

## Appendix 1: Policy and strategic review

- 1.1 The purpose of this appendix is to set out the policy and strategic context for housing delivery in Trafford.

### Policy background

- 1.2 Under the Conservative and Liberal Democrat Coalition Government, the period 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy. This was set within the context of national austerity and an economic policy of deficit reduction and public spending cuts following a period of recession and financial turbulence. The reforms championed localism, decentralisation and economic growth.
- 1.3 This agenda continued to be pursued under the leadership of David Cameron following the election of a majority Conservative Government in May 2015. Further welfare reforms were accompanied by policies seeking to increase the rate of housebuilding and promoting home ownership as the tenure of choice. The Housing and Planning Act 2016 was intended to provide the legislative basis for a number of Conservative Manifesto commitments, including the flagship Starter Homes scheme. The Act also made provisions for other aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.
- 1.4 The European Union Referendum of June 2016 resulted in significant changes in the political climate at a number of levels. Changes in Government leadership – with the appointment of Theresa May as Prime Minister – quickly led to discussions regarding the direction of housing and planning policy. Alongside significant delays (and in some cases abandonment) in the implementation of secondary legislation relating to aspects of the Housing and Planning Act 2016, conference speeches, ministerial statements and the Housing White Paper (February 2017) indicate a change in attitude towards housing policy. The 2016-17 Administration signalled a broader ‘multi-tenure’ housing strategy, including support for a range of tenures in addition to home ownership. The Neighbourhood Planning Act 2017 was passed with the intention of strengthening neighbourhood planning by ensuring and decision-makers take account of well-advanced neighbourhood development plans and giving these plans full legal weight at an earlier stage.
- 1.5 The snap General Election of June 2017 created a new wave of political change and uncertainty, although the overall Government leadership remains under Conservative control and ministers are keen to keep housing as a key domestic policy priority.

### 2010-2015 (Coalition Government)

- 1.6 Following the Coalition Agreement of May 2010, the **Localism Act 2011** was passed with the express intention of devolving power from central government towards local people. The Localism Act set out a series of measures to seek a substantial and lasting shift of powers including:
- new freedoms and flexibilities for local government, including directly elected mayors and empowering cities and other local areas.
  - new rights and powers for communities and individuals.

- reform to make the planning system more democratic and more effective, including the abolition of regional spatial strategies (RSS), the introduction of the 'Duty to Cooperate', neighbourhood planning, Community 'Right to Build', reforming the community infrastructure levy and reforming the Local Plan process.
  - reform to ensure that decisions about housing are taken locally.
- 1.7 In terms of housing reform, the Localism Act enabled more decisions about housing to be made at the local level. Local authorities were granted greater freedom to set their own policies about who can qualify to go on the waiting list in their area. In addition, the Act allowed for more flexible tenure arrangements for people entering social housing, with social landlords able to grant tenancies for a fixed length of term rather than lifetime tenancies for all. In respect to homelessness, the Act allowed local authorities to meet their homelessness duty by providing private rented accommodation, rather than in temporary accommodation until long-term social housing becomes available. The Act also reformed social housing funding, allowing local councils to keep the rent they collect and use it locally to maintain their housing stock.
- 1.8 The National Housing Strategy for England, ***Laying the Foundations: A Housing Strategy for England***, was published in November 2011 under the Coalition Administration and it currently remains in place. The Strategy acknowledged some of the problems within the housing market and set out the policy response. The measures set out promote home ownership, including a new-build mortgage indemnity scheme (providing up to 95% loan-to-value mortgages guaranteed by Government) and a 'FirstBuy' 20% equity loan scheme for first-time buyers.
- 1.9 The National Housing Strategy acknowledges the importance of social housing and the need for more affordable housing. However, the document reaffirms the programme of reforming this sector, including *'changes to the way people access social housing, the types of tenancies that are provided and the way the homelessness duty is discharged'*<sup>1</sup>. The private rented sector is considered to play *'an essential role in the housing market, offering flexibility and choice to people and supporting economic growth and access to jobs'*<sup>2</sup>. The document sets out an intention to support the growth of the private rented sector through innovation and investment, to meet continuing demand for rental properties.
- 1.10 The National Housing Strategy set out the objectives of preventing homelessness, protecting the most vulnerable and providing for older people's housing needs. However, it also confirmed a radical package of welfare reforms, including a reduction in Housing Benefit, changes to the Local Housing Allowance (Housing Benefit in the private sector) and the introduction of 'Universal Credit' to replace other means-tested working age benefits and tax credits.

