Greater Manchester Housing Strategy

GREATER MANCHESTER:

DOING HOUSING DIFFERENTLY

2019 - 2024

Foreword

Britain's housing system is not delivering the homes that the country needs or that people can afford. Government's own 2017 White Paper starts from the point that they are faced with the task of 'Fixing our broken housing market' at a national level. Sadly, as the evidence we set out in this Strategy makes clear, that broken housing market is having a direct impact on the lives of many of us here in Greater Manchester.

The housing crisis takes many forms, and the challenges we face in Greater Manchester need solutions that fit our own local circumstances. Rough sleeping and homelessness are the most visible and damning indication of this crisis. But there are many other challenges, including the barriers facing young people trying to set up their first home, older people looking for better choices to help them stay living independently, families wanting somewhere stable to put down roots but living on short term tenancies in the private rented sector as well as the bad landlords and agents operating in the sector. We urgently need to reduce the energy demands of our homes and all other buildings to meet our ambitious plans for delivering a net zero carbon neutral city region no later than 2038, and to have supporting infrastructure in place as our city region grows.

Our Greater Manchester Strategy identifies safe, decent and affordable housing as our priority – homes to fit the needs and aspirations of current and future citizens.

We want to take a new approach to housing to tackle the housing crisis, to ensure our housing solutions address the needs of all our residents: from those who are homeless or one step away from being homeless; to those who are living in Victorian-era housing which needs to be brought up to the twenty first century; through to homes that meet the aspirations of the highly skilled people who will help drive our economy forward. We need to embrace new models for delivering the homes and communities we need, maximising the potential of modern methods of construction and assistive technologies in our homes, as well as championing community-led housing. At the same time we're committed to campaign for freedoms and funding tools to help us find a better balance between the interests of developers, landowners and communities, to fit with the brownfield-preferred approach central to our Greater Manchester Spatial Framework.

We launched our Housing Vision in January which set out what Greater Manchester needs from its current and future housing and the challenges and issues with today's housing. Our Greater Manchester Housing Strategy – the first since the election of the Greater Manchester Mayor – explains how we will achieve this vision, where every resident can have a safe, decent and affordable home.

We want to do housing differently, and putting together the strategy we've pioneered a model of co-production involving wide consultation with local authorities, housing associations, academics, architects, builders and housing activists. Through an extensive process of 'Writing Groups', 'Listening Sessions' and regular debate with lead politicians and officers from the ten Greater Manchester districts we have worked through key issues to see where a Greater Manchester approach adds value. It is only with the combined voices and efforts of these stakeholders that a comprehensive, holistic and detailed framework could be put together reflecting the complex nature of housing need across our city region.

Part of our Strategy is the development of a Greater Manchester definition of affordable housing and the Greater Manchester Spatial Framework includes a new policy commitment to deliver at least 50,000 affordable homes by 2037, and a major drive to ensure at least 30,000 of these are social homes.

We're already on with this, and are investing some of the surpluses from our £300m Housing Investment Loan Fund to support the delivery of truly affordable housing and issues in the private rented sector including rogue landlords and tackling empty properties. We want to build on the strength of the city centre residential market to help make a positive impact on the lives of private tenants through a new drive to raise standards in the private rented sector and through this help to spread prosperity to all parts of our city region.

We want to work with Government to implement these plans. But we need to acknowledge that the current state of local government finances are precarious and have a direct effect on our ability to deliver the change and impact we, and Government, aspire to achieve. To implement some of these plans we will need to have a different, stronger partnership with Government, and more co-design and control over areas, and a place based approach to housing, health and welfare, if we are to drive forward with our vision for Greater Manchester.

Some of these issues could need decades of sustained effort to really resolve. As Greater Manchester's Mayor and Portfolio Lead for Housing, Homelessness and Infrastructure we pledge to do all we can working with the Combined Authority, and our ten local Councils. But we know we will only succeed with the help, support and commitment of local communities, landlords, housing associations, developers, investors, landowners, the construction sector, utilities, central Government and many more. We look forward to working with you to deliver our dynamic, community-led housing plan for Greater Manchester, taking an integrated, place-based approach to driving growth and addressing social and economic inequalities.

And in everything we do through devolution, we seek to involve the people of Greater Manchester fully. That is why we'll be setting out an Implementation Plan to accompany the strategy in the coming months, to show how we will achieve our ambitious plans to tackle the housing crisis for the many and not the few, and make us accountable for our work.

Andy Burnham
Mayor of Greater Manchester

Paul Dennett
Salford City Mayor and Greater Manchester Portfolio Lead for Housing, Homelessness and Infrastructure

Chapter 1 - People and Place: Greater Manchester's vision and approach

1.1 This is the first Greater Manchester Housing Strategy since the Combined Authority was established and our first Greater Manchester Mayor elected. Through more than thirty years of co-operation and partnership working between the public, private and voluntary, community and social enterprise sectors, Greater Manchester has developed a unique approach to identifying, and tackling, the issues that matter to our people and our businesses. Because of that, we can bring together local solutions in a way that other places can't.

1.2 The strategy laid out in this document is the product of a pioneering model of co-production, involving extensive consultation with local authorities, housing associations, academics, architects, builders and housing activists. Content for this document has been collected through an extensive process of 'Writing Groups', 'Listening Sessions' and regular debate with lead politicians and officers from the ten Greater Manchester districts, chaired by the GMCA Portfolio Leader. It is only with the combined voices of these stakeholders that a comprehensive, holistic and detailed framework could be put together reflecting the complex nature of housing need across the conurbation.

1.3 In the Greater Manchester Strategy 'Our People, Our Place'[1] we set ourselves the vision of making Greater Manchester one of the best places in the world to grow up, get on and grow old. One of the ten priorities in Our People, Our Place is to provide 'safe, decent and affordable housing' for our residents. At the heart of this new Housing Strategy is a recognition that housing is at the heart of many of the broader issues that Greater Manchester needs to tackle, including health, carbon reduction, tackling homelessness, providing skills and training to our residents, and growing our economy. The Housing Vision[2] agreed by GMCA in January 2019, sketched out our collective ambitions for the future of housing in Greater Manchester, as a pre-cursor for the more detailed picture drawn in this Strategy. It will be complemented by an Implementation Plan, giving a transparent view of progress to the public, to the Mayor and political leaders, and to our stakeholders and partners alike.

1.4 For our neighbourhoods to be attractive places to live, work and invest, an integrated and connected approach is essential. Greater Manchester is currently driving huge changes in the way our public services are delivered. Skills services, work programmes, health and social care provision, criminal justice services and education are being redesigned and integrated at place level, ensuring that they deliver better outcomes for our residents. Housing providers are a key part of that service transformation, but more broadly a safe, decent, affordable home is an essential foundation for all our work to help residents.

1.5 We are investing in our infrastructure and assets, both new and existing, to create the conditions for future growth. Good local transport connections and resilient social infrastructure are fundamental to improving access for all to the opportunities that growth will bring, and to the redesigned public services that we are working to provide. People want to live in places with great schools, good jobs, excellent transport connections, sport and culture underpinned by good housing choice.

1.6 We are accelerating the pace of housing development and improving the quality and choice of our housing offer. New homes are an important part of ensuring we can meet the housing demands of existing and prospective residents, and enable reductions in dependency on expensive, reactive public services by better matching our residents' changing housing needs. Greater Manchester's Plan for Homes, Jobs, and the Environment (Greater Manchester Spatial Framework)[3] will help to ensure we can provide the right homes in the right places, and that they will be part of sustainable, coherent communities for the future. But we should also remember that more than 80% of the homes we will live in by 2050 are already built. Ensuring our existing housing stock is suitable, accessible and fit for the future is integral to improving and maintaining our population's health and happiness.

1.7 It is essential that we recognise questions of community engagement, heritage and local identity, public realm and cultural space. Community empowerment is central to the aims of our city region's growth agenda. Within this context, this Housing Strategy aspires to present a vision for a dynamic, community-led housing plan for Greater Manchester, juggling the competing questions of growth and development with respect for existing communities and demand for particular forms of accommodation. We should be seeking to actively empower people to play their part in the housing market, rather than seeing it as something they have no stake in or influence over.

1.8 This allows us to take an integrated, place-based approach to driving growth and productivity, addressing social and economic inequalities to ensure that the economy works for everyone. We will use this approach to build a strong deal with Government and our partners to create the right housing markets for Greater Manchester's future. This Strategy sets out in more detail the housing-focused elements of that approach, and the accompanying Implementation Plan will provide a more detailed, and regularly updated, set of actions underway across Greater Manchester to help make that vision a reality.

1.9 While we cannot fix everything at Greater Manchester level, we will do as much as we can to make it work better for the people of Greater Manchester. This strategy will only be delivered through agreement and collaboration, not by a top down imposed programme. There is potential to adopt a common approach to more of the issues that we face - not for its own sake, but where there are practical advantages that could be unlocked by closer collaboration or consistency. We know that many residents and stakeholders don't live their lives within the boundaries of a single Greater Manchester district, and we need to make sure our evidence, analysis, policies and priorities reflect that reality, without undermining the need for local approaches to local challenges.

