

Appendix 1 – Manchester Housing Strategy (2022-2032)

Foreword

We want our residents to live in the homes they want and need. This Housing Strategy explains how we will go about making that happen whilst also considering the role of housing in the context of the Our Manchester Strategy, its contribution to the economic recovery of the city and our ambitions towards zero carbon.

The last two decades has seen Manchester undergo a period of huge growth that has led to significant increases in the city's job market and population. This in turn has resulted in unprecedented demand for housing and new homes and as demand for housing has increased tenure has continued to diversify. There are currently 68,000 social rented homes in the city – the fewest in the last 40 years. Owner occupation has declined to around levels seen in the early 1980s and the private rented sector is now the dominant tenure in Manchester at 39% of all of the city's housing stock.

In response we are building more new properties than at any time since 2008, creating new and diverse neighbourhoods, principally in and around the city centre and the wider conurbation core. However, even more are needed, which is why this strategy sets a target of delivering 36,000 new homes by 2032. Just under a third of these (10,000 over the next ten years) will be affordable - with as many social rented homes as possible - subject to Homes England support.

The increasing cost of living has meant affordability has become even more of a challenge. We have launched the Manchester Living Rent and are committed to understanding how much of the city is affordable to who, so that we can continue to target our resources at those residents who need our support the most.

Looking forward it is important to understand that demand has not only increased but it has diversified and polarised. The Covid-19 pandemic and cost of living crisis has exacerbated longstanding health and housing inequalities in Manchester and disproportionately affected our most at risk residents. At the same time, the UK's departure from the European Union has placed significant pressures on some of the most valuable business sectors (including construction) and at risk communities in the city.

Altogether, this has resulted in a range of housing challenges which must be addressed over the lifetime of this strategy, including:

- Increasing housing supply to meet the needs of our growing population
- Meeting the increasing demand for social & affordable housing
- Addressing rising levels of homelessness across the city
- Diversifying the housing stock & increasing council tax revenues to fund services
- Investing in the Council's housing stock and ensuring it is well managed
- Securing the resources to Level Up & deliver a place-based approach to regeneration

- Protecting & harnessing the economic benefits of our growing construction sector
- Focusing high density development in accessible locations, close to public transport
- Understanding and addressing housing & health inequalities in our communities
- Bringing forward accommodation to enable independence for people in need of care & support
- Addressing fire safety in residential blocks
- Converting former student accommodation to affordable & supported housing
- Delivering low/zero carbon new build housing & retrofitting existing homes

Internally, we need to maximise the impact of the resources available to us by targeting investment and developing new ways to deliver. Fortunately, there are new opportunities linked to the city's Arm's Length Management Organisation (ALMO) coming back in house and the launch of a new housing delivery vehicle – This City. New housing development will also raise much needed revenue through council tax growth.

This strategy sets out our long-term vision to deliver the homes that people want and need. It is built around the following four vision principles:

1. Increase affordable housing supply & build more new homes for all residents
2. Work to end homelessness and ensure housing is affordable & accessible for all
3. Address inequalities & create neighbourhoods where people want to live
4. Address the sustainability & zero carbon challenges in new and existing housing

Whilst this document sets the vision for housing in Manchester and articulates what we need to do to get there, it is only one element of the full suite of strategies which will deliver on our ambitions (see Appendix 1). Similarly, this strategy cannot be delivered by the Council working in isolation and success will require working collaboratively with public sector organisations at both the local and national level alongside private sector partners. An annual monitoring report will be published to chart progress against the various objectives contained within this strategy.

Increase affordable housing supply & build more new homes for all residents

It is estimated that Manchester is undersupplied by a minimum of 500 new homes per annum. This has led to prices and rents increasing across the city, exacerbating affordability issues for many of our residents. As Manchester's population continues to grow, the city must continue to work harder towards meeting exceptionally high demand for housing across all tenures.

Against this backdrop, [this strategy sets a target of delivering 10,000 affordable homes between 2022 and 2032](#) (an average of 1,000 homes p.a. over the lifetime of the strategy). This represents just under a third of the [36,000 new homes we are committed to building in the city over the next ten years](#). This target reflects the key

issue facing the city - essentially the continuing need to increase the supply of homes to house our growing population across varying tenures in response to demand.