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<sup>1</sup> *Laying the Foundations: A Housing Strategy for England* (Nov 2011), page 22 para.11

<sup>2</sup> *Laying the Foundations: A Housing Strategy for England* (Nov 2011), page 33 Summary

- 1.11 The **National Planning Policy Framework (NPPF)** was published in March 2012. It sets out the Government's planning policies for England and how these are expected to be applied. The NPPF formed a key part of the Coalition Government's planning system reforms, simplifying national guidance (previously contained in multiple Planning Policy Statements and Planning Policy Guidance) and reducing the quantity of policy pages. Fundamentally, it must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions. The document states that *'at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.'*<sup>3</sup>
- 1.12 The NPPF sets out 12 core planning principles to underpin both plan-making and decision-taking. It also establishes 13 aspects to achieving sustainable development, which include delivering a wide choice of high quality homes (#6) and promoting healthy communities (#8). The Framework also sets out the accepted definitions of affordable housing covering social rented housing, affordable rented housing and intermediate housing.
- 1.13 National **Planning Practice Guidance (NPPG)** on a range of specific topics has been made available through an online system since March 2014<sup>4</sup>. NPPG topics include Duty to Cooperate, Housing and Economic Development Needs Assessments, Housing and Economic Land Availability Assessment, Housing - Optional Technical Standards, Local Plans, Neighbourhood Planning, Rural Housing and Starter Homes.

## 2015-2016 (Conservative Government under David Cameron)

- 1.14 Following the election of a majority Conservative Government in May 2015 under David Cameron, the Government's **Summer Budget 2015** was presented to Parliament by the then-Chancellor George Osborne. The Budget set out widespread reforms to the welfare system, including a four-year freeze on working-age benefits; a reduction in the household benefit cap; restrictions on Child Tax Credit; training requirements for those on Universal Credit aged 18 to 21; the removal of automatic entitlement to Housing Benefit for those on Universal Credit aged 18 to 21; and the removal of the Family Premium element of Housing Benefit for new claims from April 2016. Alongside these welfare cuts, it was announced that rents for social housing will be reduced by 1% per year for four years, while tenants on incomes of over £30,000, or £40,000 in London, will be required to pay market rate (or near market rate) rents. A review of 'lifetime tenancies' was confirmed, with a view to limiting their use to ensure the best use of social housing stock. Support for home ownership measures was reiterated with measures such as the extension of the Right to Buy to housing association tenants and the introduction of Help to Buy ISAs.

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<sup>3</sup> National Planning Policy Framework (November 2012), para. 14

<sup>4</sup> <http://planningguidance.communities.gov.uk/>

1.15 Alongside the Summer 2015 Budget the Government published a 'Productivity Plan', ***Fixing the foundations: Creating a more prosperous nation*** (10<sup>th</sup> July 2015). This sets out a 15-point plan that the Government will put into action to boost the UK's productivity growth, centred around two key pillars: encouraging long-term investment and promoting a dynamic economy. Of particular relevance to housing are the following points in the plan:

- Planning freedoms and more houses to buy: In order to increase the rate of housebuilding and enable more people to own their own home, a number of actions are identified including a zonal system to give automatic planning permission on suitable brownfield sites; speeding up local plans and land release, stronger compulsory purchase powers and devolution of planning powers to the Mayors of London and Manchester, extending the Right to Buy to housing association tenants, delivering 200,000 Starter Homes and restricting tax relief to landlords.
- Resurgent cities, a rebalanced economy and a thriving Northern Powerhouse: In order to rebalance the economy, which is skewed towards London and the South East, the Government is committed to building a Northern Powerhouse through £13 billion of investment in transport in the North of England during this Parliament, backing new science, technology and culture projects, devolving significant powers to an elected Mayor for Manchester, taking steps to enable the Midlands Engine for Growth to reach its full potential and working towards devolution deals with the Sheffield City Region, Liverpool City Region and Leeds, West Yorkshire and partner authorities.

