Greater Manchester Housing Devolution, Growth and Public Service Reform: Memorandum of Understanding

Consultation Draft: May 2016
1. **Introduction**

1.1 This Memorandum of Understanding (MoU) is between:

- Greater Manchester Combined Authority (GMCA as defined by its constitution, see: 
- Greater Manchester Housing Providers (GMHP as defined by the terms of reference at Appendix 1)

1.2 The Growth and Reform Plan designed by the GMCA has provided a platform from which GMHP have been able to enhance their contribution to the economic and social well being of the 2.8 million residents of the Conurbation.

1.3 The Greater Manchester Strategy produced by GMCA is summarised in [Appendix 2](#) and illustrates a focus on securing growth, increasing productivity and fostering independence and self-reliance for residents. These broad strategic objectives are supported by a strong spatial and locality focus to delivering positive change.

1.4 This MoU sets out how GMHP will work in partnership with the GMCA, in the context of the GMCA Devolution Agreement. The MoU includes a Strategic Plan that will be completed by May 2017 which will set out the enhanced strategic outcomes and delivery resulting from deeper collaborative working and the enhanced outcomes and outputs that both parties will make to meeting needs and aspirations in future, whilst providing scale and flexibility in order to respond to future policy change.

1.5 All Parties agree to act in good faith to support the objectives and principles of this MoU for the benefit of all Greater Manchester residents. All Parties to this MoU recognise that individual Housing providers will take decisions on the extent of their role in implementing the GM Growth and Reform Plan in line with Section 8 of the MoU.

2. **Purpose**

2.1 This MoU is an agreement between GMCA working and GMHP to establish a single strategic partnership at a GM level which will provide:

- A place on strategic boards for housing provider representation such as the GM Housing Investment Board and GM Public Service Reform Board
- A single point of contact for GMHP in relation to key strategic priorities
A framework to reach agreement on how GMHP could contribute as appropriate to delivering the range of GM priorities as set out in the GM Strategy, 'Stronger Together'

The basis for sharing and disseminating good practice and standards across the GM affordable housing offer, connecting to GM’s reform of public services

A vision, medium and longer term objectives for agreeing joint residential investment, including joint bidding for appropriate programme and investment funding in a decentralized environment

The principles to bring about a review of the long term function and form of the social rented sector and its interaction with other aspects of the GM housing markets

Definitions for the commitment individual members of GMHP make to support the delivery of the growth and reform programme for the housing sector.

The basis for establishing collaborative working arrangements and a work programme which are appropriate to delivering strategic priorities more efficiently

The basis for a proposed framework for devolving decision making and delivery of housing’s contribution to growth and reform to GMHP and their respective local councils in Greater Manchester. The MOU sets out the process for collaborative working from June 2016 and identifies areas for further detailed work during the remainder of the year leading to full delegation in May/June 2017.

3. **Vision**

3.1 Our Joint Vision for 2025 for the future work of RP’s working across Greater Manchester is to:-

- Continue to be flexible and responsive in providing homes for those who need them, delivering quality homes at a price people can afford and investing in communities

- Broaden our housing offer, increasing the number of homes, and providing a wider range of flexible tenures and pathways to support economic growth across GM and in local areas

- Use the strength and expertise that comes from our diversity and independence to help deliver GM and local objectives

- Maximise our roles as major stakeholders, local leaders, place-shapers and community capacity builders
Work towards reducing poverty, improving health outcomes, and increasing the numbers of our tenants and residents who are in employment and training.

4. **Principles**

4.1 The delivery of the joint vision will be based on the following principles agreed jointly between GMCA and GMHP:

1. There is an overarching and shared commitment to supporting growth, reform, and quality public services.

2. Housing quality and a tenure structure which meets aspirations, demand and need are essential building blocks for the continued economic growth and prosperity of Greater Manchester.

3. The housing market will be reshaped to provide sufficient affordable and social housing solutions by a partnership between the Combined Authority, GM Housing Providers, the Private Sector and Central Government, and will guided by a strong devolved strategic framework, while respecting the financial and organisational independence of individual RP’s.

4. Affordable and social housing will be integrated into a system of reformed public services, ensuring that maximum value for the public purse by focusing any subsidy available most effectively on those who need it.

