

## HOUSING, PLANNING & ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE

**DATE:** 7 SEPTEMBER 2017

**SUBJECT:** GREATER MANCHESTER SPATIAL FRAMEWORK: BRIEFING

**REPORT OF:** ANNE MORGAN, HEAD OF PLANNING STRATEGY, GMCA

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### **PURPOSE OF REPORT**

To update Scrutiny on the GMSF process to date, outline the proposed timetable and identify issues on which Scrutiny may wish to receive further reports.

### **RECOMMENDATIONS**

Members are asked to;

1. Comment on the proposed approach to the rewrite of the GMSF as outlined in Section 3
2. Request a report in February on timetable for preparation of GMSF 2017
3. Request a further report early in the consultation period (post June 2018)

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## **1. BACKGROUND**

- 1.1 Greater Manchester is starting to show real and sustained growth in jobs and population but we still perform below the national average in terms of productivity and growth and there are still too many places which have weak economic performance. Greater Manchester is on a transformative journey – we are actively promoting a strategy for growth across the whole of GM providing opportunities for investment in areas where we have genuine competitive advantages and for the acceleration of growth in those areas where economic activity is weakest. Even with the success of this strategy we will need to do a lot more to ensure that none of our residents are left behind. The GMSF is an important part of our tool-kit which is designed to facilitate Greater Manchester's capacity to deliver our full economic potential, and also to ensure that all parts of Greater Manchester and its residents fully share in that economic success. This means that those parts of Greater Manchester which are performing comparatively weakly should be supported to accelerate their growth.
- 1.2 We need to manage growth so that Greater Manchester is a better place to live, work and visit. It is our aspiration that Greater Manchester becomes as well known for the quality of its environment as for its economic success. Our Green Belt plays a role in this but there are important green spaces, parks, rivers and canals in the heart of our urban communities which are equally valuable. The protection and enhancement of our blue and green infrastructure is a central theme of our strategy
- 1.3 The GMSF in itself does not deliver development, rather it defines what may or may not be developed in particular locations. Through our devolution agenda we are developing and delivering ambitious plans to enhance the skills base and transform the health and well-being of our population to maximise our ability to promote inclusive growth.

## **2. INTRODUCTION**

- 2.1 In August 2014 the 10 Local Planning Authorities in Greater Manchester (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan) agreed to prepare a joint Development Plan Document to set out the approach to housing and employment land across Greater Manchester for the next 20 years. This is known as the Greater Manchester Spatial Development Framework (GMSF).
- 2.2 In November 2014 the first devolution agreement was agreed which provided for an elected Mayor with responsibility to produce a Spatial Strategy with the unanimous support of her/his Cabinet.
- 2.3 Following election of the Mayor in May 2017 part of the GMSF may become the Spatial Strategy and part will remain a joint development plan document to be adopted by the resolution of the full Councils of all 10 authorities.
- 2.4 Since 2014 there have been 3 consultations;

- November 2014 = initial evidence
- November 2015 – Vision, Objectives and Strategic Growth Options
- October 2016 – Draft GMSF

2.5 The October 2016 consultation was the most substantive. A first draft of the GMSF was produced in October 2016, with a public consultation running from 31 October 2016 to 1 January 2017. The Draft GMSF 2016 and associated documents can be accessed at [https://www.greatermanchester-ca.gov.uk/info/20081/draft\\_plan](https://www.greatermanchester-ca.gov.uk/info/20081/draft_plan)

2.6 The consultation generated over 25,000 responses. In broad terms there was support for many aspects of the overall strategy and the approach taken to each of the policy themes. Some key issues emerged;

- Robustness of the growth forecasts particularly in the light of Brexit
- Support for development on brownfield land before/instead of Green Belt
- Concern over the ability of the transport network to accommodate current levels of activity and impact of future levels of growth
- Concern over current infrastructure (schools and health) and ability to accommodate growth
- Loss of green space

2.7 Over 90% of the representations received related to sites that we were being proposed for release from the Green Belt. There were also concerns about the way in which the consultation process itself was carried out.

2.8 The Mayor announced a radical rewrite of the Greater Manchester Spatial Framework in May. He supports the high ambitions for the homes and jobs but wishes to see a substantial reduction in the loss of greenbelt. He also wants the plan to do more to explicitly address the housing crisis and provide more affordable housing, and a greater emphasis on town centres.

2.9 The next iteration of the GMSF must clearly respond to the issues raised during the consultation, as well as to any new evidence that has emerged since the first Draft GMSF was produced.

2.10 The current timetable indicates that the next consultation will be on a Publication version of the GMSF in September 2017. However, in light of the volume of responses received, the scale of work required to respond to the issues raised during the consultation the Mayor and Leaders agreed to extend this until June 2018.

2.11 This change in the timetable clearly has implications for the longer term adoption process and options to address this are being developed.

### 3. **TIMELINE TO JUNE CONSULTATION**

- 3.1 The next consultation on the revised GMSF is proposed to be held in June 2018 however this does not mean that there will be a vacuum between now and then. The main focus of the work will be;
- (i) Continued development of the supporting evidence base in response to consultation responses and any changes in Government GMCA policy
  - (ii) Development of a wider communications strategy and engagement process to share the critical evidence which will underpin the next version of the GMSF and allow residents, community groups, developers and the voluntary sector to access the sometimes complex information over a longer period of time.
  - (iii) Development of stable draft GMSF including agreement on the levels and distribution of development including Green Belt sites.

**(i) Continued development of the evidence base**

- 3.2 Appendix 1 sets out the main work streams that are underway. This work is being undertaken by a mix of the GMSF ‘core team’, comprising staff informally seconded from districts, consultants and specialist support, for example the Greater Manchester Ecology Unit.