1.16 The **Spending Review and Autumn Statement 2015** (November 2015) continued the policy themes of the Summer Budget. This included:

- Plans to extend the 'Local Housing Allowance' to social landlords so that the Housing Benefit paid to tenants living in housing association properties will be capped at the LHA rate.
- A new 'Help to Buy Shared Ownership' scheme, removing restrictions on who can buy shared ownership properties to anyone with a household income of less than £80,000 outside London and £90,000 in London.
- 'London Help to Buy' – an equity loan scheme giving buyers 40% of the new home value (as opposed to 20% under the Help to Buy scheme).
- 200,000 'Starter Homes' to be built over the following five years.
- From 1<sup>st</sup> April 2016 an extra 3% in stamp duty to be levied on people purchasing additional properties such as buy-to-let properties or second homes.
- Right to Buy extension to housing association tenants.
- £400 million for housing associations and the private sector to build more than 8,000 new 'specialist' homes for older people and people with disabilities.
- Consulting on reforms to the New Homes Bonus, with a preferred option for savings of at least £800 million which can be used for social care.
- A commitment to extra funding for targeted homelessness intervention.

- 1.17 In December 2015, DCLG published a **Consultation on proposed changes to national planning policy**, which was open for consultation until February 2016. This consultation sought views on some specific changes to NPPF in terms of the following:
- broadening the definition of affordable housing, to expand the range of low cost housing opportunities for those aspiring to own their new home.
  - increasing residential density around commuter hubs, to make more efficient use of land in suitable locations.
  - supporting sustainable new settlements, development on brownfield land and small sites, and delivery of housing allocated in plans.
  - supporting the delivery of Starter Homes.
- 1.18 The publication of a revised NPPF document has been subject to delay and is expected in early 2018.
- 1.19 The 2015-16 Parliament saw several Acts passed with special relevance to housing and planning, implementing some of the policies set out in the preceding Budgets:
- 1.20 The **Cities and Local Government Devolution Act 2016** makes provision for the election of mayors for the areas of combined authorities established under Part 6 of the Local Democracy, Economic Development and Construction Act 2009. It makes provision about local authority governance and functions; to confer power to establish, and to make provision about, sub-national transport bodies; and for connected purposes. This Act is central to the Government's devolution plans for England, facilitating its vision of a 'Northern Powerhouse'.
- 1.21 The **Welfare Reform and Work Act 2016** makes provisions relating to a range of welfare benefits and employment schemes, including the benefit cap, social security and Tax Credits, loans for mortgage interest, social housing rents and apprenticeships. Secondary legislation (Social Housing Rents Regulations, March 2016) sets out that the 1% cut to social housing rents will not apply to households with an income of £60,000 or more.
- 1.22 The **Housing and Planning Act 2016** sets out the legislative framework for the Starter Homes scheme and includes provisions relating to other important aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.
- 1.23 The **Budget 2016** (March 2016) continued the policy emphasis of promoting home ownership and facilitating first-time buyers to enter the market. A new 'Lifetime ISA' was announced, extending the principle of the Help to Buy ISA by incentivising saving for under-40s. Of relevance to the private rented sector were stamp duty increases for institutional investors and the withholding of capital gains reductions from companies investing in residential property. In seeking to deliver more homes for ownership, announcements were made of further planning reforms; releasing public land for development; and a £1.2 billion Starter Homes Fund for brownfield remediation. The anticipated 'duty to prevent' homelessness was not announced, but instead the Chancellor committed £115 million to preventing and reducing rough sleeping.