A comprehensive Strategic Housing Market Assessment[4] has been prepared in part to inform the Greater Manchester Spatial Framework, but also as a consistent foundation for this Strategy. The next chapter of this Strategy briefly summarises where we are now in terms of housing, people and place in Greater Manchester. The strategy also flags up where we will need to influence and encourage national Government to amend legislation or regulation, invest differently, or devolve power and flexibility if we are to make better progress.

Box 1: Greater Manchester Strategic Housing Market Assessment

In January 2019, GMCA published their Strategic Housing Market Assessment providing a comprehensive assessment of housing market dynamics in Greater Manchester and the future needs for both market and affordable housing and the housing needs of different groups within the population over the next twenty years. The full document is available at: https://www.greatermanchester-ca.gov.uk/media/1733/gm-shma-jan-19.pdf

Chapter 2 – Where are we now

2.1 With 2.8 million people living in 1.2 million homes across ten districts, Greater Manchester and our residents are of course hugely diverse. We are a large city region covering almost 500 square miles and account for one-fifth of the population and jobs in the North of England. Greater Manchester sits at the heart of the Northern Powerhouse and generates an estimated £59.6 billion Gross Value Added, making our economy bigger than that of Northern Ireland (£34.4 billion) or Wales (£55.8 billion), and the main driver of the Northern economy.

2.2 Greater Manchester's economy has grown in real terms by 33% since the turn of the century, outpacing UK growth of 25% over the same period. However, despite this growth, our productivity remains below the level expected for a region of its size. Growth-oriented policy has successfully reversed the population fall from a high point of 2.7 million in 1971 which was followed by three decades of decline. Greater Manchester is now home to 2.8 million people, and has seen an increase of over 200,000 residents in the last decade alone. The population is forecast to grow by another quarter of a million people by 2035, and this will contribute to an increase of around 200,000 households due to the changing dynamics of household formation.

2.3 With a working age population of almost 1.8 million and approximately 1.3 million residents in employment, Greater Manchester has a talented supply of labour. There has been significant improvements in workforce skills over the last decade with the proportion of residents with no qualifications falling from 17% in 2006 to 10% in 2016 and the proportion with a Level 4 (degree or equivalent) qualification rising from 26% to 35%. However, there are some significant disparities between different parts of the conurbation, with some wards as high as 40% for no qualifications and as low as 10% for a Level 4 qualification, and with employment rates as low as 39%. Some groups in Greater Manchester are not able to fully contribute to or benefit from the overall growth of the economy, and geographically growth has not been universal across the conurbation, with some districts and neighbourhoods seeing lower growth, reflected in lower land values.

2.4 Despite the relatively strong performance of the Greater Manchester economy, the city region has not been immune to the economic restructuring that has accompanied globalisation and technological change. Significant gaps for skills and employment rates exist between Greater Manchester and the national average and parts of the economy remain entrenched within lower skill, lower productivity and lower wage activity. 'In-work poverty' is increasingly prevalent and over a quarter of residents rely on tax credits to support their incomes. The nature of employment is also changing, with an increase in precarious work: 3% (40,000) of jobs are zero-hour contracts; 5% (66,000) are temporary; and over half of the jobs created in Greater Manchester in the past five years were temporary or self-employed. Wages have fallen by 6.6% in real terms between 2006 and 2016 and the gap in wages between Greater Manchester and the national average has widened over the decade.

2.5 Greater Manchester has a significant student population, reflecting its strong university base largely situated in the regional centre. The five higher education institutions in Greater Manchester together have a student body of almost 100,000 and around 13,000 student households live in mainstream housing stock in Salford, Bolton and Manchester (which houses around 85% of total students).

2.6 In line with trends nationally, levels of all forms of homelessness have increased in Greater Manchester over the last five years, with the ending of an assured shorthold tenancy in the private rented sector identified as the leading cause in England[5]. There were 3,428 households accepted as homeless and in priority need in Greater Manchester in 2017/18, a 57% increase since 2011/12. The number of people sleeping rough has increased by 487%, from 41 in 2010 to 241 in 2018. We have over 2,000 households in temporary accommodation waiting for a permanent home, generating significant costs for local authorities.

2.7 We have not been delivering enough new homes since the 2008 financial crisis, although this is steadily recovering. Around 9,000 net additional homes were delivered in 2017/18, the highest since 2007/08, driven by new developments in the central areas of Salford and Manchester. We need to continue and increase the pace of delivery if we are to meet local needs, support economic growth, and help to reduce the pressures which contribute to overcrowding, rough sleeping and homelessness. Only 2.5% of all dwellings in Greater Manchester are empty, the lowest level recorded since data began in 2004, and reflecting strong demand for additional homes across the city region. At the same time less than 1% of all dwellings have been empty for six or more months. This is a significant reduction in recent years, from a peak of 2.8% of all dwellings in 2008.

2.8 Since 1971 owner occupation has been the majority tenure across Greater Manchester, growing in popularity over time. Around 27% of homes are owned outright and 33% owned with a mortgage or loan in the city region. Levels of owner occupation are particularly low in the regional centre, towards south Manchester and in the town centres in Greater Manchester (notably Bolton, Oldham and Rochdale). In contrast, the outer areas of the conurbation see higher levels of owner occupation, in particular the outer suburban and semi-rural areas of Wigan, Trafford, Oldham, Rochdale and Stockport. Black and minority ethnic (BME) groups are less likely to own their home in Greater Manchester, with around 53% identified as owner occupiers at the last Census compared with 66% of white groups.

2.9 The proportion of social housing has been decreasing since 1981 and stands at 22%, with around 95% of those rented at social rents (generally substantially below private sector rents). The relative decline of the sector is a consequence of growth in other tenures combined with Right to Buy, with over 92,000 social homes lost to the policy in Greater Manchester since 1980. Conversions of social rented homes to 'affordable rent' have also contributed, meaning that in 2018 we had 5% less social rented stock in Greater Manchester than in 2012/13, a decrease of around 13,000. We now have more than 97,000 households in Greater Manchester waiting for a social home and over 26,000 of these households are identified in priority need for a social rented home.

2.10 Private renting has been the fastest growing tenure in Greater Manchester. Between 2001 and 2011 the share of households living in the private rented sector (PRS) in Greater Manchester rose from 11% to 17%, with the majority of those households in Manchester and Salford. The rise was across all household types, but particularly young people and families with children. Black and minority ethnic groups are also likely to be living in private rented accommodation with almost a quarter of BME households living in the PRS compared with 15% of white groups. A total of 96% of household growth in Greater Manchester between the 2001 and 2011 censuses was focused in the PRS and by 2011 the number of households in the PRS in Greater Manchester totalled 196,000.

2.11 Growth in the private rented sector in Greater Manchester has outpaced that of the North West and England and Wales and it is anticipated that the PRS is likely to continue to grow in size, to evolve in terms of the investors and management of rented homes and in the types of households living in the sector. National policy, regulation and taxation regimes may have a significant impact on changes in the sector, but on current trends more families with children and older households will rent privately.

2.12 Our aspirations for inclusive growth need to be matched with homes Greater Manchester residents can afford. Our analysis of the housing market shows house prices in Greater Manchester as a whole have remained substantially below national averages. Between 2007 and 2017, our average price paid rose by 12% to £164,000, compared to a 24% increase to £239,000 in England and Wales as a whole. Our private rents are also lower than national averages – our average monthly rent in 2016/17 was £628, compared to £852 in England as a whole. But, given our relatively low average household incomes, that still means that many of us find meeting housing costs a challenge.

2.13 Our modelling suggests that around a third of Greater Manchester households would have to spend more than 35% of their household income to meet the median private rent of £540 per month. In general, those on lower incomes spend a larger proportion of their earnings on housing costs than those earning more money.

2.14 At least 70% of households in the social rented sector in Greater Manchester are in receipt of Housing Benefit or the housing element of Universal Credit. It is likely also that some low income households will be owner occupiers who own their homes outright which may raise questions about their financial ability to maintain their property.

2.15 It is important to note that average figures for Greater Manchester mask patterns within the city region. For both buying and renting Trafford and Stockport averages are significantly higher than Greater Manchester as a whole, while rents in Manchester are also higher, reflecting the city centre market. And in all districts, the variations between neighbourhoods can be substantial.

2.16 We have limited data to track and monitor housing conditions in Greater Manchester across all tenures. We do know however that across the city region around 95% of our domestic dwellings are at or above the Government's minimum advised Energy Performance Certificate (EPC) rating of E, and just 7% of properties had a rating of B or above. Modelling for our *5-Year Environment Plan for Greater Manchester*[6] shows the scale of the challenge, with a need to retrofit 61,000 of our existing homes each year from now to 2040.

2.17 It is not possible to say with certainty how many homes in the PRS in Greater Manchester are not meeting Government's Decent Homes Standard. The English Housing Survey suggests that nationally 27% of PRS homes do not meet this, 20% of homes have 'serious disrepair' and 15% of homes have at least one hazard that is a serious and immediate risk to a person's health and safety. Given the age profile of Greater Manchester's housing stock and the substantial proportion of the PRS stock which is in older, terraced properties, it is reasonable to assume that conditions may be worse in Greater Manchester than nationally.