5. A major rationale for housing policy interventions will be to reduce dependency, of benefit to both the cost of public sector service delivery and RP business plans.

6. Housing and Public Policy should be focused on meeting aspirations as well as need through the development of pathways to home ownership and financial incentives which remove the barriers for lower income groups to be able to buy and thereafter operate in the market.

7. Support will be given to those who do not have a specified level of need or vulnerability, in order to help them with affordable market based housing solutions.

8. Housing providers will provide services where their intervention can make a difference including new commercial products such as market rent housing, or regenerating existing housing where it is at risk.
9 Housing providers will collaborate with one another and with public and private sector partners, sharing skills, creating confidence, and achieving greater outcomes

10 Spending decisions will be based on evidence and a clear understanding of what works in different geographies and demographic and economic groups

11 The overall quantum of affordable and social housing will be maintained at or around its current levels across Greater Manchester, notwithstanding external political, legislative and market forces beyond GMCA and GMHP control.

4.2 GMHP commits to working with GMCA and individual LA’s to support the delivery of the above principles.

5. **High Level Objectives**

5.1 GMHP has been developing and delivering interventions in relation to growth and reform in partnership with GMCA, and the following High Level Objectives will be further developed through this MoU:

- To explore new ways to maximise the leverage potential of the collective asset base to sustain and increase the supply of homes, recognising the independence of individual members, through increased efficiency through collaboration, to secure increases in the supply of homes for rent and affordable home ownership;

- To develop a mechanism for sharing risk and reward in contributing to Growth and Public Sector reform, for example the development of earn back/dividend models and structural changes to pooled budgets;

- To deliver homes which meet the needs and aspirations of a growing economy and population which is located in the right place, at the right time, and for the right price;

- To increase social mobility by supporting growth and connecting people to growth opportunities, thereby increasing economic activity, self reliance and the household incomes of our most disadvantaged communities;

- To support neighbourhood and place based working to ensure investment and a high quality neighbourhood management in areas experiencing social, physical and economic stress;

- To drive up the quality of housing in Greater Manchester through reinvestment in the existing housing stock and ongoing provision of high
quality homes at sub market rents, and the provision of high quality new build. This includes collaborative interventions where necessary in low value Private Rented Stock

❖ To integrate housing and health policy and practice with an emphasis on prevention by assisting the Health and Social Care Sector to bring care closer to home wherever possible; and

❖ To provide support to families and households who exhibit problems associated with complex dependency by helping to secure a pathway for them to increase self reliance and get into employment.

6. **High Priority Work Streams**

6.1 In support of the above objectives a number of other high priority work streams have been identified which will provide the foundations for the strategic plan including:

1. The development of new financial models and delivery mechanisms, and increasing investment capability through financial models and products, to meet housing growth targets needs and aspirations in the light of funding and policy changes announced in the 2015 Comprehensive Spending Review, understanding and improving the financial resilience of the sector;

2. The completion of a market research study which defines affordable housing, explores the potential of shared ownership and other home ownership models to meet affordable housing need in the different local housing markets within and across Greater Manchester. This will form the basis of the joint development of housing products for both new and existing housing designed to support the pathway to homeownership for those who want it;

3. An assessment of the impact of changing local housing and labour markets on affordable and social housing provision and the implications of future growth aspirations;

4. Opportunities to identify new and sustainable funding sources to support increased supply and tackle infrastructure and gap finances needed for affordable and social housing provision. This will include the development of mechanisms to share risk and reward for GMHP’s contributions to Growth and Public Sector Reform. This will take account of the new levers available to the GMCA as a result of devolution;
5. A review of the supply of land for affordable and social housing delivery and a response to the GM Land Commission in the context of innovations in planning policy and the production of a GM Spatial Strategy;

6. Acceleration of investment and innovation in new homes and retro-fitting existing stock to reduce carbon emissions, contribute to environmental sustainability and improve resilience to climate change impacts

7. Develop an evidence based review of the long term future function and form of affordable and social rented housing taking into account all available subsidy to the sector and the changing needs and aspirations going forward;