- 1.24 A **Technical consultation on Starter Homes regulations** (March 2016) sought views on the framework to be established in the forthcoming regulations, including the restrictions that should be placed on Starter Homes, how age eligibility criteria should work, what threshold (size of site/development) should apply, what the percentage requirement should be, whether exemptions should apply and whether off-site payments should be acceptable. The consultation document set out that, in terms of the period within which Starter Homes should not be sold at full market value, the DCLG does not support a period of longer than 8 years. The paper proposed that the requirement to provide 20% of dwellings as Starter Homes should apply to sites of 10 dwellings or more (or 0.5 hectares). However, secondary legislation relating to Starter Homes has still not been published.

### Post EU-Referendum (Theresa May Administration)

- 1.25 The resignation of David Cameron following the European Union Referendum of June 2016 and subsequent appointment of Theresa May as Prime Minister led to a Cabinet reshuffle and a change in the policy climate within Government. The **Autumn Statement (2016)** was announced on 23<sup>rd</sup> November 2016 by Chancellor Philip Hammond. With an important focus on housing, provisions included:
- £1.4 billion of extra cash to build 40,000 affordable homes, with a relaxation of restrictions on grant funding.
  - £2.3 billion Housing Infrastructure Fund to pave the way for up to 100,000 new homes to be built in areas of high demand.
  - £3.15 billion of the Affordable Homes Programme will be given to London to deliver 90,000 homes.
  - New regional pilots of the Right to Buy extension, allowing more than 3,000 tenants to buy their properties.
  - £1.7 billion to pilot 'accelerated construction' on public sector land.
  - Letting agents in the private rented sector to be banned from charging fees.
  - Confirmation that compulsory Pay to Stay will not be implemented for councils.
- 1.26 The Autumn Statement indicated a clear shift in housing policy, away from an exclusive focus on homeownership and towards boosting overall housing supply. A removal of grant-funding restrictions will allow housing associations to increase the delivery of sub-market rented housing, including affordable rented, shared ownership and rent-to-buy homes.
- 1.27 Many of the 'flagship' housing policies of the Cameron Administration have their legislative basis in the provisions of the Housing and Planning Act 2016, but require further secondary legislation. Their implementation has been subject to ongoing delay and seems increasingly unlikely to be carried forward in practice as originally envisaged. These schemes include the Voluntary Right to Buy, the higher asset levy (intended to fund the building of new homes) and Pay to Stay (no longer compulsory for councils).

- 1.28 The **Housing White Paper, *Fixing our broken housing market***, was published in February 2017. The White Paper proposed a number of changes to reshape the approach to housebuilding and increase housing supply. These changes centred around the following four areas:
- **Planning for the right homes in the right places**, by making it simpler for local authorities to put Local Plans in place and keep them up-to-date, ensuring sufficient land is allocated to meet housing needs and building upon neighbourhood planning to ensure communities have control over development in their area. The White Paper aims to make more land available for homes by maximising the contribution from brownfield and surplus public land, regenerating estates, releasing more small and medium sized sites, allowing rural communities to grow and making it easier to build new settlements. It reaffirms that the existing protections for the Green Belt remain unchanged and emphasises that authorities should only make exceptional amendments to Green Belt boundaries.
  - **Building homes faster**, by increasing certainty around housing numbers, aligning new infrastructure with housing, supporting developers to build more quickly and improving transparency. White Paper proposals include amending the NPPF to give local authorities the opportunity to have their housing land supply agreed on an annual basis and fixed for a one-year period, in order to create more certainty about when an adequate land supply exists. Authorities taking advantage of this would have to provide a 10% larger buffer on their five-year land supply. In addition, the White Paper suggests changing the NPPF to introduce a housing delivery test for local authorities. If delivery falls below specified thresholds extra land would be added onto the five-year land supply as well as further thresholds which would allow the presumption in favour of sustainable development to apply automatically.
  - **Diversifying the market**, by establishing a new Accelerated Construction Programme, supporting more Build to Rent developments, supporting housing associations to build more housing and boosting innovation. The White Paper proposes ensuring that the public sector plays its part by encouraging more building by councils and reforming the Homes and Communities Agency.
  - **Helping people** through Help to Buy, Right to Buy, the Shared Ownership and Affordable Homes Programme (SOAHP), the new Lifetime ISA, amendments to Starter Homes requirements and the announcement of a new statutory duty on planning to meet the needs of older and disabled people.
- 1.29 In April 2017 some of the welfare reform provisions came into effect. This included Universal Credit claimants aged 18-21 no longer being able to claim benefits to support their housing costs unless they fit into at least one of 11 exemption categories. However, the Government also announced that they were cancelling controversial plans to cap benefit for Supported Housing tenants at the LHA rates.
- 1.30 During the 2016-17 Parliament there were two Acts that gained Royal Assent that have particular relevance to emerging housing policy:

