

Planning and Housing Commission

Date: 16 December 2021

Subject: GM Housing Strategy Implementation Plan

Report of: Steve Fyfe, Head of Housing Strategy, GMCA

Purpose of Report

- 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.
- 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 and June 2021, and shares progress and next steps. Like the strategy itself, it reports on action that is being led or assisted by collaborative working at a Greater Manchester scale.
- 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.
- 4 This update also includes the development of an accessible version of the Implementation Plan. This accessible Implementation Plan will continue to be updated every six months.

Recommendations:

The Planning and Housing Commission is requested to:

1. Note the activity and progress to date on the delivery of the GM Housing Strategy

Contact Officers

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Equalities Implications

Housing inequalities are apparent across GM and are known to directly impact many people with protected characteristics, to reinforce and exacerbate economic and other forms of inequality, and to be a means by which many GM residents experience direct discrimination. Many of the priorities and workstreams set out in the Implementation Plan are intended to reduce or mitigate inequalities experienced by GM residents.

Briefly, activity under priority A1 is focused on reducing homelessness and eliminating the need for rough sleeping. Work under priorities A3 and B3 in particular will positively impact people with a disability and older people by supporting the delivery healthy homes services and supported housing. Actions under priorities A1, A2, A4, B2 will positively impact people who are socially and economically disadvantaged via alleviating homelessness and supporting greater access to affordable housing. Workstreams from priorities A1, A2, A3, A5, B3 will improve people's physical and mental health by ensuring they are in the right homes for them that are safe and appropriate, including supported housing provision. Activity under priorities A2, A3, A4, B2, B3 are focused on increasing the accessibility and affordability of homes for GM residents.

Climate Change Impact Assessment and Mitigation Measures

Retrofit of our existing housing stock to reduce carbon emissions and reduce fuel poverty is one of the key priorities within the GM Housing Strategy and this

Implementation Plan, and they also encourage the provision of higher quality, lower emissions new build homes, including through our connected work on Places for Everyone. Priorities A5 and B1 in the Plan set out some of the progress made and to come, and there are further developments on both which will be reported in the next update, including the challenge set in the GM Mayor's manifesto to devise a plan to deliver 30,000 net zero carbon social rented homes by 2038, and the work of the Retrofit Task Force to accelerate work on GM's 1.2 million existing homes.

Risk Management

The GM Housing Strategy is a deliberately broad and ambitious document and sets a programme for collective action by partners beyond GMCA and the ten GM districts. There are risks of lack of clarity and direction associated with this approach, and the Implementation Plan is intended to help ensure the Commission, Portfolio Holder and other leaders and decision makers are able to monitor progress and provide appropriate challenge and direction.

Legal Considerations

N/A

Financial Consequences – Revenue

None direct – revenue consequences of relevant workstreams will be subject of specific decisions by relevant partners

Financial Consequences – Capital

None direct – capital consequences of relevant workstreams will be subject of specific decisions by relevant partners

Number of attachments to the report:

0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

Greater Manchester Housing Strategy (GMCA June 2019)

Tracking/ Process

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

No

Exemption from call in

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

No

Implementation Plan

Greater Manchester Housing Strategy 2019-2024

At end June 2021



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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

Strategic Priority A1: Tackling homelessness and rough sleeping

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

Lead: GMCA Public Service Reform Team

We have a strong track record of innovation and collective action to tackle homelessness. Our effort is backed by strong political and community desire to end rough sleeping and pioneer new ways of working. A lot of progress has been made. We have invested in new ways of working through regional programmes, including A Bed Every Night, Housing First and the Social Impact Bond for Entrenched Rough Sleepers. We have reduced rough sleeping by 57% in four years and have learned more about what is required to prevent homelessness for good.

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

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

The under-supply of social rented homes and the loss of existing properties through Right to Buy contribute to the shortage of appropriate and affordable accommodation that people can access as a route out of homelessness. The role of the private

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

Making the case to Government

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

Progress

- Housing First accommodated and supporting 250 individuals
- Funding secured to extend A Bed Every Night to March 2022

- Ethical Lettings Agency 200 properties milestone

Challenges

- COVID-19 conditions of delivery and increased homelessness demand
- Lack of genuinely affordable housing and pressure on expansion of temporary accommodation
- Systems change needed to build preventative approach reducing homelessness

Partnerships

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

Data

- Work ongoing to bring together data from variety of sources to better track demand, outputs and outcomes of services, including GM Dashboard, MHCLG DELTA returns and GMThink.

