

Greater Manchester Combined Authority

Date: 24th November 2023

Subject: Greater Manchester Housing Delivery Plan

Report of: Councillor Ged Cooney, Portfolio Lead for Housing and Steve Rumbelow, Portfolio Lead Chief Executive for Housing and Homelessness.

Purpose of Report

This paper sets out the intentions to develop a GM Housing Delivery Plan. The requirement for a single plan is reflective of the range of different programmes and delivery mechanisms currently being employed to upscale affordable homes in Greater Manchester, including the housing growth elements of the Devolution Deal.

The Housing Delivery Plan will bring these together into a single place and set out the activity required to remove barriers and shift the system to work in way that delivers more homes at pace and scale required.

Recommendations:

The GMCA is requested to:

1. Note the content of this paper
2. Approve the intention to progress with development of the Housing Delivery Plan in line with the timeframe.

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Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

GMCA is requested to note the content of the paper and approve the intention to progress with development of the Housing Delivery Plan in line with the timeframe.

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing	G	Should the proposed approach be agreed the Housing Delivery Plan would facilitate long term development of new homes in response to high levels of housing need and demand in the system. The Housing Delivery Plan would aim upscale delivery of homes across GM and the intention would be to develop a pipeline of land supply aligned to delivery of new homes.
Economy	G	Should proposed approach be agreed, any increase housebuilding may stimulate economic growth. Should the approach to develop a Housing Delivery Plan be agreed an objective of the plan would be to bring further investment into the city region for the development of new homes.
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		

Further Assessment(s):

Carbon Assessment

G	Positive impacts overall, whether long or short term.	A	Mix of positive and negative impacts. Trade-offs to consider.	R	Mostly negative, with at least one positive aspect. Trade-offs to consider.	RR	Negative impacts overall.
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Risk Management

Legal Considerations

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report:

N/A

Comments/recommendations from Overview & Scrutiny Committee

Background Papers

N/A

Tracking/ Process

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

No

Exemption from call in

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

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

TBC

1. Introduction

- 1.1.** Delivering safe, decent and affordable housing that meets the needs of our residents is crucial in making Greater Manchester a great place to grow up, get on and grow old. This priority is reflected in the GMS and the GM Housing and Homelessness Prevention strategies.
- 1.2.** The GM Investment Plan sets out how the tools set out in the Devolution Deal will be utilised to support growth across Greater Manchester. The priorities set out in the Greater Manchester Strategy, GM Housing Strategy, and Mayoral commitments will influence how these tools and resources should be utilised to promote inclusive growth, increase housing delivery, tackle inequalities and support decarbonisation.
- 1.3.** The GM Housing Delivery Plan will set out how the Devolution Trailblazer tools relating to housing delivery will be aligned to existing programme and to development of new approaches that improve and upscale delivery of affordable homes, based on the needs of GM residents.

2. Context

- 2.1.** The GM Housing Strategy acknowledges that we need to continue and increase the pace of housing 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. To do this we need to 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 Strategy sets out an ambitious target of 50,000 new homes for Greater Manchester by 2038. A Mayoral commitment in 2021 stated that 30,000 of these new homes should be Truly Affordable Net Zero (TANZ) homes.
- 2.2.** Alongside these targets we expect to see an increasing demand for specialist and supported homes for a range of populations with care and support needs. 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. Numbers of homeless households and those in temporary accommodation are increasing, as are local authority housing registers, and properties of the right size and affordability are required to alleviate these pressures.

2.3. Data and evidence on the housing market in Greater Manchester tells us there is a considerable demand for new social and affordable rented housing to meet the needs outlined above. Many issues in the housing market such as unaffordability, lack of available properties, lack of 'flow' through the market, lack of accessible and supported homes, are driven or exacerbated by undersupply.

2.4. Traditional routes of upscaling rented homes, through new development and interventions within the private rented sector, are delivering sizeable number of new homes and are an important part of our delivery infrastructure. However, the position remains that we do not have the numbers of new affordable homes that Local Authorities need to meet the demand in the system and to alleviate the pressures in the wider market.

2.5. We also have the challenge of transitioning to a point where new homes are routinely delivered to net zero carbon emission standards, given the commitment to deliver a net zero city region by 2038 and the requirement embodied in Places for Everyone for all new development to be net zero from 2028. Our work to deliver 30,000 Truly Affordable Net Zero (TANZ) homes by 2038 is an important statement of our commitment to tackle the need for more affordable homes. But it is also a vital mechanism intended to drive early adoption of net zero standards in residential construction across all tenures through shared learning, supply chain and skills development and practical experience of delivering to net zero standards.