8. The expansion of GMHP input into Place based working, including new leadership models and partnerships through the following area based work:
   - Enhancing life chances by rolling out of the Complex Families Key worker and early intervention model and assisting Adult And Children’s Services sectors through the provision of direct support services or case coordination work
   - Engagement in the partnership approach to workforce development and leadership across all local authority area and RPs
   - Exploration of how Housing Providers can work with the regulatory powers of local authorities to drive up standards in the low value Private Rented Sector and contribute to area regeneration
   - Contribute directly to integrated Place models where RPs are major stakeholders to reduce the levels of demand on public sector resources
   - Develop a sector offer and appropriate GM delivery structures to make a step change in the delivery of work and training places possible

6.2 GMHP and GMCA will collaborate through these work streams to accelerate the delivery of Growth and Reform Programmes as they develop in 2016/17. A high level summary of the Work Plan can be found at Appendix 6.

7. Integration and Delivery

7.1 The shared high level objectives have driven a broad programme of activity which is still evolving as the process of Growth and Public Service Reform develops across the Greater Manchester geography. See the chart at Appendix 3 illustrating the current GMHP Growth and Reform Programme.
7.2 As the work towards a strategic plan is advanced by this MoU GMHP and GMCA will continue to deliver existing commitments. GMHP will continue to respond to opportunities as they arise both at the GM level and through locality working. The opportunities to deliver change thematically, and at different spatial scales have already been identified as having activities which potentially are scalable through collaboration. A summary of the current developments of thematic working is included at Appendix 4. Examples of ongoing activity by GMHP include:

- Work with CCG colleagues to scale up three key housing supported projects which are: The Warm Homes initiative; The Hospital Discharge and Readmission Prevention Project; The Housing Options Older Persons (HOOP) Service.
- Work collaboratively on the ten LA locality plans which have ensured that Housing issues have been integrated with Health and Social Care, leading to proposals to ensure that as implementation plans are rolled out that links to wider placed based working and leadership are strengthened.
- Developing a leadership model which will support the roll out of Place based working.
- Athena, a company set up by GM providers, will further develop the plans and programmes designed to provide scalable opportunities for tenants and residents to improve skills and gain employment through increasing linkages to housing investment and procurement.
- Improve Information, data sharing and evaluation criteria and will explore how best to achieve this.

8. Timescales

8.1 The Key Milestones are:

- June 2016 formal sign up to the Greater Manchester Housing Devolution, Growth and Public Service Reform Memorandum of Understanding.
- June 2016 agree work plan and individual project milestones;
- July 2017 agree work plan outcomes;
- November /December 2016 workshops to discuss policy and investment issues arising from the Workstreams;
- January 2017 Agree Aims and Objectives of the Draft Strategic Plan;
- February 2017 produce Draft Strategic Plan;
March /April 2017 Consult and redraft as necessary; and
May 2017 Produce Strategic Plan

9. GM Housing Providers: Leadership, Delivery Arrangements and Category Definitions

9.1 The MoU provides clarity around how partnership arrangements between GMHP and the GMCA will be structured to limit the duplication of effort and simplify communication. GMHP signatories of this MoU agree to:

- The development of roles and responsibilities based upon good practice partnerships currently in place across Greater Manchester;
  a. GMHP members will self assess their category of participation based around three definitions, and in doing so will determine their level of membership to this MoU:
    ➢ Lead - where a Housing provider takes the lead in an LA area or a service area, including strategic and policy commitments to place based work. This can include providing strategic direction around resource requirements to support GM level work and the MoU objectives, Place based work, and tailored responses to Public Service Reform;
    ➢ Support - To be a contributing organisation at a local level or have significant expertise in a specialist service area; and
    ➢ Other - A small scale or highly specialised Housing provider which will participate in Growth and Reform activity of relevance to their core objectives and business activity.

10. MoU Governance Arrangements

10.1 The governance arrangements will be shaped by the GMCA and GM Housing Providers in accordance with existing accountability arrangements and giving recognition to the following:

- The role of the HCA as regulator to the Registered Provider (RP) sector;
- The independence of RP’s, particularly their governance arrangements and their financial and business plans; and
- The role of individual LA’s in determining housing strategy at the district level.
10.2 It is recognised that different ways of working will be required to achieve the transformational ambitions shared by GMCA and GMHP. Aligned governance arrangements will therefore be underpinned by the following principles:

- GMHP members will remain within the HCA regulatory framework;
- RP Boards will retain their core role of determining the strategy and direction of their businesses;
- Clear agreements will be put in place for standard outcomes for LA housing partnerships;
- Where relevant, LA commissioners across the GMCA region will be engaged to align their outcomes with the new vision for housing provision and growth; and
- There will be a new partnership reflecting the continued skills and experience of all parties.