- 1.31 The **Neighbourhood Planning Act 2017** aims to speed up the delivery of new homes by strengthening neighbourhood planning, limiting the use of pre-commencement planning conditions, use of the planning register and the reform of compulsory purchase. During its passage through Parliament, the Bill was subject to various amendments, including changes to the Local Plan process to allow the Secretary of State to intervene and invite county councils to prepare or revise Local Plans where districts have not delivered and to allow the preparation of joint Local Plans where there are cross-boundary issues between two or more local authorities. This followed the recommendations of the Local Plans Expert Group (LPEG) report of March 2016<sup>5</sup>. Some of the provisions of the Act require secondary legislation. A commencement order introduced in July 2017 under the Act requires post-examination neighbourhood plans to be treated as 'material considerations' in the determination of planning applications.
- 1.32 The **Homelessness Reduction Act 2017** requires councils to seek to prevent homelessness by starting work with households threatened with homelessness 56 days in advance of the date on which they are expected to become homeless (28 days earlier than under the previous legislation). It also requires the provision of advisory services to specified groups including (but not limited to) people leaving prison, young people leaving care, people leaving armed forces, people leaving hospital, people with a learning disability and people receiving mental health services in the community. The Act sets out that councils must assess and develop a personalised plan during the initial presentation to the service. In addition, they must help prevent an applicant from becoming homeless and take reasonable steps to help those who are eligible for assistance to secure accommodation for at least six months (during a 56 day period before a homeless decision can be made). The Act dissolves the local connections rules apart from a duty to provide care leavers with accommodation (under the Children Act 1989) to the age of 21.
- 1.33 Following the snap General Election in June 2017, Theresa May's Conservative Government formed an alliance with the DUP and the Cabinet was subject to another reshuffle.
- 1.34 ***Planning for homes in the right places*** was published for consultation in September 2017, setting out the Government's proposals for a standardised approach to assessing housing need. The overall rationale is that local authorities across England currently use inconsistent methods to assess housing requirements, leading to long debates over whether local plans include the correct housing targets. The proposed new standardised approach to assessing housing need therefore aims to have all local authorities use the same formula to calculate their housing requirement. The standardised approach would set a minimum figure but local authorities would be able to increase their target from this baseline, for example if they plan for employment growth and want to provide an uplift in housing provision to account for this. The consultation document proposes that the new housing need calculation method would be applied for assessing five-year housing land supply from 31<sup>st</sup> March 2018 onwards.

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<sup>5</sup> Local Plans Expert Group, Local Plans: Report to the Communities Secretary and to the Minister of Housing and Planning, March 2016



- 1.35 The **Autumn Budget 2017** included a range of provisions focussed on housing, although these were welcomed cautiously by some who would have preferred a greater emphasis on affordability. Provisions included:
- A commitment to be providing 300,000 new homes per year by the mid-2020s.
  - A total of £15.3 billion of new capital funding, guarantee and loan-based funding.
  - £1 billion of extra borrowing capacity for councils in high demand areas to build new affordable homes.
  - £1.5 billion of changes to Universal Credit, including scrapping the seven-day waiting period at the beginning of a claim, making a full month's advance available within five days of making a claim and allowing claimants on housing benefit to continue claiming for two weeks.
  - £125 million increase over two years in Targeted Affordability Funding for LHA claimants in the private sector who are struggling to pay their rents.
  - Stamp duty scrapped on the first £300,000 for first-time buyers (on properties worth up to £500,000).
  - New Housing First pilots announced for West Midlands, Manchester and Liverpool.
  - Power to councils to charge 100% Council Tax premium on empty properties.
  - Five new garden towns.
  - A review to look at land banking, including considering compulsory purchase powers.