Actions

Key- (R)= Stalled, (A)= Delayed, (G)= Met/on track, (C) = Complete

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Housing First achieves Year 2 target: 130 people re-housed (C)	Embedding A Bed Every Night approach and enabling sustainability (G)	Cross-sector workforce development programme for homelessness and rough sleeping workforce (G)	
Rough Sleeper Initiative secure increased funding 2021/22 (C)	Implement inclusion health priorities (G)	Securing Housing First extension/ expansion (G)	

Affordable housing supply via private rented sector to homeless households-

Homelessness reduction and prevention via affordable and secure PRS tenancies

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Maximum tenancies insured through Help2Rent product (A)	Delivery of Next Steps Accommodation Programme (G)		
Delivery of Rough Sleeper Accommodation Programme (phase 1) (G)	Delivery of Rough Sleeper Accommodation Programme (RSAP) (phase 1) (G)	Delivery of RSAP (phase 2) (G)	
Ethical Lettings Agency meets quarterly target (200 properties) (C)			

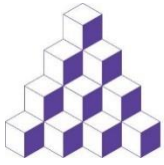
Affordable housing supply via housing providers to homeless households-

Homelessness reduction and prevention via affordable and secure social tenancies

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Scope work to review allocations policy and process across GM maximises opportunities to address housing need (see also Policy A4) (C)	Ensure tracking of Housing Provider commitments, including Homes for Cathy through data assurance mechanism (G)	Embedding flexible, multi-agency approach to allocations for people with multiple and complex needs or entrenched homelessness (G)	
		Improving access to social housing across boundary where domestic abuse is a factor (G)	

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Youth Homelessness Outcomes Contract commences (C)	Implement homelessness Prevention activity priorities (G)	Implement homelessness Prevention activity priorities (G)	
GM Homelessness Prevention Strategy agreed (C)	Approval and development of Homelessness Prevention Strategy action plan (G)	Youth Homelessness Prevention Social Impact Bond commences (G)	



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

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

Lead: GMCA Planning and Housing Team

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

Resources available to tackle enforcement work in local authorities are stretched, and a recent independent review found the national regulatory framework 'confused and contradictory'. We need to find ways to address the lack of capacity available to enforce and raise standards in the private sector as it grows, especially in light of the extended definition of houses in multiple occupation expanding 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 Fair Housing Futures to explore new models and interventions in the sector to transform tenants' experience, and the proposed expansion in the coverage of the 'ethical lettings agency' model on a more structured basis across the city region.

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

Making the case to Government

- Utilise the PRS White Paper, announced in the 2021 Queen's Speech, to seek to make progress on our PRS priorities
- More ambitious interventions in the PRS, moving away from piecemeal national changes to a more strategic approach.
- Seek devolved powers to designate areas for selective landlord licensing, arguing for Scottish models of security of tenure
- Lobby for greater resources to enforce and raise standards in the private sector
- Greater influence over the welfare system, including piloting the linking of payments of Housing Benefit/housing element of Universal Credit to the condition of properties, especially given COVID-19 impacts.
- Opportunity to pilot the Rugg Review proposal for 'property MOTs' for PRS homes, tied to a full register of PRS homes.
- Additional powers for local authorities to intervene, especially where the safety and security of our residents is at risk from the effects of poor housing or rogue landlords, or where we can see ways to remove barriers to delivering the new homes we need.

Progress

- Good Landlord Scheme agreed by GMCA March 2021

- ELA growth supported by Resonance investment and Rough Sleepers Accommodation Programme
- Continued response to COVID-19 and a recovery response emerging
- Partnership established and influencing and informing lobbying agenda
- Appointment to key CA post

Challenges

- Capacity and resources across stakeholders, compounded by competing priorities due to COVID-19

Partnerships

- GMCA/GMHSCP/GMHP
- PRS Partnership

Data

- Work ongoing on modelling GM stock conditions

Actions

Key- (R)= Stalled, (A)= Delayed, (G)= Met/on track, (C) = Complete

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
GM PRS Partnership established (C)	PRS Partnership to provide a focus for discussion of lobbying agendas for White Paper and Renters Reform Bill (G)		

Good Landlord Scheme (GLS)- To encourage and support landlords to provide a safe, decent and secure home to their tenants

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
GLS proposals revised in light of COVID-19 impacts, finalised and agreed (C) GLS approved by GMCA March 2021 (C)	Implementation commenced with audit of existing services and identification of key opportunities for improvement (G)	Investment propositions agreed (G)	

Rogue Landlord Hub- Consistent, coordinated approach to enforcement of standards in the PRS across GM by districts and key partner agencies, including targeted interventions against rogue landlords