**(ii) Development of a wider communications strategy and engagement process**

- 3.3 There is general consensus that the next version of the GMSF needs to be accompanied by a more robust communications strategy. The GMCA Communications Team are preparing a draft communications plan which will be discussed with the Portfolio Lead and the District Communications Teams. This will continue to be worked on over the coming months
- 3.4 An important issue which was apparent from the last consultation was the ‘invisibility’ and inaccessibility of much of the supporting information which underpinned the plan. There were several background documents which contained valuable information but which, whilst it will still be necessary to produce complicated ‘technical’ documents to support the strategy there is a need to ensure that these are as accessible as possible and that they are clearly sign posted.
- 3.5 The main areas where questions were raised were in relation to how economic and housing growth figures had been arrived at, why brownfield land had been ‘ignored’ and how infrastructure could cope with the planned levels of growth. It is proposed that any future engagement could be usefully structured around these key strategic issues and that a programme of ‘information releases’ are planned between now and the Draft Plan;

September	Publication of updated economic forecasts Release of GMSF consultation responses
October	Implications of Government methodology for OAN for Greater Manchester and districts
December	Publication of districts Brownfield Register

January	Publication of GM 'urban land supply' Call for 'brownfield sites'
February	Publication of outcomes of Transport Studies

**(iii) Development of stable draft GMSF including agreement on the levels and distribution of development including Green Belt sites.**

3.6 Alongside the continuing work on the evidence base we will be preparing a revised narrative and writing the revised GMSF.

**4. RECOMMENDATIONS**

4.1 Recommendations are found at the beginning of the report.

# Appendix 1

Work package	Outline of tasks
Consultation – analysis	<ul style="list-style-type: none"> <li>• Cataloguing and analysing comments received and results of consultation</li> </ul>
Consultation - communications and engagement	<ul style="list-style-type: none"> <li>• Preparing an overall communications strategy</li> <li>• Develop a consultation plan for anticipated consultation in June 2018</li> </ul>
Transport planning	<ul style="list-style-type: none"> <li>• Develop strategic, GM wide approach for a transport network that supports growth and GMSF requirements over 20 years</li> </ul>
Updating existing land supply evidence (Housing and Employment)	<ul style="list-style-type: none"> <li>• Updating existing land supply to a December 2017 base</li> <li>• Agree components and assumptions on existing supply (ie windfalls; small sites allowance, density, etc)</li> <li>• Explore policy driven opportunities around sites not currently in land supply – eg mills and town centres</li> </ul>
Concept planning of GMSF allocations	<ul style="list-style-type: none"> <li>• Work carried out at District level, but need to collate information on each site and ensure consistency</li> <li>• Agree a minimum detail of planning required</li> </ul>
Assessment and selection of GMSF allocations and call for sites	<ul style="list-style-type: none"> <li>• Consistent and clear evidence on how we have treated all site proposals and their impact on issues like transport, environment, utilities,</li> <li>• One consistent approach and evidence base for making decisions across all call for sites submissions</li> </ul>
Employment land – industrial and warehousing and office land	<ul style="list-style-type: none"> <li>• Refining current land supply and allocations in draft GMSF to reduce amount of land and prioritise sites delivered in the plan period</li> <li>• Identify employment sites that could be re-purposed to housing</li> </ul>

Work with neighbouring areas and other Duty to Cooperate bodies	<ul style="list-style-type: none"> <li>• Meet DtC bodies, collect evidence on neighbouring plans and map key schemes</li> <li>• Further work with prescribed bodies like DEFRA family, LEP and LNP, etc.</li> <li>• Preparation of DtC statement and link to district monitoring reports</li> </ul>
Flood Risk Assessment	<ul style="list-style-type: none"> <li>• Review of sequential and exception tests on GMSF allocations</li> <li>• Assess implications of new climate change allowances on existing land supply and proposed allocations.</li> <li>• Investigate opportunities for safeguarding land for flood risk management</li> <li>• Refresh the existing SFRAs in light of new allocations and existing land supply.</li> </ul>
Infrastructure Delivery Plan	<ul style="list-style-type: none"> <li>• Review of existing infrastructure provision and shortfall for GMSF proposals</li> <li>• Demand and costs of infrastructure required to deliver growth ambitions of GMSF</li> <li>•</li> </ul>
Integrated Assessment	<ul style="list-style-type: none"> <li>• Review work to date and how IA has been applied at all stages so far</li> <li>• Ensure all recommendations from IA are followed through in future work</li> <li>• Further IA will be carried out of on next draft of GMSF</li> </ul>
Housing Strategy (SHMA)	<ul style="list-style-type: none"> <li>• Review and update all demographic and housing evidence prior to publication GMSF</li> <li>• Respond to issues raised by Housing White Paper LPEG, Housing Bill, etc</li> <li>• Add further evidence or undertake more work to respond to consultation</li> </ul>
Economic Strategy (GMS)	<ul style="list-style-type: none"> <li>• Update economic forecasting and other modelled economic data</li> <li>• Ensure latest evidence is used to inform economic strategy section of GMSF</li> <li>• Add further evidence or undertake further work in light of consultation responses</li> </ul>
Environment Strategy	<ul style="list-style-type: none"> <li>• Review, update and expand environmental evidence, ensuring it responds to issues raised at consultation</li> <li>• Mapping work from GMEU to identify areas for improvement in environmental quality</li> </ul>
Green Belt and landscape strategy	A positive strategy for GB, demonstrating strategic approach