2.18 Finding the right home is an essential for all of us and the diverse needs of different parts of the population should be reflected in the housing choices available in Greater Manchester. We know that in future years Greater Manchester will be home to a much larger, more diverse, group of older people. By 2035 nearly three in twenty residents will be aged 75 years or older – and one in twenty will be 85 or older – though our population profile will still be younger than the national average. The scale and pace of the projected demographic changes are not unique to Greater Manchester, but brings its own challenges for the city region.

2.19 Our average life expectancy is almost two years lower than the average for England and the gap is even bigger (nearly three years for men, almost four for women) in the number of years of good or very good health we can expect to enjoy. There is a significantly higher proportion of people with a long-term health problem or disability which limits their day to day activities living in the social rented sector than in either owner occupation or private renting. By 2035, almost one in three Greater Manchester residents aged 65 or over will have a limiting long term illness that limits our day to day activities 'a lot' and just under 8% will have dementia.

2.20 Our recent Supported Housing Census shows that we have over 33,000 units of accommodation for those who need support as well as housing in Greater Manchester. We expect to see an increasing demand for specialist and supported homes, including an estimated need of 15,000 extra supported accommodation units for older people by 2035.

Chapter 3 – A different vision: housing, people and place

3.1 Our Housing Vision[2] briefly sets out the ambitions that we want to achieve for Greater Manchester. We should all be able to live in safe, decent and affordable homes that give us a stable foundation for all that we want to achieve for ourselves and our families, and we know that warm, safe and secure homes help us ensure our population is healthier and supported to make the right life choices from early years to the end of life. At the most fundamental level, our vision for Greater Manchester is:

- that those of us in need, homeless or at risk of becoming homeless can quickly access social housing or other affordable housing options so we can retain our place in the community; and
- that no-one will need to sleep rough in Greater Manchester.

3.2 For the 1.2 million existing homes that form our existing stock, our vision is:

- for our existing homes to receive the investment they need to meet and exceed modern requirements for their safety, security, warmth and physical accessibility. This includes retrofitting our existing homes to help meet our ambitions to be a carbon neutral city region by 2038;
- those homes will be part of neighbourhoods of choice, connected to economic opportunities and strategic infrastructure, and offering an excellent natural environment and quality of life for all parts of the community; and
- when we rent in either the social or private sector we can be confident that our homes will be well managed and safe, decent and affordable.

3.3 For the new homes we need, our vision is that:

- we consistently deliver the right homes in the right places, providing the number and mix of new homes for the future needs of Greater Manchester;
- the new homes we build enhance the choice, affordability, quality and variety of housing available in their neighbourhoods, and are accompanied by the transport, social and other infrastructure they need for their residents and the existing community to thrive, including schools, health facilities and green spaces;
- the quality and design of new homes means we can better match the housing supply to the future housing needs and incomes of all of Greater Manchester's residents; and
- the construction industry in Greater Manchester is a centre of excellence and innovation, and an attractive employer for a new generation of skilled workers.

3.4 The right home helps us to live happier, healthier, more independent lives for longer than would otherwise be possible. The health and quality of life of too many Greater Manchester residents is undermined by poor quality housing. We need to address this head on if we are to achieve our ambitions to deliver a radical upgrade in the health and wellbeing of Greater Manchester's residents. For some of us, specialist or supported housing could be the answer, but for the great majority well-designed, good quality non-specialist homes will be able to meet people's needs, and have to be at the heart of our approach. The aim should be to give all our residents positive and affordable housing choices that enable them to find a home that suits their requirements.

3.5 This intimate connection between housing and our wider quality of life means we have to see housing as part of our broader work to provide integrated public services, centred around the individual, that effectively respond to and reduce demand at the neighbourhood level. The development of a new model of service delivery is a key ambition for Greater Manchester[7], and is central to achieving the ambitions set out in the Greater Manchester Strategy through focusing on early intervention and prevention and a holistic view of the needs of people and place. We know that the issues facing our diverse population are complex and changing. Different black and minority ethnic communities face distinct housing challenges across the city region, illustrated by the lower rate of home ownership for our black and minority ethnic households. Young people are especially impacted by welfare reform, notably the restriction for single people under 35 reliant on benefits to shared accommodation rates, and many of those coming through our homelessness and rough sleeping services are young adults. People who are lesbian, gay, bisexual, or transgender are more likely to become homeless or can face discrimination in accessing housing. Families, especially with younger children, can be at risk from overcrowding and we know children living in a healthy home are more likely to come to school ready to learn. Our solutions and services need to fit with and respond to the incredible diversity of Greater Manchester's people.

Health and social care

3.6 The health sector in particular has a key interest in many housing issues. 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.

3.7 In 2017 Greater Manchester established a Housing & Health work programme in recognition of the impact good housing can have on our health and wellbeing, to exploit the unique opportunity to work with our devolved Health and Social Care system to truly embed the role of housing in joined up action on improving health. Furthering Greater Manchester's pioneering work on health and social care integration, we will commit to working to promote investment in housing from pooled budgets between local authorities and Clinical Commissioning Groups.

3.8 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, 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.

3.9 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.

Age-friendly Greater Manchester

3.10 We know that in future years Greater Manchester will be home to a much larger and diverse group of older people, where nearly three in twenty residents will be aged 75 years or older, and one in twenty will be 85 or older by 2035. This brings a renewed emphasis on ensuring that a diverse range of housing is available to meet the needs of older people and households, recognising that issues like affordability and insecure rental markets impact on people in all age groups.

3.11 In 2018 Greater Manchester became the UK's first age-friendly city region as recognised by the World Health Organization. Marking the achievement, the Mayor of Greater Manchester launched the Greater Manchester Age-Friendly Strategy[8] to embed ageing as a priority within Greater Manchester policy and to forge new strategic collaborations.

3.12 The way we plan, build and organise our city region can help or hinder social connections. An age-friendly place will be a crucial resource for improving the lives of older people. We know that homes can be supportive of active and healthy living on multiple levels, and their design and layout can help people continue to carry out activities of daily living. The local environment can also provide opportunities for social contact, expand social networks, and enhance feelings of safety and support as well as provide access to green space and other opportunities for activity and recreation. Inside the home, research evidence suggests that falls can be prevented through adaptation and modification (preferably before a crisis has occurred), through tailored physical activity, improving levels of strength and balance, and adoption of assistive technology.

3.13 Homes will need to be more adaptable, and designed with potential care needs in mind, so that older people can remain in their homes if they wish as their circumstances change. Through the Greater Manchester Spatial Framework, we've set out specifications that all new dwellings must be built to the 'accessible and adaptable' standard[i] in Greater Manchester to allow homes to be able to respond to the changing needs of residents.

3.14 In Greater Manchester, much of our existing housing does not meet the changing needs or aspirations of our older residents. We need to find ways to ensure that new housing is both attractive and within reach of those who wish to move, and that programmes are in place to support those who want to remain in their current homes. The need to explore diverse housing options for our ageing population requires us to move beyond limited discussions about 'downsizing' and towards a model of 'rightsizing' in which improving older people's quality of life is the critical focus[9]. Our existing stock is also important. 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[10]. 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 to improve the quality of life for older households.

Rough sleeping and homelessness

3.15 Greater Manchester has witnessed some of the fastest economic growth nationally over the past decade, but alongside this we have seen growing inequalities, none as acute as the rise in rough sleeping and homelessness. According to official estimates 241[ii] people habitually sleep rough in Greater Manchester and over 3,400 households were accepted as homeless and in priority need last year.

3.16 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. We have a duty to ensure no one is forced to spend a night on the streets and we are developing a ten-year strategy to ensure every resident has a safe and stable place to call home.

3.17 In 2018 the Greater Manchester Homelessness Action Network, a coalition of over 200 public, voluntary and private sector partners championed by the Mayor, published their strategy[11] to end rough sleeping and lay the

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[i] As set out in Part M4(2) of the Building Regulations
[ii] Local work suggests there are almost twice as many entrenched rough sleepers in Greater Manchester than recorded in official count. See https://www.theguardian.com/society/2018/aug/20/manchester-has-twice-as-many-rough-sleepers-than-official-data-suggests

foundations of a ten-year homelessness reduction strategy across the city region. This builds on the Mayor's Homelessness Fund to enable businesses and individuals to donate towards supporting local services. 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.

3.18 Our A Bed Every Night[12] programme marks a significant escalation of our efforts to tackle the humanitarian crisis on our streets and aims to ensure that there will be a bed every night for every single person sleeping rough in Greater Manchester initially during the winter months. This is accompanied by a range of support to help people begin a journey away from the streets.

3.19 However we need to promote prevention as the first response to homelessness and support the implementation of the Homelessness Reduction Act. Research shows the leading cause of homelessness is the ending of an assured shorthold tenancy[iii] and there are increasing concerns about the impact of benefit restrictions on the ability of households to access stable tenancies in the private rented sector. Households who are unable to sustain tenancies are becoming homeless which is creating considerable costs to our local authorities in temporary accommodation in the private rented sector. Traditionally, many of those households would have found a home with a social landlord, but the under-supply of new social rented homes and loss of existing properties to the sector through Right to Buy contribute to a shortage of available homes. Given systemic challenges such as high personal and household debt and insecure low paid employment, 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.