10.3 Appendix 5 of this MoU provides further detail on the main functions of each party.

10.4 Locality Arrangements will continue utilising existing Housing Strategy Partnerships in the 10 local authority areas, strengthened by improved communication and sharing of objectives with GMHP, and reflecting the local housing markets at an LA level. Each locality will continue to build on existing arrangements and make better joining up of resources and services.

10.5 Housing Providers and ALMO’s will continue to function as autonomous organisations, and agree to utilise the MoU and LA housing partnerships to influence strategy and policy.

10.6 The HCA remains the national regulator for the sector except for powers and resources that are devolved to GMCA via the Devolution Agreement.

10.7 GMHP will continue to exist as a strategic forum for provider’s forum to progress work around the GM devolution agenda and other work the providers wish to progress in line with its T.o.R. This includes the Board of Athena Ltd. The GMHP forum will continue to take the lead role for provider input into the MoU and the Work Plan, including its thematic working groups.

11. Review

11.1 The MoU will be reviewed on a six monthly basis by GMHP and GMCA via the DHPB to ensure the work programme aims are delivered within the timescales set out.

11.2 Governance arrangements will be regularly reviewed to ensure the work programme aims are delivered within the timescales set out. The governance arrangements will be subject to further review during the transitional arrangements to the Mayors’ office in 2017.
Signatories

GMCA…………………………………………………………………………………

GMHP…………………………………………………………………………………

DATE…………………………………………………………………………………
Appendix 1

TERMS OF REFERENCE FOR GREATER MANCHESTER HOUSING CEO GROUP

• To be a Forum for housing providers of a significant size in Greater Manchester where this is their main or priority area of focus.

• To consider, input and deliver ways housing providers can contribute to the wider Greater Manchester strategy.

• To act as a voice on any proposed policy changes in housing in the Greater Manchester area.

• To consider how Greater Manchester providers can work together to add value to the housing offer in Greater Manchester.

• To act as lead for some housing projects within Greater Manchester.

• To feed into the wider strategy of the City Region ensuring they both maximise the benefit to the housing agenda and minimise the risk.

• To be independent of but complimentary to AGMA structures.

• To ensure housing’s relationship with, and ability to impact on the economy, is understood by those leading the Greater Manchester agenda.

• To campaign around areas of joint interest and benefit.

• To share best practice.

• To maximise the benefits of Devolution.

Updated March 2015
GM STRATEGY
Creating the conditions for growth

Increasing productivity across GM

Helping our citizens to become independent and self-reliant

Clarity and agreement on the investment needed to accommodate and promote growth. Ensuring GM has the infrastructure to unlock our key housing and employment sites.

Driving higher level skills and higher levels of company growth, including changing the nature of work done in GM.

Integrated local services, ensuring GM residents are supported to take advantage of the opportunities growth brings.

GM Spatial Framework

GM Investment strategy

Public Service Reform

Place-based settlement

Informed by a robust evidence base.
Appendix 3

GMCA Delivery Structures

GROWTH & PUBLIC SERVICE REFORM

Greater Manchester Growth & Reform Plan

Objective:
Create a Northern Powerhouse
Eliminate a £4BN Funding Gap

Enabling responsibilities delivered via Devolution

Transport
- Budget Responsibility
- Bus Franchising

Housing
- £300m Investment Fund
- Strategic Planning Powers

Skills & Training
- Business Support Budgets
- Apprenticeship Grant
- Restructure Further Education
- Joint Commission on Work Programme

Health & Social Care
- Police & Crime Commissioner
- Develop H&SC Business Plan

Revenue Generation
- £30m per year Earn Back

Greater Manchester Housing Providers

Anchor Institutions able to co-ordinate & manage delivery of Housing, Skills, Health & Social Care