Affordable delivery is increasing but we are still only building around 500 homes a year. This target therefore represents an ambitious challenge to double the number of affordable homes built every year. Our Manchester-based Registered Providers (RPs) will be fundamental to success and the Council is accordingly committed to helping extend their contribution, so that they are able to both deliver more affordable housing and grow.

We are clear that achieving this target will require more Council land to be made available for affordable housing. It will also mean that we will need to work with private sector partners to deliver a diverse range of homes across all sectors of the market to cater for existing and future residents.

Out of the 10,000 new affordable homes, 3,000 will be delivered in the city centre and over a third of these will be shared ownership or rent to buy to help first time buyers get a foothold on the ladder. This will be crucial if we are to increase the number of owner occupiers in Manchester by 15,000 by 2032.

We have worked successfully with a range of partners to deliver, and we will continue to do so. This City – the Council’s housing delivery vehicle, represents a new and innovative approach. However, there is scope to do more, and we will continue to invite additional investment and bid for Homes England funding in locations where the strength of the market can help support regeneration and new housing growth.

The strategy seeks to ensure that more than 80% of all homes built by 2032 are on brownfield sites close to public transport. This means identifying and assembling larger housing sites able to deliver a mix of housing types and tenures in well-connected locations close to jobs. It also means supporting density in areas where the levelling up of existing communities, including the re-purposing of brownfield land, and some regeneration of existing estates will be required.

Ambitions, actions and measures of success

1. Deliver 36,000 new homes by 2032 including 10,000 affordable homes (c.28% of total delivery)

- We will accelerate activity on large scale, mixed-tenure sites & identify land within our ownership for affordable housing
- We will review opportunities currently programmed for 10 years plus to ensure sites are available to meet our target
- We will work with a range of partners to deliver more affordable homes – including collectively lobbying for grant funding from Homes England.
- We will identify and encourage new entrants into the market to increase supply

Measure of Success – MCC Residential Development Tracker

2. Of the 10,000 new affordable homes by 2032 – 3,000 will be built in the city centre

- We will support Registered Provider partners to deliver new affordable homes at scale in the city centre
- We will encourage new entrants, with a track record of density, into the city centre market

Measure of Success – MCC Residential Development Tracker

3. Increase the number of owner occupiers in Manchester by 15,000 by 2032

- We will promote the delivery of affordable home ownership and first home products in areas where values are restricting options for first time buyers
- We will support the delivery of open market sale homes in areas where demand for home ownership is high

Measure of Success – MCC Council Tax Records

4. Ensure at least 80% of all homes built by 2032 are on brownfield sites close to public transport

- We will identify & assemble large sites capable of supporting density in the core of the conurbation
- We will work with internal & external partners to ensure new supply is supported by appropriate infrastructure, guided by the Local Plan and the Places for Everyone plan

Measure of Success – MCC Residential Development Tracker

Work to end homelessness and ensure housing is affordable & accessible to all

Manchester's recent growth and the accompanying residential investment has helped to regenerate neighbourhoods and diversify the housing offer across the city. We know however that this growth has not benefited everyone, and that some residents have felt excluded. The economic impact of the pandemic, and now the cost-of-living crisis, has continued to intensify this issue.

Taking this into account, [we propose to develop our approach to measuring affordability](#) starting with the introduction of the Manchester Living Rent¹. This will recognise the variations in residents' purchasing power including those earning below average incomes living in various neighbourhoods across the city. Part of our aspiration to deliver 10,000 new affordable homes by 2032, will involve increasing the [supply of appropriate housing for households in Priority Bands 1-3 to reduce the time spent on the Housing Register](#).

¹ [Policies and strategies - The Manchester Living Rent | Manchester City Council](#)

Managing the urgent housing needs of at risk groups is a major challenge for Manchester. The Homelessness Strategy will be refreshed next year; however, an essential objective will relate to the urgent need to [increase the supply of appropriate housing for homeless households \(approximately half of whom are single person households in band 1\) to reduce the time spent in Temporary Accommodation](#). As part of the Local Plan process, we will review our ability to provide appropriate housing – particularly one-bedroom properties - for our most at risk residents.