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Identify route to step up of eviction prevention work and enforcement interventions, connected into the Good Landlord Scheme (C)	Rolling out the Rogue Landlord information sharing protocol (A)		

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Ethical Lettings Agency meets quarterly target (200 properties) (C)	ELA workshops to explore development of different delivery models and closer partnership working with LAs (G)		
Develop new routes to bring new properties into use for target groups (A)			

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Neighbourhood activity focused on Covid resilience/recovery (G)	GMHP develop routes to deliver four place-based investment areas (G)	Four areas working in partnership with GMHP bringing forward place-based investment in PRS markets (G)	
Further Explore and develop opportunities and proposals, building on Arawak Walton and One Manchester models (G)			

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

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

Lead: GM Health and Social Care Partnership (GMHSCP)

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 in 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 in all tenures. This should be part of the responsive, integrated delivery of services for households whose home is adding to the daily challenges they face, but where often relatively minor interventions can make a major difference to their wellbeing and independence.

Making the case to Government

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

Progress

- Approval and commencement of Tripartite Partnership between GMHP, GMHSCP and GMCA
- Future delivery of Healthy Homes considered within prioritisation of wider Housing and Health Programme.

Challenges

- COVID-19 impact on Business-as-Usual activity

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

Partnerships

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

Data

- Evidenced baseline of GM housing stock completed and preparing for dissemination

Actions

Key- (R)= Stalled, (A)= Delayed, (G)= Met/on track, (C) = Complete

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Publication of evidence emerging from Accelerating Retrofit project to inform business case development (C)			

Develop baseline model proposal for Healthy Homes services across all

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
	Agree a framework and outline standards for delivery of baseline Healthy Homes service (A)		Marketing and awareness campaign on availability of services across GM (G)

Support localities to establish baseline services (where required)- To ensure consistent service provision across 10 localities

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
	Plan transition to baseline services for individual localities (A)	Confirm implementation of baseline services across localities (A)	

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
	Develop and agree consistent Greater Manchester Housing Assistance Policy Framework (A)	Approval process and begin implementation in localities where required (A)	Develop and approve additional policies e.g. Housing Provider policies and GM Equity Loan (A)

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

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

Lead: GM Strategic Housing Group

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

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

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

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

Making the case to Government

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

Progress

- Approval and commencement of Tripartite Partnership between GMHP, GMHSCP and GMCA
- Awaiting announcement of AHP Strategic Partnership allocations

Challenges

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

Partnerships

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

Data

- GM Strategic Housing Market Assessment (SHMA) revised and updated

Actions

Key- (R)= Stalled, (A)= Delayed, (G)= Met/on track, (C) = Complete

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Identify and agree priorities for GM collaborative work to ensure allocations policies and processes maximise opportunities to address housing need (see also Policy A1) (C)	Engagement with LAs on allocations policies through a series of thematic workshops (G)	Work up priorities/ potential framework for allocations as a result of LA engagement (G) Engagement with GMHP around co-operation and nominations with LAs (G)	

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Commence implementation of key Housing & Mental Health Strategy workstreams (C)	Development of GM Supported Housing offer to localities based on local understanding of need, working with H&SCP and Homes England. (G)		

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Identify strategic approaches to generating investment in high quality solutions as part of five year homelessness strategy work (A)	Implementation of GM Homelessness Prevention Strategy (G)		

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

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

Lead: GMCA Environment Team

We need a clear multi-tenure approach to retrofit and improving the energy performance of our existing homes. The Decent Homes Standard and longstanding investment by housing providers has raised the bar in the social housing sector, and the proposed review of Decent Homes Standard 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 integrate 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 including modular retrofit of existing stock.

Making the case to Government

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

Progress

- Installs of £4.7m Phase 1A BEIS Green Homes Grant (GHG) Local Authority Delivery Scheme (LADS) to c.364 homes underway
- £5.6m GHG LADS Phase 1B bid successful to retrofit 821 homes
- Contracting GHG LADS Phase 2 for £17.6m to retrofit c.1300 homes
- Retrofit Taskforce established

Challenges

- Absence of mainstream, long term grant funding to provide strategic direction for residential retrofit
- Local EON delivery capacity hindering delivery of the GHG LAD scheme to homeowners

Partnerships

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

Data

- Evidenced baseline of GM housing stock completed and disseminated

Actions

Key- (R)= Stalled, (A)= Delayed, (G)= Met/on track, (C) = Complete

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Future scenarios for energy and CO ₂ use modelled including costed interventions (G)	Develop a bid with Social Housing Decarbonisation Scheme Wave 1 – Led by GMHP Group (G)		
Digest and share housing stock research with stakeholders (C)			