7 Key Public Policy Areas to Revolutionise

Growth
- Housing Supply
- Employment & Skills

Reform
- Place
- Crime & Policing
- Complex Dependency
- Poverty
- Health & Social Care
### GMHP Thematic Working ~ The Offer Development

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<tr>
<th>Increase Our Collaboration</th>
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| - Create a partnership across providers to deliver a single voice in the 10 districts | - Active Asset management and appropriate investment to provide greater efficiency of service at a local level | - Employment & Skills  
- Provide first point of contact for people struggling to enter employment, job coaching & CV skills  
- Deliver Social enterprise courses e.g. taxa, HMRC, accounting, social media and marketing  
- Provide accredited training  
- Invest in place based work and skills services |
| - Develop housing markets through active partnership in creation of the GM spatial strategy  
- Engaging the existing Private Rented Sector to improve property condition, tenancy conduct & extend offer of local services | - Encourage economic activity through broader range of tenancy options  
- Maximise use of community assets creating opportunity for collocated services  
- Utilise district level housing market data to inform new build activity  
- Support the grant recycling and new build targets | - Health & Social Care  
- Strategic alignment leveraging long term commitment to communities  
- Engage with Better Care & Care and Support Fund to scale up existing work to deliver better health outcomes  
- Sustainability  
- Identify and support individuals at risk to fuel poverty and winter deaths e.g. Winter warm packs and fuel efficiency advice |
| **Place**                |                                            |                           |
| - Use Housing Partnerships to align on successful local initiatives, rationalising stock and sharing services | - Provide community hubs (current assets) to support community development schemes  
- Provide support from hospital discharge, community enablement and prevent re-admission  
- Supporting vulnerable & older people through non-clinical solutions and workforce development  
- Identify and support individuals at risk to fuel poverty and winter deaths e.g. Winter warm packs and fuel efficiency advice |
| **Employment & Skills**  |                                            |                           |
| - Enhance data collection, interpretation and sharing of intelligence  
- Identify skills gaps, tailoring initiatives accordingly  
- Partnerships with employers to deliver services  
- Utilise ATHENA project to deliver high-quality support  
- Combine buying power for local businesses increasing viability and sustainability  
- Provide centres for social enterprise support  
- Drive social enterprise through increased procurement from local suppliers  
- Collaborate with DWP, Local Authorities, Colleges, Adult Education Centres, Private & Voluntary sector in delivering initiatives e.g. Work Programme, Work Wall  
| - Place Asset management and appropriate investment to provide greater efficiency of service at a local level  
- Provide community hubs (current assets) to support community development schemes  
- Provide support for hospital discharge, community enablement and prevent re-admission  
- Supporting vulnerable & older people through non-clinical solutions and workforce development  
- Identify and support individuals at risk to fuel poverty and winter deaths e.g. Winter warm packs and fuel efficiency advice  
| - Complex Dependency  
- Share complexity dependency services removing duplication of effort  
- Create consistent approach to identification & referrals including early intervention | - Utilise ATHENA project to deliver high-quality support  
- Combine buying power for local businesses increasing viability and sustainability  
- Provide centres for social enterprise support  
- Drive social enterprise through increased procurement from local suppliers  
| - Crime & Policing  
- Create a framework to pool resources, assess risk, train teams, engage neighbourhoods across  
- Community Safety Partnerships  
- ASB Services  
- Victim & Witness Support  
- Domestic Violence  
| - Complex Dependency  
- Local knowledge to deliver interventions e.g. Debt advice, alcohol abuse, tenancy support  
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Appendix 5

Governance Arrangements

1.0 A Housing Devolution Programme Board (HDPB) will be established to monitor and further develop the MoU, and to oversee the transition from the current ways of working to the re-aligned housing strategies and delivery functions over the next 2 years. The HDPB will:

- Have strategic oversight and direction of the work plan;
- Review and accept recommendations from the GMHP Coordination Group and work streams;
- Evaluation of and response to the outcomes of the GM Spatial Strategy;
- Appraise the impacts of outcomes on GM and local housing markets;
- Align decision making authority with the importance of required decisions; and
- Ensure consistency with the wider programme of activity as set out in the MOU

2.0 Membership of the HDPB will be:

- GMCA
- GMHP
- Associate members for consultation and input as needed will include:
  - HCA
  - GM Place
  - Combined CCG and Health
- Secondments: as required for specific skills (legal, technical, financial etc)