Increasing housing that meets the needs of people with disabilities and those with a wide range of care and support requirements represents a key priority over the next ten years. The upcoming Enabling Independence Accommodation Strategy will set out our aspirations around improving care and support at home, accessible design and adaptations, improving our supported housing offer and move on options. Against this backdrop and working in partnership with our [commissioning services and trusted providers, we will increase the supply of high-quality supported housing to meet demand](#).

As part of this plan, we will establish a comprehensive evidence base to better understand supported housing demand in order to meet need. This evidence base, along with improved commissioning practices, will be at the heart of how we deliver accessible and supported housing to meet a wide range of needs.

Ambitions and measures of success

1. Develop our approach to affordability in light of the increasing cost of living

- We will ensure the new approach responds to the cost-of-living crisis & is fair for all Manchester residents on a range of incomes
- We will support the objectives of the Work & Skills Strategy, alongside the ambition to become a Living Wage City, to raise resident incomes and bridge the affordability gap

Measure of Success – Income Data / Housing Market Indicators

2. Increase the supply of appropriate housing for households in Priority Bands 1-3 to reduce the time spent on the Housing Register

- We will work with delivery partners to ensure the supply of new affordable homes is matched to need from households on the Housing Register
- We will ensure our Allocations Policy gives those most in need the best chance of accessing appropriate housing through Manchester Move
- We will use our evidence base to ensure our planning policies in the Local Plan are aligned to the needs of our residents

Measure of Success – Manchester Housing Register

3. Increase the supply of appropriate housing for homeless households to reduce the time spent in Temporary Accommodation

- We will work with colleagues in the Homelessness Service to provide a joint solution to the challenge of ending homelessness and support the objectives of the Homelessness Strategy
- We will work with delivery partners to ensure supply of new affordable homes is matched to need from households in Temporary Accommodation

Measure of Success – Homelessness Data

4. Work with commissioners & trusted providers to increase the supply of supported housing to meet demand

- We will work partners to develop and deliver the Enabling Independence Accommodation Strategy
- We will work with partners to ensure that we have enough accessible homes in the city

Measure of Success – MCC Residential Development Tracker

Address inequalities & create neighbourhoods where people want to live

Housing inequality is directly related to racial, social, income and wealth inequality in Manchester. This is not only fundamentally unjust, but it is also holding the city and elements of its population back. Whilst housing conditions have improved over the past 20 years, we know that examples of poor quality persist – most markedly in the Private Rented Sector (PRS) which houses some of our most at risk residents.

Larger families represent the biggest cohort in Priority Bands on the Housing Register, however larger family housing continues to be severely undersupplied, and many families are directed into unstable tenancies within the private rented sector. To reduce the amount of time these residents spend waiting for a more suitable home, [we aim to deliver 3,000 affordable family houses by 2032 to address overcrowding in areas where average household sizes are highest.](#)

In addition to new supply, we are committed to [encouraging and promoting right-sizing across all tenures to release family homes.](#) Part of this approach involves providing the right houses at the right time (including an attractive Extra Care accommodation offer) for our older residents which can free up homes for families in overcrowded conditions or temporary accommodation.

Addressing inequalities and creating neighbourhoods is not just about buildings homes. It is about place-making and recognising community heritage is integral to this. For example, the redevelopment of the former Reno nightclub site in Moss Side will be guided by the needs of the current community whilst at the same time celebrating the history and culture of the many black communities who have made Moss Side their home. Similarly, our work with the LGBT Foundation to deliver the

UK's first LGBT majority Extra Care scheme will help cement the city's reputation as an inclusive and welcoming city for all.

The Covid-19 pandemic has highlighted again the importance of good quality housing to the health and wellbeing of our residents. Similarly, our work on the Family Poverty Strategy and the Build Back Fairer Marmot Review, highlighted how poor quality and overcrowded housing is harmful to health and widens inequalities for residents. This knowledge and experience will remain critical as the cost-of-living crisis continues to bite. We know that many of the issues of concern are most acute in the private rented sector and, as such, we are committed to supporting the delivery of the PRS Strategy which is [improving the safety, quality and management of PRS homes](#).

Alongside this, we want to encourage responsible landlords - both through the management of new supply or the purchasing of existing properties. This includes [encouraging RPs to purchase and refurbish PRS housing for affordable housing, including former student lets potentially utilising money from the Housing Affordability Fund](#) and other funding opportunities.