3.20 We are leading the practical development of programmes to support local authorities' work in tackling homelessness and to support the Mayor in his commitments on rough sleeping through pioneering work on the Social Impact Bond for Entrenched Rough Sleepers, Homelessness Prevention Trailblazer and the Housing First Programme.

3.21 We are clear that, from a homelessness prevention viewpoint, structural changes are needed to provide more affordable homes, greater security of private renting and more support to those who need it, to help tackle the long-term causes of homelessness.

[iii] In April 2019, Government indicated the potential ending of Section 21 of the Housing Act (1988) to ban 'no-fault' evictions and improve the security of tenants. Further details are awaited.

Supported housing

3.22 We know that supported housing has an important contribution to make to many of the issues we have just outlined. Move on accommodation for those who have experienced homelessness or rough sleeping is one example, taking them further along the pathway back to a settled and stable future, while reducing demand on public services. A recent census of the supported housing available around Greater Manchester has given us a much clearer understanding of that provision, and of the gaps, both in terms of key client groups and geography. We currently have over 32,000 units of supported accommodation, catering for a range of people, including older people, people with learning disabilities, people with mental health needs, and people experiencing homelessness and rough sleeping. Some of that existing stock will need investment to ensure it matches future requirements.

3.23 Given demographic trends, modelling suggests a substantial programme of additional provision for older people will be needed, not least to help address social care pressures and shift demand away from institutional care for those who are able to live more independently with the right support available. Analysis is underway into the future requirements of other client groups. We have an opportunity to build a business case to drive integrated commissioning strategies, using devolved structures to bring together revenue and capital funding streams to develop an effective and sustainable supported housing market.

Chapter 4 – What to do with the homes we have

4.1 Over 80% of the homes we will have in 2050 are already built. Any conversation on the future of our housing supply has to take our existing stock as a starting point. Having an attractive and well-balanced mix of housing is a central component in meeting our aim of ensuring that every part of the city region plays a strong role in delivering inclusive growth to benefit our residents. Our housing offer must better match the demands and aspirations of a diverse population, with the numbers of older households increasing substantially, and with a growing labour market to support.

4.2 So the importance of prioritising and finding new ways to optimise the quality, use and value of our existing homes and neighbourhoods is clear. Across Greater Manchester, we need to think across tenures at neighbourhood, district and city region levels to consider the entire housing stock as a system, understanding its interconnections.

Safe and decent homes

4.3 The disaster at Grenfell Tower in 2017 put a sharp and unblinking spotlight on the safety of high rise blocks, and the Hackitt Review and ongoing investigations are uncovering a series of lessons which we will need to ensure are learned and applied in Greater Manchester. The High Rise Task Force, headed up by the GMCA Portfolio Leader for Housing, Homelessness and Infrastructure, will continue to lead and coordinate much of that work, though there are already lessons which apply more broadly, both for social housing as a sector and cross-tenure around construction materials and techniques, building control and other health and safety processes, which we must ensure are properly addressed.

4.4 The Hackitt Review provides a starting point for work to ensure that Greater Manchester leads the way in ensuring the safety of existing and new homes. While Government's announcement of a Future Homes Standard for new homes to be in place by 2025 is welcome in principle, there are significant concerns around the current requirements and enforcement of Building Regulations, and the position of leaseholders living in potentially unsafe blocks, which justify more urgent attention.

4.5 The 2018 social housing green paper proposed a review of the Decent Homes Standard, potentially a welcome development in respect of a tenure which is - in general - already maintained to a consistent, decent standard by housing providers. But it does highlight the lack of tools, capacity and - particularly - sources of funding to directly intervene in raising the standards of homes in the other 78% of Greater Manchester's housing stock. While it is a natural starting point to expect the owners of those privately-held assets to invest in maintaining them to modern standards, it is also clear that not all are able or (in some cases) willing to do that. The broader, long term costs to society and the quality of places as a whole, and to public services including the NHS, that result from people living in poor quality, unsafe homes are substantial[iv], and historically were the subject of significant policy interventions by governments of all parties. We need new thinking, new tools, new partnerships.

4.6 A welcome focus in the green paper was rebalancing the relationship between residents and landlords to ensure residents understand their rights and ensuring their voices are heard. This of course is an issue which spans across tenures, and we will continue to work to improve the lives of tenants, whether renting from a social or private landlord, to ensure the rights and responsibilities of tenants and landlords are protected.

Fuel poverty, carbon reduction and retrofit

4.7 On fuel poverty and carbon reduction, 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. We would expect the proposed review of Decent Homes Standard to incorporate stronger commitment to reducing fuel poverty and carbon emissions. But we know our biggest issues remain in the private sector, and particularly the private rented sector. Our strategy will prioritise developing this approach across the Combined Authority, working with the Greater Manchester Low Carbon Hub to 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.

4.8 In the landmark Greater Manchester Green Summit[13] in March 2018, the Mayor of Greater Manchester brought together environmental experts, partners and local people to accelerate our green ambitions for a carbon neutral, climate resilient city region with a thriving natural environment and circular, zero-waste economy.

4.9 We subsequently published *Greater Manchester's Springboard to a Green City Region*[14] setting out the foundations to reach our environmental ambitions. This includes reducing the energy demands of our homes and all other buildings through insulation, management of energy use and investment in energy efficient equipment and also increasing the resilience of our homes to the challenges of climate change. We published a *5-Year Environment Plan for Greater Manchester*[6] 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

[iv] A 2016 study by BRE estimated the cost of poor housing in England at £1.4bn per annum to the NHS, and £18.6bn per year to wider society. See: https://www.bre.co.uk/filelibrary/pdf/87741-Cost-of-Poor-Housing-Briefing-Paper-v3.pdf

improving the energy efficiency of Greater Manchester's homes and commercial and public buildings.

4.10 We're clear that our challenging targets can only happen through a combination of sustained proactive national policy and aligned priorities and resources from Greater Manchester. New mechanisms to generate investments in energy efficiency are needed in both new build and existing homes if the health, poverty and productivity impacts of inefficient stock are to be addressed.

4.11 Through the Greater Manchester Spatial Framework we are planning a sustainable and resilient Greater Manchester, with the commitment that all new homes and buildings built within Greater Manchester will be net zero carbon by 2028 with the aim of delivering a carbon neutral city region no later than 2038, with a dramatic reduction in greenhouse gas emissions.

4.12 However, 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.

Owner occupation

4.13 Owner occupation remains the biggest single sector of Greater Manchester's housing mix. Home-owners are an ageing demographic as house prices increase and mortgage finance is harder to access amongst younger generations. We tend not to consider home-owners as a 'high-need' group, however this assumption conceals growing issues regarding older owner occupiers in low value, poor condition property, as outlined by the Smith Institute's findings on *The hidden costs of poor housing in the North*[10].

4.14 Many pre-1919 terraces are in need of substantial investment to bring them up to modern standards - providing affordable warmth and removing trip and fall hazards. We will work to further understand the needs of this demographic, how best to help them improve their properties and - where possible - give them options to relocate to more suitable properties. As noted above, the potential for 'Healthy Housing Services', a development of the care & repair model, could provide an effective element of our service offer to vulnerable owner occupiers.

Private rented sector

4.15 The private rented sector has grown substantially in Greater Manchester over the last fifteen years or so, and caters for a number of different types of housing need and demand, from traditional segments like student living, temporary accommodation to meet urgent housing need, to an alternative for those unable to access social housing. It also provides mid-market family housing and city centre apartments across a range of price levels. This growth is driven in part by trends in other tenures, including households unable to secure mortgage finance to move into owner occupation, and declining supply of social housing. Most new households find their first home in the private rented sector. Whilst recognising that experiences in the private rented sector are often very positive, we must also acknowledge that this sector also contains the worst conditions in our housing market, with issues of instability, poor quality, bad management and poor maintenance all too common, as highlighted by researchers at The University of Salford in a recent report *Precarious lives: Exploring lived experiences of the private rented sector in Salford*[15].

4.16 Collectively, we need to work together to drive up standards at the bottom end of the private rented sector, 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 effect as 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. With 54,000 households in 2018 in that situation, this is a substantial cohort, and there is evidence to suggest that families with children often find it easier to access private rented accommodation than social housing.

4.17 Resources available to tackle enforcement work in local authorities are stretched, and a recent independent review[16] 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 (HMO) expands local authorities' role. Experience in Manchester, Bolton and elsewhere has shown that 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.

4.18 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.

4.19 The Homes (Fitness for Human Habitation) Act 2018 empowers residents to take action themselves if their landlord is not meeting their obligations. 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[17] 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.

4.20 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.

Social housing

4.21 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. 92,000 social rented homes have been purchased through Right to Buy, many subsequently finding their way into the private rented sector. The previous domination of council housing has also changed, with 185,000 social rented homes in Greater Manchester now in the hands of independent (but regulated) housing associations. 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.

4.22 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 a Greater Manchester context, with devolution around health and social care already a reality, that could form the basis for a more strategic approach to the commissioning of new social housing, particularly an appropriate mix of supported housing, with that client group in mind.