3. Purpose of the Housing Delivery Plan

3.1. There are many programmes delivering or enabling new housing already underway led by GMCA and its partners and the purpose of the Housing Delivery Plan is to draw together these pre-existing programmes to create a single coherent plan that gives a holistic view of the current position and clarity on all activity underway to drive up delivery. By connecting all of these contributing programmes together, we can capture the totality of delivery and its potential impact.

3.2. The activity and housing delivery associated with the Truly Affordable Net Zero (TANZ) programme is central to this plan and the work already underway on this programme will inform how this wider Housing Delivery Plan develops. It will also benefit from connections into this wider plan to shape 'what' is delivered through TANZ and benefit from shifting the way the system works together to increase supply.

3.3. Understanding all delivery plans already in the system will also help to understand the gap that we need to respond to which is critically important given the obvious undersupply on an annual basis. This plan will start to explore the opportunities available to upscale housing delivery outside of these existing routes, utilising the investment capacity and expertise of GM Combined Authority to develop new delivery models.

3.4. The plan will take a medium-term view of housing delivery, rather than only capturing the response to immediate need and crises in the housing market or focusing on specific cohorts.

4. Proposed content of the plan

4.1. The Housing Delivery Plan will be underpinned by our strong GM evidence base on housing need and demand to inform future delivery, starting with housing requirements reflected in Places for Everyone and including Local Plans and Strategic Housing Market Assessments.

4.2. Informed by the evidence, the Housing Delivery Plan will cover two elements;

- Increasing supply of new affordable and social rented homes
- Increasing supply of and access to good quality Private Rented Sector homes

4.3. The development of the Housing Delivery Plan will reflect the longer-term nature of actions required and new delivery that will be captured within it and involve.

- Outlining actions to make better use of the current system (to 2026) and the associated housing delivery we will see as a result of that.
- Identifying activity that maximises the potential of the next Affordable Homes Programme (AHP) and new innovative delivery and investment models, given

the Devolution Trailblazer commitment from Government for greater GM control and influence over the post-2026 AHP.

4.4. Broadly, the approach will focus on making the existing system more effective, while seeking more ambitious system change for the long term. The activity undertaken to support the Plan will improve our understanding of the additional things we need to improve and upscale delivery even further, which may be useful to inform conversations on future Devolution asks.

4.5. Increasing supply of new affordable and social rented homes

4.5.1. All component parts of the GM housing and growth system have a role to play in delivery of new rented homes. Providing clarity on individual actions will drive ownership and demonstrate how activity connects to the broader ambitions of the plan. This will set out required activity in relation to removing barriers and new ways of working on infrastructure, land supply, capital funding and approaches to delivery. It will involve system partners including:

- GMCA
- Local Authorities
- Homes England
- GM Housing Providers
- GM Land Commission

4.5.2. The work already done by the TANZ Task Force to think through the barriers and opportunities to TANZ delivery gives us a helpful starting point for much of this work. TANZ delivery cannot be separate from our broad need to accelerate housing delivery overall – not least as we expect TANZ homes to largely be built as part of mixed tenure developments.

4.6. Increasing supply of and access to good quality PRS homes

4.6.1. The partnership behind our existing Ethical Lettings Agency (ELA), 'Let Us' has generated a great deal of learning while delivering good quality homes for hundreds of households. However, with Local Housing Allowance failing to keep up with market rents across the city region, it is clear that new models are

needed. Let Us will continue to manage the properties currently within its portfolio.

4.6.2. But we know there is a need to make more homes in the private rented sector available to tenants who need them. To do this there is a need to explore alternative mechanisms that will support interventions in the lower end of the private rented sector market. Activity here will focus on an options appraisal, and subsequent development, of a model for an ethical external delivery vehicle that can deliver at increased scale than the existing ELA model.

5. Timeframe

5.1. The intention is to bring the first phase of the Housing Delivery Plan to the March 2024 meeting of the GM Combined Authority. Subject to views on this paper, we will continue to engage with partners including housing providers, developers, Homes England and a variety of colleagues in GM districts to develop what will have to be a collaborative piece of work if it is to deliver successfully.