The repercussions of the tragic fire at Grenfell Tower in June 2017 are still widely felt with many tenants still living in potentially unsafe blocks. Manchester is an early adopter of the Hackitt Review recommendations, and we will continue to support residents caught up in the crisis. Whilst the recent announcement which forces the industry to provide additional contributions towards the cladding crisis is welcome, the total financial support remains some way off what is needed. With this in mind, we will continue to put pressure on government and developers to resolve all the fire safety issues identified in Manchester buildings.

Ambitions and measures of success

1. Deliver 3,000 affordable family houses by 2032 to address overcrowding in areas where average household sizes are highest

- We will identify land for & prioritise the delivery of larger family housing where pressures are most acute
- We will work with RPs and funders to bring forward viable funding packages to enable the delivery of new affordable larger homes.

Measure of Success – MCC Council Tax Records / MCC Residential Development Tracker

2. Improve the safety, quality & management of private rented sector homes

- We will continue a programme of Selective Licensing to improve the safety, quality and management of the PRS
- We will focus on the housing issues highlighted in our Family Poverty Strategy and the Build Back Fairer Marmot Review (including poor quality and overcrowded homes)
- We will work with campaign groups to put pressure on Government & developers to resolve all fire safety issues in Manchester

Measure of Success – Progress against the PRS Strategy Delivery Plan / Licenses & Compliance Inspections / Remediation of buildings with safety issues

3. Utilising the Housing Affordability Fund to support placemaking & encouraging RPs to purchase and refurbish low quality PRS for affordable housing (incl. former student lets)

- We will generate more funds for affordable housing through the planning system to be distributed through the Housing Affordability Fund
- We will continue to utilise Right to Buy receipts where possible to increase affordable housing delivery

Measure of Success – MCC Residential Development Tracker

4. Encourage & promote right-sizing across all tenures to release family housing

- We will increase the supply of homes attractive to older residents currently under occupying family housing to ensure that there is the right home at the right time when they are ready to move
- We will ensure housing allocations via Manchester Move is making the best use of existing stock

Measure of Success – Manchester Move & MCC Council Tax Records

Address the sustainability & zero carbon challenges in new and existing housing

In 2019 Manchester set a target to become a zero-carbon city by 2038, with a challenging reduction of at least 50% of our direct CO₂ emissions by 2025. Current research being undertaken by the Manchester Climate Change Agency suggests that concerted and new scaled-up action is required for the city to keep on track with its carbon budget targets. Climate change is also likely to commensurately impact those in the most vulnerable parts of the city and therefore a joined-up approach will be required to address its impact on existing inequalities.

To meet this challenge, we must therefore make significant progress towards achieving a net zero carbon housing offer in Manchester during the lifetime of this strategy. This approach must also look to address the inequalities highlighted by the Marmot Review and the need for healthier, warmer and more efficient homes across the city. Whilst we are clear where we need to get to, we must also recognise that there are significant and difficult barriers to getting there.

Given that in 2032 over 85% of the homes we will be living in have already been built, a large-scale retrofitting programme is essential. This will be no small

undertaking with the cost of retrofitting estimated at c.£18-25k per property in GM². However, we are well placed to drive forward retrofit locally - both through acting on our own stock and by working closely with and influencing partners. To this end, £260m is required³ to retrofit 10,500 housing association properties over the next 4 years – the first 300 of which have been identified across 5 blocks in North Manchester. [We are committed to accelerating this process and completing the zero-carbon retrofit of at least 1/3rd of the 68,000 homes managed by MHPP partners by 2032, alongside reducing energy use across the estate so that all homes achieve an Energy Performance Certificate \(EPC\) rating of B or above.](#)

For the numerous private homeowners and landlords who cannot afford to retrofit their properties, we are working with the Core Cities network to convince government to look at new financing models that help unlock some of these barriers across all tenures in the city.

[To bring this activity together we will bring forward a Retrofit Plan for the whole of Manchester.](#) This will be explained within the Housing Strategy Delivery Plan, following consultation with key partners.