4.23 But as social housing has become an increasingly scarce resource, the systems used to allocate those 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 including (for example) members of the Armed Forces community, victims of domestic abuse, care leavers and ex-offenders 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.

4.24 In Greater Manchester, the development of the Greater Manchester Housing Providers group, combined with a range of 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 increasing consensus around 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.

One housing market

4.25 The above discussion of the homes we already have should be considered starting with the understanding that successful neighbourhoods are almost always a mix of different house types, tenures, values and styles. Those homes are built in and around the other features of a place that anyone would want to live in - good public transport facilities, green space, excellent schools and health provision, and a thriving local high street. In housing terms, we need to be careful not to consider and act on each tenure in isolation. It is clear on the ground that 'social housing estates' are now a mix of social tenants, private renters and owner occupiers. Private renters are found on almost every street in Greater Manchester. People move from one tenure to another every day, and individual homes too can change tenures in a paper transaction. It is the complex interaction of those decisions we need to consider as we create, implement and monitor the impacts of our strategies and interventions as we endeavour to meet the housing need of Greater Manchester's residents.

Box 2: Affordability

Affordability is one of the central drivers for Government's recent interventions in the housing market nationally - for example the financial barriers facing potential first time buyers are behind the creation of Help to Buy, an £19.7 billion programme since 2013. But there is no single agreed definition of affordability[18], no single agreed point at which housing is 'unaffordable', and an ever wider official definition of 'affordable housing'[19].

There are several different elements that need to be considered. Household income is clearly an important element, and there is a rule of thumb among commentators that housing costs start to become unaffordable once they go beyond 30% of household income. But one common response to housing costs is for households to reshape themselves - adult children staying with or moving back to the parental home, or groups of individuals and couples sharing a single property and dividing an otherwise unaffordable rent into affordable chunks.

A simpler and more common approach is to compare house prices to incomes or earnings. This can be varied by looking at median or mean figures, or lower or higher quartile if a particular segment of the market is being examined. This is often used to compare and map more or less affordable areas. Clearly, this only relates to owner occupation, which in Greater Manchester comprises only 61% of the market, and variations in interest rates will greatly alter the actual affordability of a particular price-income ratio (high ratios in 2018 being achievable in part due to a long period of historically low interest rates).

It also ignores the real costs of house purchase - for most potential buyers, the biggest financial hurdle is the need to save a deposit (hence the design of Help to Buy). The monthly cost of paying a mortgage is often less than first time buyers have previously paid in the private rented sector. That deposit hurdle is increasingly being cleared with the help of the 'Bank of Mum and Dad', for those lucky enough to have suitably wealthy/generous family connections. This illustrates another complicating factor in judging affordability - measuring only household income, without including savings or wealth (especially for those who already have some equity in an existing property) can lead to misleading conclusions.

In the rental market, another set of benchmarks exist, with 'Affordable Rent' properties being defined as costing a maximum of 80% of market rent in an area. Local Housing Allowance rates are used to calculate Housing Benefit for those renting privately, with the Rent Officer setting a benchmark based on the 30th percentile of actual rents being paid in an area[20].

Another approach is to look at 'residual income' - calculating a benchmark for the income needed by a typical household for the non-housing costs of a minimum standard of living, with the income remaining then considered available to meet housing costs.

As shown here, 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, or people living in overcrowded properties because they cannot afford or access a home large enough to meet their needs.

We need to embrace the complexity of the issue to help better inform decisions about the new homes needed which our residents can afford. We will shortly be setting out our definition for affordability and affordable housing in Greater Manchester which will help us in our work to deliver homes and a housing market that is truly affordable to all our residents.

Chapter 5 –The homes we need and how to build them

A spatial context

5.1 The Greater Manchester Spatial Framework will establish the strategic context for the delivery of new housing as a key part of making Greater Manchester an inclusive city region, setting out the importance of achieving a mix of values and tenures, of the delivery of affordable homes, the right balance of different types and sizes of homes, the importance of quality design of new homes and their context in the surrounding neighbourhoods, and the supply of land to achieve those objectives.

5.2 The Spatial Framework sets targets to build at least 201,000 new homes over the period 2018 to 2037 in Greater Manchester[v]. It will seek to connect that supply of new housing to wider strategies and policies including around the quality of place, town centres and other spatial priorities, infrastructure provision including schools, health facilities and other social infrastructure as well as power, water and transport, access to open space, economic growth, flood risk and sustainability. This provides Greater Manchester with a unique city region wide spatial approach to the delivery of the new homes we need, integrated into an agreed strategic framework and, once adopted, will give developers, landowners and investors a clearly articulated and consistent policy context to work within.

Delivering the homes we need

5.3 The challenge of turning that vision into reality is undoubtedly a significant one, but Greater Manchester has strengths, experience and opportunities which provide confidence that our ambitions are realistic and deliverable. In purely numerical terms, housing delivery has continued to recover from the post-2008 trough with a continuing upward trend from 2013 onwards, with recovery coming first in and around the regional centre, but since becoming apparent more broadly.

5.4 While traditional market delivery of new homes for sale naturally forms an important baseline supply, there is a growing diversity of supply, and a number of interventions in place or forthcoming to enhance and support the delivery of a variety of new homes in Greater Manchester. The Greater Manchester Housing Investment Loan Fund, managed by the Greater Manchester Combined Authority, provides a £300 million revolving pot to support the delivery of private sector-led development of new homes. As at April 2019, the Fund has committed to help finance the delivery of 5,800 new homes, and is intended to support up to 10,000 new homes over ten years.

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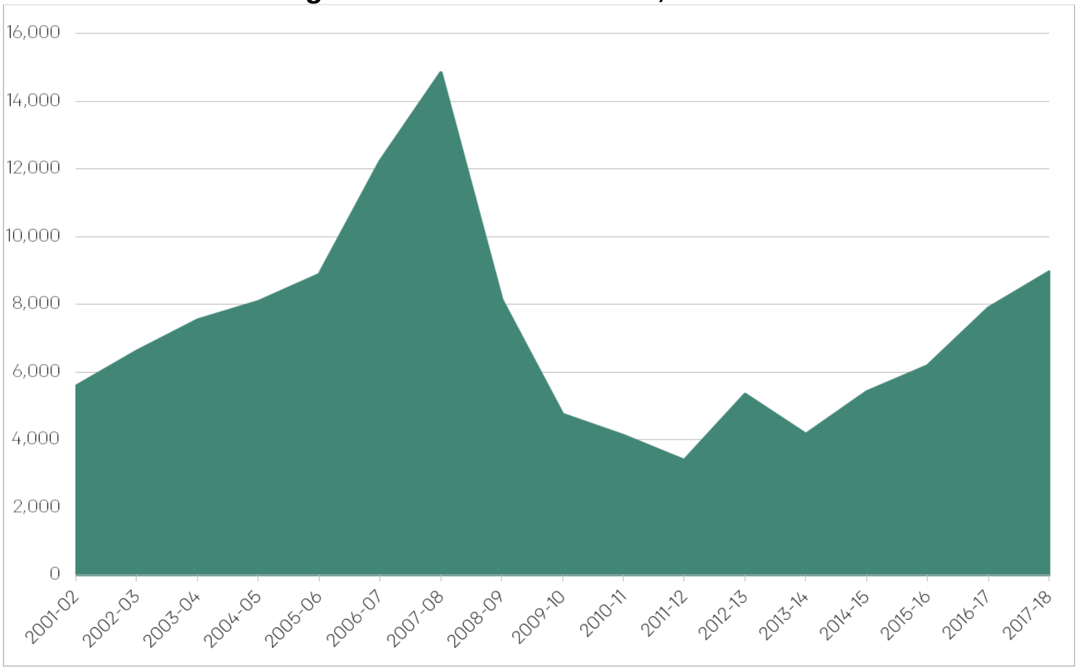
[v] Consultation draft, January 2019

The Fund is guaranteed jointly by the ten Greater Manchester districts, and represents a significant commitment to accelerating the delivery of new homes.

Net additional dwellings in Greater Manchester, 2001/02 – 2017/18



Source: MHCLG Live Table 122 Net additional dwellings by local authority district, England

5.5 One of the projects supported by the Fund is a joint venture between GMCA and 10 housing providers, to establish a new delivery vehicle bringing together investment from the housing providers and, once fully established, working to deliver 500 new homes per year, over and above their delivery of new affordable housing. This is part of Greater Manchester Housing Providers' collective commitment[21] to double their delivery of new homes, to 16,000 over five years from 2018, which will in part be aided by Great Places' confirmed strategic partnership with Homes England, offering greater certainty about long-term Homes England programme funding.

5.6 Greater Manchester is also seeing significant delivery of new homes built specifically to be managed over the long term as private rented properties, and backed by financial institutional investment. While this is undoubtedly an important element of the new-build apartment market around the city centre of Manchester/Salford, there is also growing investment in new-build family houses in the rest of the city region. Matrix Homes, a joint venture between Manchester City Council and the Greater Manchester Pension Fund, brings Pension Fund investment and City Council land together to deliver a mix of rented and for sale homes on sites across the city.