Provide clear strategic and governance framework to take retrofit agenda forward in GM

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Segmentation of Home Energy Improvement Market in GM completed (C)	Seek to procure partners to deliver a Retrofit Accelerator (G)		
Market value proposition developed, and delivery approach agreed (A)	Retrofit Taskforce established (G)		

Identify and pilot scalable finance and delivery mechanisms to retrofit homes

Jan-June 2021	July-Dec 2021	Jan- June 2022	July-Dec 2022
Work continuing to explore assignment of rights to maximise available renewable heat incentives (G)	Pilot innovative finance approach for retrofit in Stockport (G)		
Task force with the Green Finance Institute to understand different models for retrofit (G)			

Identify and explore local levers to achieve further progress

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Explore an alternative to the Solar Together campaign using local suppliers (A)	Include in Retrofit Accelerator scope (G)		

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Via ESF Skills for Growth, commission retrofit skills delivery to upskill trades, professionals and training providers (G)			
Plan for integrated retrofit skills pathways across GM to fit alongside			

commissioned delivery (G)			
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Access Government funding for retrofit programmes

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Delivery of GHG LADS Phase 1A (C)	Delivery of GHG Phase 1B (G)		
Contract/ commence delivery of GHG Phase 2 (C)	Delivery of GHG Phase 2 (G)		

Strategic Priority B1: New models of housing delivery

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

Lead: GMCA Delivery Team

There is a growing diversity in the means of housing delivery in Greater Manchester. The GMCA-managed GM Housing Investment Loan Fund provides a £300 million revolving pot to support private sector-led development of new homes. It has invested alongside ten housing providers in a new joint delivery vehicle, intended to build 500 new homes per year, part of GM Housing Providers' collective commitment to 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 Community-Led Housing Hub, to facilitate community-led housing across Greater Manchester.

Making the case to Government

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

Progress

- Provisional allocations of £97m Brownfield Housing Fund
- Hive Homes Joint Venture with GM Housing Providers fully operational
- Community Led Housing Hub established
- Places for Everyone (PfE) consultation underway

Challenges

- Delivery capacity
- Operational impact of COVID-19 and Brexit on supply chain and delivery
- Changes to government planning policy

Partnerships

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

Data

- Wider piloting of site analytics

Actions

Key- (R)= Stalled, (A)= Delayed, (G)= Met/on track, (C) = Complete

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Establishment of Joint Committee for Places for Everyone (C)	Regulation 19 Consultation on Places for Everyone (G) Consultation on Stockport Local Plan (G)	Submission of Places for Everyone to Secretary of State for Examination (G)	Examination in Public of Places for Everyone (G) Stockport Local Plan Regulation 19 consultation (G)

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Pipeline of potential community-led housing schemes being brought forward (G)	GM Community-Led Housing Hub established as Community Benefit Society (G)		

Work with partners to find new delivery models and sources of investment- Including the joint venture with GM Housing Providers, better use of public sector assets, provision of finance from the GM Housing Investment Loan Fund and supporting the contribution of smaller house builders

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Hive Homes – exchange contract on additional site. Discussions underway with further districts on sites including	Hive Homes – first units completed and on sale, contracting the first Brownfield sites (G)		

Brownfield Housing Fund sites (C)			
	Continue to develop land supply opportunities with public service partners (including Stations Alliance) (G)		

Encourage and support the shift to modern methods of construction (MMC), increased innovation, and the expansion and reskilling of the construction sector and supply chain- To raise productivity and the quality and pace of delivery of new homes, and to assist in achieving our target that all new buildings in GM will be net zero carbon by 2028

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Work closely with Offsite Alliance 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 (C)	Offsite Alliance undertaking business planning, including identification and selection of methods to use in future delivery phases (G)	Offsite Alliance undertaking business planning, including identification and selection of methods to use in future delivery phases (G)	Following the announcement of Homes England Strategic Partnership allocations, work with providers to support delivery of 25% MMC (G)

Strategic Priority B2: Investing in truly affordable housing

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

Lead: GMCA Delivery Team

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

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

We will set out our approach to increasing the delivery of affordability and truly affordable housing in Greater Manchester, to help us in our work to deliver homes and a housing market that is truly affordable to all our residents.

Making the case to Government

- Seek flexible resources to bring forward new housing land and development to meet local needs and demand, tying together the Housing Infrastructure Fund, Brownfield Housing Fund, 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.

- Continue to make the case for a devolved strategic partnership arrangement with Homes England to fairly allocate housing investment and give Greater Manchester local control of funding to accelerate the delivery of new homes to meet our housing needs.
- Lobby for the freedom to develop a strategic approach to developer obligations and viability issues that fits within the Greater Manchester market.