Nevertheless, as this strategy makes very clear, the principal housing challenge for the city is undersupply. It is therefore critical that we also find a way to grow the housing offer in a way that separates housing growth from an associated increase in CO₂ emissions. As a starting point, we aim to [increase the proportion of low and zero carbon homes in the affordable pipeline from 20% to 50% by 2025.](#)

Further to this, a task group of private, public and third sector representatives⁴ have recommended that all new development should be net zero carbon from 2023 and have proposed the adoption of a “Manchester Standard” for consideration in planning policy in the future. This approach will be tested through the overarching Local Plan, consultation and engagement process.

[Where regeneration opportunities arise to invest in existing estates, we will lead with zero carbon principles in so far as is possible.](#) The new homes replacing them will be low or zero carbon, at high density and located close to public transport and jobs.

If we act on the ambitions set out in this chapter, at pace, then we will be able to combat and avoid the worst effects of climate change. More than that however, we will also live in a city full of warm, healthy and cheap to run homes – responding to fuel poverty and the current economic crisis. Zero carbon construction and retrofitting of homes will also grow Manchester’s green economy and create job opportunities as well as decarbonising the city’s housing stock.

² <https://democracy.greatermanchester-ca.gov.uk/documents/s13523/07%20Pathways%20to%20Healthy%20Net%20Zero%20Housing%20GM%20Report.pdf>

³ Pending the outcome of the spending review and the identification of future funding streams

⁴ <https://www.manchesterclimate.com/sites/default/files/Roadmap%20to%20Net%20Zero%20Carbon%20-%20Report.pdf>

Ambitions and measures of success

1. Complete the zero-carbon retrofitting of a minimum of 1/3rd of the 68,000 homes managed by MHPP partners by 2032 & reduce energy use across the estate so that all homes achieve an EPC rating of B or above.

- We will focus on improving the energy efficiency of homes so that tenants have warmer, healthier and cheaper to run homes
- We will utilize new technology as it emerges over the lifetime of the strategy to facilitate retrofitting more easily & cheaply
- We will support initiatives set out in the Work & Skills Strategy to ensure residents develop the skills required help deliver our retrofitting programme.

Measure of Success – MHPP / MCC Facilities Records & EPC Data

2. Develop a Retrofit Plan for Manchester across all tenures

- We will explore the retrofit policy options set out in the GMCA's Pathways to Healthy Net Housing report
- We will link the climate change agenda in with the inequality and health agendas (as directed through the Marmot Plan deep dives) focusing on responding to poor quality housing, fuel poverty and the cost-of-living crisis
- We will lobby for additional funding to accelerate domestic retrofitting, including for private homeowners and landlords, via the UK Climate Change Investment Commission (UKCCIC) and other networks

Measure of success: Retrofitting measures integrated into the Housing Strategy Delivery Plan following consultation with partners

3. Increase the proportion of low and zero carbon homes in the affordable pipeline from 20% to 50% by 2025

- We will adopt an agreed standard to monitor the delivery of low carbon homes as part of Manchester's residential pipeline
- We will explore the opportunities linked to (low carbon) Modern Methods of Construction and unlocking access to increased levels of Homes England funding

Measure of Success – MCC Residential Development Tracker

4. Ensure estate regeneration & placemaking (including demolitions) is directed by zero carbon principles

- We will prioritise retrofitting existing properties where possible
- We will develop an assessment criteria which will inform estate regeneration from a zero-carbon perspective

Measure of Success – Decarbonisation of estates by number / proportion of homes

Summary & Opportunities

There is no doubt that both the demand for homes and how they are delivered is changing across the city. In response, this Housing Strategy represents an evolution in the way we grow the city's housing stock and manage the homes we already have. This approach will go hand in hand with a renewed focus on how we house our at risk residents and support their needs.

The most significant change this strategy represents is the scale of our ambitions around the delivery of affordable homes, and the ways that we build them. This will mean making more innovative use of our land, working with new partners, expanding the ways we can deliver (including via the Council's own vehicle – This City) and identifying new sources of funding.

Whilst delivering 1,000 new affordable homes a year may be a challenge in the early part of the strategy period, through the approach outlined in this strategy we are hoping to increase supply beyond this level in the latter years to meet our target of delivering 10,000 new affordable homes overall by 2032.