5.7 We have already outlined the case for increasing the supply of social housing. Social housing reduces costs for temporary accommodation, allows local authorities flexibility when dealing with vulnerable individuals and provides a hugely beneficial impact on the rest of the housing market. Numerous obstacles exist for local authorities and housing associations in the delivery of new social housing: notably Right to Buy, and its potential roll-out to housing association properties, compromises the asset security necessary to justify investment in new properties. As a Combined Authority, Greater Manchester 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, including through the strategic partnership which Great Places and Homes England have established.

5.8 Our relationship with Government will naturally be crucial in our ability to deliver the homes we need. We have a strong record of delivery and joint working with Homes England who, then as the Homes and Communities Agency, have been formally linked to our devolved structures since the City Deal[22] agreed in 2012. Subsequent investment includes the Greater Manchester Housing Investment Loan Fund noted above, and significant funds agreed and in negotiation through both elements of the Housing Infrastructure Fund, as well as substantial investment in affordable homes and supported and specialist accommodation.

5.9 Infrastructure enables prosperity, social inclusion and ensures that Greater Manchester is resilient to potential shocks and stresses. Greater Manchester has seen major changes over the past decades and this is expected to continue, if not accelerate further in the future. The Independent Prosperity Review[23] concluded that Greater Manchester's future growth, prosperity and sustainability will be restricted unless ambitious and long-term infrastructure solutions are found. To succeed we need effective infrastructure that is planned for and integrated with strategies for housing, economic development and the environment. In January 2019, we launched the Greater Manchester Infrastructure Framework 2040[24] which addresses the challenges the city region faces. We also established a new Strategic Infrastructure Board to take ownership of the framework and progress it into an action orientated plan.

5.10 We have already begun to bring extra delivery capacity and expertise together at Greater Manchester level to assist in the enabling work needed to make housing projects happen, working alongside districts' own teams, Homes England, developers, housing providers and landowners, and to bring forward schemes using GMCA's own assets. We will continue to explore options to aid the delivery of the homes we need, including through a closer and stronger relationship with Homes England as the key arm of Government charged with 'making homes happen'. This will include the use of devolved powers such as the ability to establish Mayoral Development Corporations, and the potential for a Greater Manchester direct delivery vehicle, and continuing and expanding our One Public Estate work to identify opportunities to deliver housing on public land. There is also potential for joint working to improve the effectiveness of work on issues such as compulsory purchase processes, or viability assessment and associated negotiations.

Town centres and brownfield sites

5.11 New homes can play an important role in the revitalisation of our town and district centres. A mix of new homes can help to maintain and increase activity in town centres as the challenges offered by the restructuring of the retail market continue to impact. A town centre's role as the heart of the community is not based solely on shopping, but includes being the place where public services can be accessed - libraries, advice and support services, health and leisure facilities - and where social and cultural life, coffee shops, restaurants, and pubs are found and people meet.

5.12 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. Town centre living is a common theme - and while there is rightly a focus on how more residents can increase activity and footfall for local businesses, we need to think about how we make town centres attractive places to live. In part, it is those facilities and the public transport connectivity that centres generally offer that form the basis for that appeal.

5.13 Beyond that, by improving the quality of urban design, reducing air pollution and congestion, opening up access to green spaces and rivers and canals, planting trees, restoring and enhancing the historic buildings that give towns their unique identity, town and district centres can become places where people of all ages will choose to live. This has been proved in the centre of Manchester and Salford over the last 25 years, where residential development was at the forefront of the transformational change that is still going on today. We can apply and adapt that experience to town centres around Greater Manchester.

5.14 Beyond town centres, Greater Manchester has a land supply dominated by previously developed land - 'brownfield sites'. These are hugely varied in terms of their back story - some are still occupied by historic mills with rich architectural – though not always financial - value, some are long vacant and in need of substantial remediation work to clean up the remnants of old industrial uses. A few have been disused for so long they have become green spaces.

5.15 Because brownfield sites are within the grain of existing communities, they 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, but it can be done. Our Strategic Housing Land Availability Assessment prepared as part of the Spatial

Framework[vi] tells us this is deliverable, as 87% of land identified for housing covering the period up to 2037 is on brownfield land within the existing urban area.

What are we building?

5.16 As already discussed, through the Greater Manchester Spatial Framework we are setting plans for a sustainable and resilient Greater Manchester, with the commitment that all new homes and buildings built within Greater Manchester will be net zero carbon by 2028 with the aim of delivering a carbon neutral city region no later than 2038, with a dramatic reduction in our greenhouse gas emissions and net gain for biodiversity. The Spatial Framework will also establish the strategic picture in terms of the mix of homes to be delivered. We know from the discussions that have informed the development of this strategy that around Greater Manchester, and from one neighbourhood to the next, the homes that are needed to fill the gaps in the current supply vary considerably. In some areas where affordability is the biggest challenge, the key shortfall is in social housing; in others there is a need to add greater variety and quality to increase choice and value. New housing is one of the tools we have to try to weaken the relationship between tenure, place and poverty.

5.17 As highlighted in the box on affordability, 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 - whether that is adding to the stock of social rented housing to reverse the losses from Right to Buy, bringing forward 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. There is a need to develop more supported housing to provide more effective routes away from homelessness, but also for a range of others whose needs are currently being inadequately met in mainstream housing, or in expensive and inflexible institutional settings. And many places in Greater Manchester need a better mix of properties for owner occupation to meet modern expectations and give choice to households to encourage them to stay in their neighbourhood as their family grows.

A modern construction sector

5.18 The UK construction industry and its labour model, particularly for housing development, is at a critical crossroads, as the Farmer Review[25] outlined. The construction sector in Greater Manchester currently employs around 90,000 people, and over 45% of the sector's output is accounted for by housing projects. Despite increasing numbers, the construction industry has significant

[vi] Consultation draft, January 2019

levels of hard to fill vacancies and skill shortages. There is also a shortfall of training at higher levels, with the majority of in-house training at Level 2, and not enough apprentices climbing up through the skill levels, at a time when Level 4+ jobs are increasingly regarded as essential for construction sector innovation. The construction workforce in Greater Manchester is also ageing, with 32% aged 50 and over, up from 25% in 2007.

5.19 The baseline economic forecast for the city region suggests demand for an additional 19,000 jobs in the construction sector by 2035. Demand is currently exceeding employment estimates for many of the key construction occupations, suggesting a need for significant extra training, and reliance on migration from neighbouring areas and regions. Shortfalls are particularly high in professions including architecture, surveying and bricklaying, as well as for glaziers where the demand exceeds local supply by nearly 25%.

5.20 We need to work with the sector and education and skills providers to close these gaps, and with housing providers and other key partners to use the power of their supply chain to encourage a stronger commitment to skills development and retention within the industry in Greater Manchester, as well as issues of place-making, culture, build quality and architectural design. There is the potential to achieve more through closer collaboration between employers and educators, especially given the likely sustained longer term demand for these skills (both for new build and for maintenance and retrofit of existing properties). As recent research shows, the social housing sector has a long history of delivering support to their residents beyond housing, and plays an important role in providing employment related assistance outside of the mainstream welfare system, and will be an important partner in this work.[26]

5.21 Off-site and precision manufacturing for construction could help the sector to meet housing demand. Precision manufacturing technologies can help to minimise wastage, inefficiencies and delays that affect on-site construction, whilst also raising the energy efficiency performance of buildings. This can make a significant contribution to our ambitions for all new dwellings and buildings to be net zero carbon by 2028 with the aim of delivering a carbon neutral city region no later than 2038.

5.22 The Greater Manchester Local Industrial Strategy[27] identifies the development of large scale modular construction facilities as key to deliver these clean growth ambitions Greater Manchester should aspire to be a centre of modern building practices and techniques. Modular build and other modern methods of construction may be in their infancy in the UK residential context, but we should be doing everything we can to pave the way for their use in the future, including learning from international examples where these techniques are an established part of the supply chain. This transformation can also help to change the perceptions of the sector as a potential career, and aid efforts to diversify the construction workforce.

5.23 Industries around modular build components should be encouraged to locate in Greater Manchester to capture economic benefit from our housing growth plans, and apprenticeships and training in modular build techniques should be encouraged to train our workforce in these innovative practices.

Box 3: Community-led housing development

We should also explore alternative models of community ownership to allow communities to retain influence and control over developments once complete. Community Land Trusts can be an effective method of preserving an area from gentrification and are often useful to preserve cultural and community spaces.

We are also creating pathways through which community organisations can set up and start their own community-led housing projects, including co-operatives, co-housing and social-housing models. Community-led housing can serve multiple roles in promoting community resilience, social cohesion, tackling loneliness, providing affordable accommodation and allowing residents of all ages real influence over their homes.

In partnership with Homes England, Irwell Valley Housing Association and the Greater Manchester Housing Investment Loan Fund, GMCA is signposting the way to seek funding in grant and loan from the Fund and Homes England, whilst providing administrative support and guidance for groups through North West Housing. Our goal is to institute a permanent Co-operative Housing Hub for Greater Manchester, helping to facilitate community-led initiatives for housing across the conurbation.