Progress

- GM Delivery Team in place with capacity to support districts
- Awaiting announcement of AHP Strategic Partnership allocations

Challenges

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

Partnerships

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

Data

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

Actions

Key- (R)= Stalled, (A)= Delayed, (G)= Met/on track, (C) = Complete

Consult & agree on a GM approach to housing affordability- To drive better targeting of investment and interventions toward the groups of GM households most challenged in accessing homes they can afford

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Emerging findings to be fed into Tackling Inequalities Board workstreams (C)			

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Review of Three Dragons work in light of Places for Everyone (C)			
Brownfield Housing Fund projects include clawback and overage mechanisms to recycle excess profits back into affordable housing delivery. (G)	Brownfield Housing Fund projects include clawback and overage mechanisms to recycle excess profits back into affordable housing delivery. (G)	Brownfield Housing Fund projects include clawback and overage mechanisms to recycle excess profits back into affordable housing delivery. (G)	Review Clawback and overage from schemes to enable investment in affordable housing delivery (G)

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Work with districts, RPs and Homes England to scope potential for adding capacity or streamlining processes in support of accelerated affordable housing delivery. (C)	GMCA, Local Authorities and Homes England Challenge Group to accelerate affordable housing delivery established (G)		Following announcement of Strategic Partnership allocations, work with Planning Officers Group and RPs to ensure planning have early visibility of pipeline to proceed with applications in a timely manner (G)

Relationships with Homes England and GMHSCP to lever investment to progress 50,000 additional affordable homes by 2037

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Confirm & develop strategic relationship with Homes England with 50,000 additional affordable homes as shared objective (C)			

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

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

Lead: GMCA Delivery Team

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

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

Making the case to Government

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

Progress

- Provisional allocations of £97m Brownfield Housing Fund
- Stockport MDC established
- Brownfield Housing Fund successful bids
- Launch of Creating Age-Friendly Homes in Greater Manchester

Challenges

- Delivery capacity and availability of sites
- Impact of COVID-19 on delivery

Partnerships

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

Data

- GM Strategic Housing Market Assessment (SHMA) revised and updated
- Monitoring and identifying how to support delivery of small sites in PfE allocations

Actions

Key- (R)= Stalled, (A)= Delayed, (G)= Met/on track, (C) = Complete

Creating attractive new residential choices in and around our town centres

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Progress and develop Towns Fund bids. Utilise other funding e.g. Brownfield Housing Fund, Levelling Up Fund, Resilience Innovation Fund) to support housing development in town centres (G)	Progress and develop Towns Fund bids. Utilise other funding e.g. Brownfield Housing Fund, Levelling Up Fund, Resilience Innovation Fund) to support housing development in town centres (G)		
Places for Everyone to include focus on housing supply in town centre locations (C)	Places for Everyone to include focus on housing supply in town centre locations (C)		

Unlocking the potential of Greater Manchester's brownfield land supply

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
Brownfield Housing Fund Tranche 1 schemes 4,983 homes (1,100 affordable) in contract by end March, Tranche 2 (2,720 homes of which 1,350 affordable) in contract by Summer (C)	Delivery underway on site (G)		

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

Jan-June 2021	July-Dec 2021	Jan-June 2022	July-Dec 2022
<p>Joint supported housing delivery plan developed with GMHSCP and GMHP. (G)</p> <p>Locality engagement via Strategic Housing Partnerships and DASSs. (G)</p>	<p>Development of clear GM supported housing offer for commissioners. (G)</p> <p>Development and delivery of accommodation options to support DTOC patients and patients who are medically optimised awaiting transfer (MOAT) (Dependent on NHSE funding). (G)</p>		

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

<i>Jan-June 2021</i>	<i>July-Dec 2021</i>	<i>Jan-June 2022</i>	<i>July-Dec 2022</i>
Investigate alternative funding models for agency (C)	MMU to launch formation of Agency; seeking alternative funding, working with Innovation Partnership on Healthy Ageing (G)		
Complete and disseminate ‘Design for Life’ guide to urban practices for an age-friendly city, engage with sector partners to embed learning and good practice (C)	Engagement with key stakeholders (incl. planners, developers) on research and evidence-base (Design for Life, Right Place, Victoria North) (G)	Engagement with key stakeholders (incl. planners, developers) on research and evidence-base (Design for Life, Right Place, Victoria North) (G)	
	Complete and disseminate learning from RightPlace prospectus (G)	Working with local authorities on district, local and neighbourhood plans (G)	Working with local authorities on district, local and neighbourhood plans (G)