Alongside this significant undertaking, this strategy recognises that we are facing new, additional challenges, not least the need to decarbonise housing; address the devastating impact of the pandemic and the increasing cost of living in some of our most disadvantaged neighbourhoods. Nevertheless, there are some sizable opportunities too:

- Large-scale, high-density, multi-tenure sites able to meet the affordable housing target
- Northwards, This City & Affordable Housing Supply
- Affordable home ownership in the city centre through increased shared ownership and rent to buy
- Diversifying the older people's housing offer – including in the city centre
- Understanding and responding to support and care needs at home and in specialist supported housing
- Signature residential developments that reflect the scale of the city's growth ambitions
- Increasing council tax revenues to fund services
- Supporting residents in more appropriate accommodation & reducing service demand
- Placemaking in Victoria North, the Eastern Gateway & beyond
- Creating more construction jobs & boosting resident skills
- Delivering zero carbon new build housing & retrofitting existing homes
- Top tier of international cities for higher education with a housing offer to match

Building upon these opportunities will be the starting point for the delivery plans which will follow this strategy. The delivery plan actions will set out a clear blueprint for how we will realise this strategy's vision and fulfil the commitments that have been

set out. It will also recognise that success can only be achieved through working in partnership with registered providers, developers, contractors, the voluntary sector, community groups and other partners and colleagues throughout the city. Progress will be reported on a regular basis and the plan will be reviewed and updated to ensure that it remains relevant.

Delivering the Housing Strategy

There are a range of individual plans and strategies that will support, and be supported by, this Housing Strategy:

Our Manchester Strategy – Forward to 2025

Sets out the city's priorities to ensure Manchester can achieve its aim of being in the top-flight of world class cities by 2025 with equality, inclusion and sustainability at its heart

Local Plan

The spatial planning framework for the city, setting out the long-term strategic policies for Manchester's future development. The new Local Plan is due to be published in 2023

Neighbourhood Plans

Plans, created by local communities, which set out policies for the future development of their areas and will be part of the Local Development Framework for their area

Places for Everyone

A long-term plan of nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts.

Manchester Climate Change Framework

The city's high-level strategy for tackling climate change and reducing the city's carbon footprint. It sets out our objectives for Manchester to stay within our carbon budgets.

Powering Recovery: Manchester Economic Recovery & Investment Plan

Sets out Manchester's plans to sustain the economy and its people, and what the city proposes to do in the future in response to the Covid-19 pandemic

Manchester Living Rent

The Manchester Living Rent is an amount of rent that is set at or below the Local Housing Allowance level which in many instances will be cheaper for residents than the standard Government definition of Affordable Housing

Work & Skills Strategy

Aims to develop a work & skills system that meets the needs of all businesses and enables residents from all backgrounds to obtain the skills and attributes employers require

Family Poverty Strategy

Aims for everyone in the city to have the same opportunities and life chances, no matter where they were born or live

Build Back Fairer in Greater Manchester

A collaboration between Greater Manchester and Michael Marmot's Institute of Health Equity that includes bold and ambitious recommendations on how to reduce health inequities and build back fairer from the COVID-19 pandemic for future generations

Homelessness Strategy

Sets out the vision, aims and aspirations shared by the Housing Strategy and partner organisations who work to reduce homelessness in the city

MCC Social Housing Offer

Outlining the principles of Northwards' offer in the context of the social housing white paper, Building Safety Act following re-integration with MCC and alignment with the Our Manchester and Future Shape ambitions

MCC Allocations Policy

The legal document that describes how the Council allocates social homes to people who need them. **Manchester Move** is where residents can find advice on the best housing solutions for their circumstances and where social homes are advertised.

Private Rented Sector Strategy

The city's strategy to improve the condition and management standard of homes in the private rented sector and increase good quality options for lower income residents in the sector

Enabling Independence Accommodation Strategy

Commissioners from Adult's Services, Children's Services and Homelessness with the Housing and Residential Growth service and delivery partners are developing this strategy to address 4 key objectives:

- To work collaboratively to meet the need for homes that enable independence
- To better enable care and support at home,
- To better understand & meet the need for good quality, appropriate supported accommodation
- To improve move on from temporary supported housing into good quality independent accommodation

Better Outcomes, Better Lives

Manchester Local Care Organisation's transformation programme for Adult Social Care, which builds on work to integrate health and social care in Manchester, the ASC improvement programme and other transformation initiatives focused on supporting the people of Manchester to achieve better life outcomes