### Greater Manchester strategic context

- 1.36 Following the abolition of regional planning bodies and their associated strategies and targets, the last few years have seen 'Local Enterprise Partnerships' (LEPs) established across England to help empower locally-driven economic growth at a strategic level. In addition, 'Combined Authorities' (CA) have been established in several urban areas to assist in strategic collaboration. In some cases, this has included devolution and the election of regional mayors.
- 1.37 The Greater Manchester Local Enterprise Partnership (LEP) brings together the private and public sectors to support business growth, develop local skills and innovation, direct investment and reform public services<sup>6</sup>. The LEP area covers the ten local authority areas of Greater Manchester, namely: Bolton; Bury; Manchester; Oldham; Rochdale; Salford; Stockport; Tameside; Trafford and Wigan. The LEP's leadership board is made up of figures from across the public and private sectors. The LEP works in partnership with the Greater Manchester Combined Authority (GMCA) and works through a range of delivery bodies.
- 1.38 The GMCA is made up of the ten metropolitan boroughs of Greater Manchester. It is run jointly by the leaders of the ten councils and the Mayor of Greater Manchester, Andy Burnham.

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<sup>6</sup> [gmlep.com](http://gmlep.com)

- 1.39 The LEP and GMCA jointly own the Greater Manchester Strategy. In 2013, the bodies published *Stronger Together: Greater Manchester Strategy*. This set out a series of priorities around the twin themes of growth and reform:
- Delivering targeted investment based on market needs.
  - Revitalising Greater Manchester's town centres.
  - Improving both integration of infrastructure planning and connectivity.
  - Placing Greater Manchester at the leading edge of science and technology.
  - Supporting business growth; improving international competitiveness.
  - Reforming public service delivery to build independence and raise the productivity of residents.<sup>7</sup>
- 1.40 This more recent review of the *Greater Manchester Strategy* was undertaken and extended to cover the period to 2040. This revised *GMS* (2013) forms the overarching strategy for delivering growth in GM and sets out the vision that:
- “By 2020, the Manchester City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener city region where all our residents are able to contribute to and benefit from sustained prosperity and enjoy a good quality of life”.*
- Greater Manchester Spatial Framework*
- 1.41 The ten GM local authorities have also been working jointly since January 2014 on the identification of future housing and employment land requirements. A joint statutory Development Plan Document is now being produced that will manage the supply of housing and employment land in GM over the next 20 years, the *Greater Manchester Spatial Framework (GMSF)*. This will provide the overarching plan for GM, within which Trafford will identify, and make available, sufficient land to meet its housing (and employment) needs.
- 1.42 The *Greater Manchester Strategic Housing Market Assessment (GM SHMA)* was prepared by Deloitte and GVA Grimley and published in December 2008. An Update Report was subsequently published in May 2010, to reflect the national and strategic changes that had taken place in the interim period, particularly the economic downturn and impact on housing and planning. A further up-date of the *GM SHMA* was undertaken by Turley's in October 2016 to inform the emerging Greater Manchester Spatial Framework (GMSF).
- 1.43 A draft *GMSF* was issued for consultation in October 2016 and ended in January 2017. This draft Plan included details as to the number of new homes that are required to be built across the plan period including targets that far exceed those within the Trafford Core Strategy as identified by the OAN.
- 1.44 The *GMSF* (through the findings of the *GM SHMA* and evidence base) calculates that around 227,000 additional homes will need to be delivered across Greater Manchester over the period 2015-2035 to accommodate the growing population. This is roughly equivalent to assimilating another city the size of Manchester.