Capturing value for the community

5.24 When areas of Greater Manchester are developed and transformed, we should commit to ensuring that value we create is retained within communities and local authorities. New development should sit comfortably with the existing community, if trust and faith in the planning process is to be maintained. Communities should feel the benefits of development. We should maximise the social gains from new development, encouraging enhancement of public realm, public access and cultural and commercial use where possible.

5.25 For **communities**, the retention of value can mean several things not directly linked to financial gain:

- The restoration or protection of local heritage and local identity in a place
- The provision of cultural space, venues or public realm
- Innovative and artistic architectural design
- A legacy for local employment: apprenticeships, local employees and commitment to training

5.26 Meaningful community consultation on developments should be the norm across Greater Manchester, helping to achieve the right balance between the pressures of household growth and our need for new housing with the protection and enhancement of the character, assets and environment of our communities.

5.27 Best practice shows proper community engagement can have a transformative effect, particularly in relation to the design of public realm. This is a model Greater Manchester should aspire towards, allowing every resident to feel they have a stake in the economic, social and cultural success of their community and the city region.

5.28 For **local authorities**, value capture covers a range of approaches to retaining generated wealth or influencing the shape of development to reinvest in future service delivery or deliver other positive outcomes. This philosophy can be applied in a number of ways.

5.29 Through the planning system, planning obligations, Community Infrastructure Levy and the Section 106 process offer the opportunity to secure contributions to the delivery of infrastructure, environmental and other enhancements and provision of affordable housing. The National Planning Policy Framework currently prioritises viability for developers (including a notional rate of expected profit), meaning local authorities must engage in extensive negotiations with developers to secure substantial contributions. The Community Infrastructure Levy route, intended to short-cut that negotiation process, has not proved appropriate in a Greater Manchester context. As part of this strategy, Greater Manchester districts will engage in joint work to assess and develop best practice and a consistent approach to the negotiation process, to enhance the contributions to local communities from future development, but potentially also offering greater certainty and pace to developers.

5.30 Where possible, there should be a commitment to examine the potential for retaining ownership of land and investing in projects which bring a sustainable return, or which generate a saving for other services such as the NHS or social care. The use of in-house development vehicles and joint ventures can also help to recycle investment back into the public purse to the benefit of the local community, and continued ownership or lease of assets once complete can return steady rental incomes.

Box 4: One Public Estate and Mayoral Development Corporations

Through work under the 'One Public Estate' programme, we have been working in recent years to better understand and map the land and buildings in the ownership of the whole range of the public sector - including local government, the health sector, central government bodies and the police and fire services. That has to be driven first by the needs of the public services and the local communities they serve, so that the schools, hospitals, fire stations etc. we all need are provided. But, in responding to and supporting the transformation of public services, there is the potential to unlock public land or buildings for other uses. It is important that we manage that strategically so that we can use those assets to deliver other priorities, including housing.

A Mayoral Development Corporation (MDC) has powers to acquire and develop land to deliver regeneration and economic development. The establishment of an MDC is a very clear statement of intent to the market of the public sector's long-term commitment to regeneration in a defined area. In January 2019, the Greater Manchester Combined Authority endorsed a set of general principles for the establishment of MDCs in Greater Manchester. In March, GMCA agreed to designate the first GM Mayoral Development Corporation to help drive the regeneration of Town Centre West in Stockport.

The focus on the regeneration of this part of Stockport is a key part of the Mayoral Town Centre Challenge which was launched in November 2017. The Challenge's aims include ensuring a stronger housing and employment offer is developed in Greater Manchester's Town Centres as their role as retail centres changes, and ensuring that we maximise the opportunity of developing brownfield land in sustainable locations. This integrated regeneration approach is vital to maximise the viability of such brownfield land sites for housing and employment. The Stockport MDC will be the first in the country to focus on a town centre and represents a completely new way in which devolved powers can help us deliver our ambitions for our town centres.

5.31 We will work with local authorities and other public sector bodies including the NHS in Greater Manchester to explore multiple options when developing sites in their control, based on assessments of their preferred land use and invest-to-save options rather than simply revenue from sale. This is most effective when considered across organisational boundaries, so that potential value for other partners is understood and factored into decision-making. Housing is only one of the potential outcomes of this approach, but one of the more promising areas of collaboration lies in the development of supported housing or extra care schemes to help ease the pressure on NHS and the social care system by promoting and extending independent living.

Chapter 6 – Delivering change - how we will get there

6.1 We have tried to build this strategy on a comprehensive and robust evidence base, and will continue to invest in developing, mapping, improving and extending our evidence to show what is working and to consider what changes are needed. This strong evidence base is complemented by the wealth of practical experience and knowledge of elected members, officers, providers, investors, developers, industry professionals, voluntary groups, campaigners and, most importantly, residents who contributed to the discussions which have informed this document.

6.2 We now need to move from strategising to delivery. We will produce a detailed Implementation Plan to complement this strategy. This will be a living document, regularly reviewed and updated as progress is made, new data emerges and the issues we are wrestling with evolve. But that level of detail must be based on an agreed, clear set of strategic priorities for action with the support of the broad range of partners, some local, some working across Greater Manchester and some further afield, who will be essential to making significant progress.

Strategic priorities for action

6.3 The analysis and objectives we have set out in this Strategy have been structured around three main elements:

- the connections between housing, people and place in Chapter 1;
- the homes we already have in Chapter 2; and
- the homes we need in Chapter 3.

6.4 But the actions which flow from that don't necessarily fit within that structure – in fact, we should actively seek actions which address more than one element of our strategy. So, we set out in the table over the next few pages a series of connected strategic priorities for action at a Greater Manchester level, designed to maximise the impact of our collective efforts across the city region, and to complement and support the huge amount of work and investment going on every day at district and neighbourhood level. Alongside these are issues where we will look to influence and engage with Government to seek flexibilities or changes in national policy, or the ability to pilot new approaches. We also suggest headline measures of success – how in broad terms we will know if we are making progress. All of these will be developed in more detail in the Implementation Plan.

6.5 Briefly, the actions fall under two strategic priorities:

Strategic Priority A: A safe, healthy, accessible home for all

A1: Tackling homelessness and rough sleeping

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

A3: Developing healthy homes services to support vulnerable households

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

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

Strategic Priority B: Delivering the new homes we need

B1: New models of delivery

B2: Investing in truly affordable housing

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

6.6 Alongside the strategic priorities set out in the table we identify three enablers, essential for the delivery of our ambitions – partnerships, evidence and lobbying. The diagram below illustrates the overall approach.


new delivery models
increasing choices
better private renting
retrofit fuel poverty
delivering the new homes we need
affordability
safe, healthy, accessible homes for all
healthy housing service
social housing
homelessness rough sleeping
GREATER
MANCHESTER
DOING HOUSING DIFFERENTLY
ENABLERS
partnerships
evidence data
lobbying

Strategic Priority A: A safe, healthy, accessible home for all		
A1: Tackling homelessness and rough sleeping		
What we'll do	**Making the case to Government**	**Desired outcomes**
• Ensure no one is forced to spend a night on the streets, continuing our Greater Manchester wide winter provision for rough sleepers through A Bed Every Night. • Continue pioneering work on the Social Impact Bond for Entrenched Rough Sleepers, Homelessness Prevention Trailblazer and the Housing First Programme. • Continue to embed and support implementation of the Homelessness Reduction Act into service delivery across Greater Manchester. • Develop a ten-year homelessness strategy to ensure every resident has a safe and stable place to call home.	• *Structural changes are needed to provide more affordable homes, greater security of private renting and more support to those who need it, to help tackle the long-term causes of homelessness and ensuring the supply of move on options.*	Ending the need for rough sleeping Reducing homelessness
A2: Making a positive difference to the lives of private tenants		
What we'll do	**Making the case to Government**	**Desired outcomes**
• Greater Manchester good landlord scheme to encourage and support landlords providing a safe, decent and secure home to their tenants, working with national and regional landlord and letting agencies networks. • Better information and support to tenants in the PRS to help them understand their rights and obligations, and to empower them to take action to ensure landlords meet their obligations.	• *We will make the case for more ambitious controls in the private rented sector, moving away from piecemeal national changes to a more strategic approach which better protects tenants. We will seek devolved powers to designate areas for selective landlord licensing, arguing for Scottish models of security of tenure and lobbying for greater resources to enforce and raise standards in the private sector.*	Improving conditions and more secure tenancies in the private rented sector

• 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. • Expand existing ethical lettings agency models to grow their scale and impact on the PRS market across Greater Manchester • Develop place-based programmes of intervention and investment in the PRS at neighbourhood level, building on the learning from existing initiatives (e.g. One Manchester/Manchester City Council's work in Gorton) and linked to broader place-based strategies.	• *We will argue for greater influence over the welfare system in Greater Manchester, including piloting the linking of payments of Housing Benefit/housing element of Universal Credit to the condition of properties. We would welcome the opportunity to pilot the Rugg Review proposal for 'property MOTs' for homes in the private rented sector, tied to a comprehensive register of PRS homes.* • *Make the case for 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.*	
A3: Developing Healthy Homes Services to support vulnerable households		
What we'll do	**Making the case to Government**	**Desired outcomes**
• Extend and adapt the Home Improvement Agency/Care & Repair type model to provide an effective route to support households living in poor quality accommodation, particularly vulnerable households in the private sector, to improve their quality of life and reduce demand on public services by better enabling safe, independent living. • Deliver strategic approach to supported housing across the ten Greater Manchester districts, including by exploring opportunities for devolved capital from Homes England and NHS England, to help achieve an effective and sustainable supported housing market.	• *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.* • *Build a business case to drive integrated commissioning strategies, using devolved structures to bring together revenue and capital funding streams to develop an effective and sustainable supported housing market.*	Enable residents to live independently in their homes for longer