3.0 To support the work of the DHPB a GMHP Co-ordination Group will provide operational support to the delivery of the work plans by:

- Proactive management of the timescales within the plan;
- Leadership and direction to the work streams;
- Coordination of activities through either direct leadership of the work streams or support to work stream leaders;
- Providing research, analysis and information gathering support as required; and
- Providing update reports to GMHP and the DHPB
Appendix 6

New Work Streams and Key Work Plan Milestones

Overview

1.1 This Appendix sets out a timeline for the new work streams which are highlighted in Section 6 of this MoU. The attached Gantt chart illustrates how the development of the work is related to the key milestones relating to production of the strategic plan set out in Section 7. The new work streams are designed to deliver the high level objectives, adding both value and scale to the interventions which have already been operationalised by the GM Housing Providers. The new work streams will provide the basis of an enhanced investment and housing supply framework based on need and demand. This will be supported by an overarching approach to Place based working which will develop a spatial framework for that investment and its alignment with Public Service Reform. Combined this body of work will provide the evidence, analysis, a programme of investment, and enhanced contributions to reform which will be the foundations of the strategic plan to be developed in May 2017.

1.2 During 2016/17 the Greater Manchester Housing Providers will continue to develop models of Place based working which will be driven forward by new leadership models and partnerships. This focus on Place based working will assist with the:

- Coordination of housing and public services to maximise the opportunities for those residents and families experiencing complex needs;
- Better integration of public services;
- Reduced cost of service;
- Delivery through place based leadership and improved partnership working;
- Increased scale of work and training opportunities.

1.3 These improved people based outcomes will be further enhanced by a new supply of homes in line with local needs and demand. A significant amount of delivery work is already in train across Greater Manchester as a result of the inputs of Housing Providers into addressing the key issues highlighted in the Growth and Reform Plan and the increased refinement of Place based working will assist with the acceleration of benefits and positive outcomes from this investment in 2016/17 and beyond.

Key Milestones

2.1 The first key milestones occur in June and July when the MoU will achieve sign off and the terms of reference and programmes of activity for new and existing work streams are brought together into one streamlined document which will be used to project manage the programme of activity to completion.

2.2 Three work streams also start in July which will form the baseline for the development of an Investment Programme. The focus of this work is to bring together research and policy
development around the themes of changing markets, market research for new housing products and the exploration of new models of financing and delivering housing supply. These first streams inform a second round of programme development which starts in August where the work streams cover infrastructure development, land supply, and measures to accelerate investment and reduce carbon emissions through retro fitting. Separately the initial work looking at the impact of changing local labour and housing markets on Growth informs both short and medium term investment decisions but also provides the baseline for an evidence based review of the long term function and form of the social housing sector.

2.3 The interrelated strands of work will provide the basis for a medium term investment programme for Growth and Public Service Reform as well as the shared objectives. The outcomes will inform a progressive debate about the future function and form of social housing. To achieve these outcomes it will be important to consult widely and to produce a cohesive set of recommendations which are policy relevant and deliverable in terms of investment and service reform. It is proposed to achieve this through two sets of workshops which are set out below:

   **Workshops November/December** - These will be designed to ensure that proposals relating to growth and reform are supported by evidence and pull together land, innovation in raising finance and delivering change, and are targeted at the right places at the right time;

   **The Strategic Plan** - Will be directly informed by these workshops as the work will confirm strategic objective, resources interventions and delivery arrangements; and

   **Workshops in February** – will establish the joint objectives which will inform the next phase of work to determine how the social sector may change in the medium to long term.

2.4 The outcomes generated by February will facilitate the development of a Strategic Plan in draft form in February which will be issued for consultation, following a similar process as designed for the MoU which open and inclusive for all members of the partnership.

2.5 The objective is to agree a final draft plan prior to the Mayoral Election in May 2017.
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<td>WS 6: Acceleration of investment in new homes and retrofitting to reduce carbon emissions</td>
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| WS 7: Evidence based review of future function and form of social housing | | | | | | | | | | | | Leads to Workshops 2
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<td>Workshops will provide a synthesis of these work streams and focus on converting them into policy and programmes</td>
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