<sup>7</sup> [https://www.greatermanchester-ca.gov.uk/info/20067/greater\\_manchester\\_strategy](https://www.greatermanchester-ca.gov.uk/info/20067/greater_manchester_strategy)

- 1.45 These new homes will provide a broad mix in terms of type, size, tenure, location and affordability so as to meet the needs of all households.
- 1.46 The emphasis will be to direct new development towards locations that support urban regeneration, minimise environmental impacts, reduce the need to travel, and are, or can be made, most accessible by public transport, cycling and walking. Development will be managed to ensure it makes a positive contribution to the quality of places and the wellbeing of people by (where possible) securing the reuse of brownfield land, protecting open spaces within the urban area, and delivering genuinely sustainable neighbourhoods with supporting facilities and services.
- 1.47 To deliver the scale of growth required across Greater Manchester, land will however need to be released from the green belt. These sites have been selected to maximise sustainability, with an emphasis on releasing a relatively small number of large sites rather than the widespread incremental development of smaller sites. Adopting this development approach allows for the creation of new neighbourhoods, prevents piecemeal development and provides the critical mass to ensure that new development is supported by adequate infrastructure.
- 1.48 New development will be distributed to ensure that all parts of Greater Manchester secure high levels of investment and a balanced pattern of growth. There will continue to be a very strong focus on the core of the conurbation (Manchester City Centre), and The Quays along with the eight main town centres of Altrincham, Ashton-under-Lyne, Bolton, Bury, Oldham, Rochdale, Stockport and Wigan. These locations will be complemented by activity across Greater Manchester, but with major areas of growth in the Northern Gateway, Western Gateway and Eastern Gateway further complemented by an Airport Gateway, all of which will set out to deliver high levels of new employment floor space and housing supported by major improvements in transport infrastructure.
- 1.49 The ten authorities have most recently also been working to develop a new housing strategy. Currently at draft stage this [GM Housing Strategy](#) is structured around 10 priorities:
- Priority 1: Children starting school ready to learn.
  - Priority 2: Young people equipped for life.
  - Priority 3: Good jobs, with opportunities for people to progress and develop.
  - Priority 4: A thriving and productive economy in all parts of Greater Manchester.
  - Priority 5: World class connectivity that keeps Greater Manchester moving.
  - Priority 6: Safe, decent and affordable housing.
  - Priority 7: A green city region and a high quality culture and leisure offer for all.
  - Priority 8: Safe and strong communities.
  - Priority 9: Healthy lives, with quality care available for those that need it.
  - Priority 10: An age-friendly city region.

- 1.50 The emerging housing strategy is being drafted around a series of recommendations to the 10 districts of Greater Manchester, with a key focus on improving the quality of data, building up a GM capacity to independently build the homes needed, and unify the approaches taken to tackling homelessness, social-care and town-centre regeneration, through housing.
- 1.51 The draft housing strategy through the engagement of its key partners looks to re-examine the role of [social housing](#) to make sure that it is a resource to help meet real need and to help people gain or regain their independence.
- 1.52 In doing so it outlines the intent to:
- Develop new models to address issues of affordability that recognise the realities of our unique housing and employment markets – at its heart this will ensure that no one should have to spend more than 30% of their income on housing unless they actively choose to do so.
  - Help people meet their housing aspirations by developing tools and financial products that give them affordable access to high quality homes while recognising, for example, challenges in raising deposits and accessing traditional mortgages given higher levels of self-employment and part-time and flexible working.
  - Work with GM Housing Providers to map out the future roles for our social housing sector, and how it can best meet the challenges given the inevitable changes arising from trends such as the demands from an ageing society, welfare reform and the changing economic and employment context, as well as national housing policy drivers.
  - Working with the GM Homelessness Action Network and other organisations to take a comprehensive approach to ending rough sleeping and reducing homelessness, and will develop a ten year strategy to radically reduce homelessness, focused on prevention and sustainability, by designing approaches to prevent all forms of homelessness through support to tackle the underlying causes, including mental health, family breakdown, substance misuse and poverty.
  - Implement a prioritised action plan for housing interventions which help deliver improved health outcomes and social care provision for GM residents.
  - Continue and extend our work with housing providers as partners in helping residents into training, into the labour market and, for those in employment, to up-skill and access better quality jobs.
- 1.53 Focus upon and activity within the [private rented sector](#) will extend to include:
- Use the GM Spatial Framework to help ensure a strong supply of housing land for the medium and long term, that meets the needs of GM's current and future residents and helps deliver growth ambitions.
  - A boost in the pace of development through continuing to work positively with investors, HCA, land owners and house builders, and specifically through a new development joint venture with GM Housing Providers.