A4: Improving access to social housing for those who need it		
What we'll do	**Making the case to Government**	**Desired outcomes**
• Ensure the processes for allocating social housing are fit for purpose, and explore benefits of a consistent Greater Manchester housing allocations framework • Achieve a better match between provision and allocation of social housing and the needs of vulnerable households whose existing housing situation exacerbates their health or other care needs.	• *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 Greater Manchester Housing Investment Loan Fund.* • *Continue to make the case for increasing the supply of social housing. As a Combined Authority, Greater Manchester 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, including through the strategic partnership which Great Places and Homes England have established.* • *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.*	Deliver at least 50,000 additional affordable homes by 2037

A5: Identifying pathways to volume domestic retrofit and reducing fuel poverty		
What we'll do	**Making the case to Government**	**Desired outcomes**
• Encourage property owners in all tenures to invest by designing cost-effective pathways for retrofit of homes to raise energy efficiency and reduce carbon emissions across all tenures in support of 2038 target for Greater Manchester to be a carbon neutral city region	• *Our challenging targets can only happen 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*	Residential sector makes full contribution to Greater Manchester becoming a carbon neutral city region by 2038

Strategic Priority B: Delivering the new homes we need		
B1: New models of delivery		
What we'll do	**Making the case to Government**	**Desired outcomes**
• Through the Greater Manchester Spatial Framework, One Public Estate and Greater Manchester Rail Station Alliance, Town Centre Challenge and other town centre regeneration initiatives, Mayoral Development Corporations, Housing Infrastructure Fund projects and continued joint work with Homes England, help to ensure supply of sufficient appropriate sites for the delivery of at least 201,000 new homes by 2037. • Establish a community-led housing hub for Greater Manchester, to provide support for the development of co-operative and other community-based housing projects to deliver new homes for residents. • To work with partners to develop additional sources of new and accelerated housing development and investment to complement 'business as usual' market delivery and affordable homes programmes, including the joint venture with Greater Manchester Housing Providers, better use of public sector assets, provision of finance from the Greater Manchester Housing Investment Loan Fund and supporting the contribution of smaller house builders. • Encourage and support the shift to modern methods of construction (including development of a sustainable model for modular construction in Greater Manchester), 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 Greater Manchester will be net zero carbon by 2028.	• *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. Continuing 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.* • *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.*	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

<table>
<tr><th colspan="3">B2: Investing in truly affordable housing</th></tr>
<tr><th>What we'll do</th><th>Making the case to Government</th><th>Desired outcomes</th></tr>
<tr><td>Consult and agree on a Greater Manchester approach to defining housing affordability, to drive better targeting of investment and interventions toward the groups of Greater Manchester households most challenged in accessing homes they can afford.
Develop a clearer, more consistent and systematic approach across Greater Manchester to capturing and recycling value generated by market development in the form of additional affordable housing and other community benefits.
Find routes to invest in the provision of additional affordable housing, including social rented housing, to reduce local authorities' reliance on expensive and often poor quality temporary accommodation, and to provide stable, high quality homes for Greater Manchester residents unable to afford decent housing through the market, meeting the Greater Manchester Spatial Framework commitment to deliver at least 50,000 additional affordable homes by 2037, with at least 30,000 being for social rent or affordable rent.</td><td>Lobby for the freedom to develop a strategic approach to developer obligations and viability issues that fits within the Greater Manchester market.</td><td>Set out a Greater Manchester definition for affordability

Deliver at least 50,000 additional affordable homes by 2037</td></tr>
</table>

B3: Increasing choices in the housing market for Greater Manchester households		
What we'll do	**Making the case to Government**	**Desired outcomes**
• 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. • 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.	• *Developing and piloting new models to meet Greater Manchester households aspirations in partnership with Homes England and Government*	Deliver at least 50,000 additional affordable homes by 2037

Strategic Enablers

C: Partnerships

6.7 Much of the action and delivery associated with this strategy will happen through district and neighbourhood level partnerships, driven by local strategies and action plans. We hope that this Strategy will give districts and their partners a framework for their own housing strategies. Greater Manchester-wide partnerships can complement local work, multiplying and sharing the impact of local learning and successes, and providing an effective way to tap into Government and other national and city-regional resources and expertise. The Combined Authority itself is built on that partnership model, and our devolved structures give us a unique opportunity to bring together public sector partners including the Greater Manchester Health and Social Care Partnership, Greater Manchester Fire and Rescue Service, Greater Manchester Police and Transport for Greater Manchester. But a range of formal and informal relationships with other stakeholders will also be crucial if we are to maximise our ability to add value across Greater Manchester.

6.8 Our key partners include the **Greater Manchester Housing Providers** (GMHP)[28], 25 social housing providers who collectively manage more than 250,000 homes in Greater Manchester, and are committed to a wide programme of joint work on issues including health and social care, carbon reduction, homelessness, work and skills and ageing better, as well as developing new homes. GMHP and the Combined Authority signed a memorandum of understanding in 2016 setting out an agenda for collaborative working. A refresh of that memorandum of understanding will be an early objective, to include the Greater Manchester Health & Social Care Partnership, capturing the breadth of our ongoing co-operation, and setting a future direction in support of this Strategy and the latest Greater Manchester Strategy.

6.9 The **Homes England** (HE) Strategic Plan for 2018-2023[29] identifies Greater Manchester as a priority area, and our devolution deals have included a number of joint initiatives and investment tools with HE (and previously Homes & Communities Agency) which complement the significant funding provided to housing associations and other HE partners bringing forward housing development in Greater Manchester. We will continue to develop and strengthen our working relationship with Homes England, to maximise the impact of the capacity and expertise they are able to deploy to accelerate the delivery of new homes.

6.10 Beyond those, we hope this Strategy has made it abundantly clear throughout that our ambitions for Greater Manchester are achievable only in partnership with our residents, private landlords, developers and investors, voluntary sector, community groups and co-operatives, academic institutions and skills providers, NHS organisations, Government departments, infrastructure and energy providers and many others.

D: Evidence

6.11 The Greater Manchester Strategic Housing Market Assessment[4] provides a comprehensive view of many of the key elements of the housing market in Greater Manchester which we address in this Strategy. The draft Greater Manchester Spatial Framework, our Age-Friendly Strategy, the 5-*Year Environment Plan* and other Greater Manchester strategies are based on analysis and evidence of the circumstances and complexities around their respective agendas in a Greater Manchester context. But there are issues where we need a better understanding of the challenges and opportunities for positive change that we face. We will:

- Maintain, update and extend our evidence base to provide a sound basis for decisions about intervention and investment, and work to fill gaps in that evidence, including around the condition of homes in the private sector as a whole, and the nature and extent of the private rented sector.
- Monitor our collective impact as we implement this Strategy, and share and apply lessons being learned in Greater Manchester and beyond to maximise that impact.

E: Lobbying

6.12 The Greater Manchester model has evolved through a dialogue with national Government, over time and by agreement with Westminster and Whitehall establishing the unique governance model now in place. But there is still more to be done, more that can be achieved with greater leverage and control placed in the hands of Greater Manchester. We will continue to make an evidenced case for greater devolution where we see it will make a real difference to the lives of Greater Manchester's residents, and to influence and encourage national Government to amend legislation or regulation, invest differently, or devolve power and flexibility where it will allow us to make better progress.

Leading the change

6.13 We will be accountable to the Combined Authority and the ten Greater Manchester districts through our Portfolio Leader, and will regularly and publicly report to, and be challenged on our progress, by the Greater Manchester Planning and Housing Commission and Greater Manchester Housing, Planning and Environment Overview and Scrutiny Committee. We will ensure that there are effective means to continue the conversations, so that we retain the mix of grass-roots, professional and political views and experience that helped to create this strategy, and our Implementation Plan will give a visible and regular review of progress and future plans. We intend this Strategy to have a five year life, but through the Implementation Plan and our reporting arrangements, and our monitoring of the challenges facing Greater Manchester residents, we will regularly consider the need for a refresh of the Strategy.

6.14 We will work hand in hand with Government to make best use of the resources we have available. In return, we expect Government to ensure that those resources are fairly allocated, and that the formulas applied to their investment decisions offer a level playing field for projects in Greater Manchester that will enable us to meet everyone’s housing needs.

6.15 As we stated in the Greater Manchester Housing Vision which preceded this Strategy, we know we can’t do this alone, and some of these issues could need a long and sustained effort to really resolve. As Greater Manchester’s Mayor, Combined Authority and ten Councils we pledge to do all we can. But we know we will only succeed with the help, support and commitment of local communities, landlords, housing associations, developers, investors, landowners, the construction sector, utilities, central Government and many more. We look forward to working with you.

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