li>GM Housing Providers Group</li> <li>GMCA/Homes England Partnership</li> </ul>	Research ongoing to determine GM approach to housing affordability

### Key

**R** stalled  
**A** delayed

**G** met / on track  
 completed



	2020		2021	
	Jan-June	July-Dec	Jan-June	July-Dec
<p><b>Consult &amp; agree on a GM approach to housing affordability</b></p> <p>To drive better targeting of investment and interventions toward the groups of GM households most challenged in accessing homes they can afford</p>		Set out proposed GM approach to affordability to inform work with partners to prioritise affordable housing delivery – delayed to assess impact of COVID-19 crisis on GM households		
<p><b>Develop a clearer, more consistent and systematic approach to capturing and recycling value generated by market development in the form of additional affordable housing &amp; other community benefits</b></p>	Three Dragons work on viability of land supply to provide baseline understanding of scope of wider contributions/benefits potentially achievable	Findings from Three Dragons work incorporated into GMSF policy		
	GM Delivery Team in place with capacity to provide advice and support to districts including on viability and value capture	Findings from Three Dragons to inform the development of a GM Infrastructure Programme		
<p><b>Find routes to invest in provision of additional affordable housing, including for social rent</b></p> <p>To reduce LAs' reliance on expensive and often poor quality temporary accommodation, and to provide stable, high quality homes for GM residents unable to access decent market housing, and meet GMSF commitment to delivery</p>		GM Housing Providers, GMCA and GMHSCP tripartite Agreement to include joint strategies for provision of social and affordable housing. Delayed to incorporate response to COVID-19		
<p><b>Relationships with Homes England and GMHSCP to lever investment to progress 50,000 additional affordable homes by 2037</b></p>	Homes England confirmed as disposal partner and acquiring Health estates via statutory process as first part of possible pipeline	Confirm / develop strategic relationship with Homes England with 50,000 additional affordable homes as shared objective		

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

**Desired outcomes: delivery of at least 201,000 new homes by 2037, including up to 10,000 units from the Greater Manchester Housing Investment Loan Fund; deliver at least 50,000 additional affordable homes by 2037**

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

The need to explore diverse housing options for our ageing population means we need new homes to provide options for older households thinking about 'rightsizing' as a means to live independently for longer. New homes need to be more adaptable, and designed with potential care needs in mind. The GM Spatial Framework specifies that all new dwellings must be built to the 'accessible and adaptable' standard, so homes can respond to the changing needs of residents. More broadly, we need to develop a more strategic approach to market provision and public sector commissioning of housing suitable for a range of groups with distinctive housing needs currently not being fully met. Recognising the challenge many Greater Manchester households face in accessing the homes they aspire to in the current market, we need to develop alternative models and pathways which will assist key groups to achieve secure, high quality homes (see Strategic Priority A3).

Progress		Making the case to Government	
<ul style="list-style-type: none"> <li>Stockport MDC established</li> <li>District supported housing strategies</li> <li>Through to next stage of funding round for 'agency for age-friendly design' proposal</li> </ul>		<ul style="list-style-type: none"> <li>Seek flexible resources to bring forward new housing land and development to meet local needs and demand, tying together the Housing Infrastructure Fund, Shared Ownership and Affordable Homes Programme, and loan/investment funding at a Greater Manchester scale to ensure strategic approach to a pipeline of residential land and development, better tied to development of necessary infrastructure.</li> <li>Continue to make the case for a devolved strategic partnership arrangement with Homes England to fairly allocate housing investment and give Greater Manchester local control of funding to accelerate the delivery of new homes to meet our housing needs.</li> <li>Developing and piloting new models to meet Greater Manchester households aspirations in partnership with Homes England and Government.</li> </ul>	
Challenges			
<ul style="list-style-type: none"> <li>Delivery capacity</li> <li>Impact of COVID-19 on delivery</li> </ul>			
Lead	Partnerships	Data	
GMCA Delivery Team	<ul style="list-style-type: none"> <li>GM Housing Providers Group</li> </ul>	GM SHMA in development	

### Key

**R** stalled  
**A** delayed

**G** met / on track  
**C** completed

	2020		2021	
	Jan-June	July-Dec	Jan-June	July-Dec
<b>Creating attractive new residential choices in and around our town centres</b>	Successful Future High Street Fund and Towns Fund bids being developed			
		Next GMSF consultation includes focus of housing supply on town centre locations		
<b>Unlocking the potential of Greater Manchester's brownfield land supply</b>	Final approval of HIF Forward Funding schemes by Government	Delivery of successful HIF Forward Funding scheme commences		
		Commence Brownfield Land Fund delivery		
<b>Recognising the challenge many Greater Manchester households face in accessing the homes they aspire to in the current market, develop alternative models and pathways which will assist key groups to achieve secure, high quality homes</b>	Confirm housing related input to Dementia United	Facilitation and enabling of local authorities to deliver against their supported housing strategies (see Policy A4)		
<b>Growing options to meet future aspirations of older households</b> Develop a more strategic approach to market provision or public sector commissioning of housing suitable for specific groups, including older households looking for better 'rightsizing' choices in their own communities or families with children in the private rented sector	Masterplan programme with NHS Trusts to ensure planned services are matched by estates by June 2020	Business case developed to establish 'agency for age-friendly design' by Age UK, Design Council, School of Architecture, Pozzoni and GMCA		
		Ongoing research and analysis for Right Place project		