- Continued improvement in the wider environments of neighbourhoods to make existing homes more attractive to a wide range of people and strengthen development viability for new homes. This will involve exploring investment in existing private housing stock and the wider residential environment.
- Support for the Land Commission in ensuring that public land is brought forward for development efficiently and effectively.
- Direct new development on brown-field sites in urban locations to limit requirement for greenbelt land – this will involve developing investment mechanisms to improve viability and address contamination.
- Ensuring that where schemes have been given approval that they are built out – examine how to bring additional staffing resources to support and press developers and landowners.
- Strengthening the capacity around Compulsory Purchase Orders, making the process more efficient, fair and effective.
- Stepping up work to promote opportunities to potential developers and investors, especially from long term, institutional investors, from local SMEs who can make a contribution to growing supply, and continuing to develop new public-private partnerships and making best use of public investment and land through effective innovation.
- Using strong and up to date market intelligence to identify areas at risk of market weakness and steer corrective, tailored interventions towards these.
- Driving up property and management standards at the bottom end of the private rented sector and encourage greater self-regulation of the remainder of the market, working with the national and regional professional landlord and lettings agency bodies to help them deliver high quality market lettings. Where standards are persistently unacceptable and negatively impacting on either people or place, interventions to remedy this.

1.54 The draft housing strategy also includes a number of suggested common issues and actions affecting both the sub-region and individual LAs alike.

### Local Trafford policy context

1.55 The Greater Manchester Strategy (draft) has developed a range of housing targets that impact specifically on the Borough. These include:

- Increase the number of net additional dwellings built from 6,190 in 2015/16 to 11,300 in 2020.
- Eradicate rough sleeping by 2020, from an estimated 189 rough sleepers in 2016.
- A commitment that no household should have to spend more than 30% of their household income on housing costs unless they choose to spend more.

- 1.56 The distribution of development suggests that the total level of new housing development to be accommodated within Trafford up to 2035 will be 23,100 dwellings. The three strategic housing allocations identified and proposed within the draft GMSF Plan will contribute around 15,550 of these dwellings suggesting that just over 7,500 additional dwellings will also need to come forward.
- 1.57 The adopted Trafford Local Plan: Core Strategy (2012) provides the strategic planning framework regarding the use of land in Trafford. It establishes a balance between growth, regeneration and environmental protection and improvement to ensure that Trafford becomes a place where people want to live, learn, work and relax, in the period up to 2026.
- 1.58 The vast majority of the housing delivery will be focused on brownfield land, connecting to existing urban centres. However, more land is needed and the release of Green Belt land will be required. Currently 38% of Trafford is in the Green Belt and a small proportion of this will be removed from the Green Belt for development, this will leave 33% of the Borough still in the Green Belt.
- 1.59 The adopted Trafford Local Plan: Core Strategy (2012) provides the strategic planning framework regarding the use of land in Trafford. It establishes a balance between growth, regeneration and environmental protection and improvement to ensure that Trafford becomes a place where people want to live, learn, work and relax, in the period up to 2026.
- 1.60 The Core Strategy identifies the urban area, primarily in the north east of Trafford and Altrincham Town Centre as the focus for housing growth alongside five Strategic Locations, namely Pomona Island, Trafford Wharftside, Lancashire County Cricket Club Quarter, Trafford Centre Rectangle, and Carrington. These locations remain the focus for housing growth but also sit alongside those additional strategic allocations as identified and contained within the GMSF.
- 1.61 The Trafford Economic & Housing Growth Framework was published in April 2017. It recognises Trafford as a strong performer within GM with almost one in four new jobs created across GM (GMFM, Oxford Economics) located in Trafford. Subsequently economic output stands at around £6.8bn, making it the second largest contributor to GM's economy and comprising around 12% of the City Region's economy<sup>8</sup>.

## Appendix 2: The evidence to support the Strategy: 'The State of the Market Report – Sept 17'



State of the Market  
Report - Sept 17

<sup>8</sup> Greater Manchester Forecasting Model

<sup>8</sup> Business Register and Employment Survey (2014)