

**Date:** 15 January 2018

**Subject:** Greater Manchester Spatial Framework (GMSF) Update

**Report of:** Anne Morgan, Head of Planning Strategy

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## 1. PURPOSE OF REPORT

1.1 To update Scrutiny members on the GMSF

## 2. RECOMMENDATIONS

2.1 That the committee notes the report.

## 3. CONTACT OFFICERS

3.1 Anne Morgan, Head of Planning Strategy  
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## 4. BACKGROUND

4.1 Members requested an update on the GMSF at each Scrutiny meeting. As reported at the September meeting, the next consultation on the revised GMSF will be in June 2018 and 3 main areas of work were identified. This report updates on progress on as well as providing a short update on the proposed review of National Planning Policy Framework.

## 5. INTRODUCTION

5.1 The key areas of work identified in the September report were:

- (i) Continued development of the of the supporting evidence base
- (ii) Development of a wider communications strategy and engagement process
- (iii) Development of draft GMSF 2018

### **Continued development of the evidence base**

5.2 Appendix 1 sets out the main areas of work that are underway with a brief progress report. This list is not exhaustive but highlights the range of work required to underpin a statutory plan. The main focus of the GMSF core team and district colleagues is in updating the land supply, including further work to look at opportunities to increase densities, make more of town centres. This is important as we need to understand how much development our existing urban land can accommodate and if not, what the size of the 'gap' is.

- 5.3 All districts published their Brownfield registers in December 2017. We are looking to collate these alongside the rest of the baseline land supply for publication in January 2018. This will allow residents/investors to see what land we have identified for development and check that we have not overlooked any sites/buildings which could help us meet our development needs. The majority of this land will be brownfield, although there will be some greenfield sites. A further report will be brought to Scrutiny in February on this issue.

### **Development of a wider communications strategy and engagement process**

- 5.4 Work is underway with the GMCA communications team, assisted by the Consultation Institute to develop a communications strategy for the next consultation. An initial proposal was discussed at the Planning & Housing Commission in December. This paper is attached as Appendix 2.
- 5.5 One of the main areas raised in the last consultation was the difficulty in accessing and understanding the wide range of evidence and information supporting the plan. The Joint AGMA/GMCA Executive Board agreed to release some of the key evidence that will inform the next plan in the run up to the consultation. The table below provides an update on this

Sept	Publication of updated economic forecasts Release of GMSF consultation responses	<a href="https://www.greatermanchester-ca.gov.uk/info/20004/business_and_economy/73/greater_manchester_forecasting_model">https://www.greatermanchester-ca.gov.uk/info/20004/business_and_economy/73/greater_manchester_forecasting_model</a>
Oct	Implications of Government methodology for OAN for Greater Manchester and districts	GM Response to the Government consultation published <a href="https://www.greatermanchester-ca.gov.uk/meetings/meeting/475/greater_manchester_combined_authority">https://www.greatermanchester-ca.gov.uk/meetings/meeting/475/greater_manchester_combined_authority</a>
Dec	Publication of districts Brownfield Register	Registers published on district websites
Jan	Publication of GM 'urban land supply' Call for 'brownfield sites'	Mid – late January 2018
February	Publication of Transport evidence	February/March 2018

### **Development of Draft GMSF 2018**

- 5.6 The Greater Manchester Strategy is the starting point for the development of the next version of the GMSF, and the vision and priorities will guide the GMSF strategy. All of the evidence needs to be brought together and understood, particularly the levels of growth we are looking to accommodate, the capacity of our land supply to accommodate this and the infrastructure implications of development. We will be developing the strategy in the New Year.

## **6. NEIGHBOURHOOD PLANNING BRIEFING NOTE**

- 6.1 Scrutiny requested a short briefing note on Neighbourhood Planning. This is attached at Appendix 3

## **7. REVIEW OF THE NATIONAL PLANNING POLICY FRAMEWORK**

- 7.1 Government announced in the Housing White Paper that there would be a review of the National Planning Policy Framework (NPPF) during this Parliament. The Local Housing Needs consultation (which ended in November 2017) reiterated that this would take place in Spring 2018. The NPPF is an important policy document and GMCA is intending to respond to the review. A further report will be brought back to Scrutiny when the consultation is launched.

## **8. RECOMMENDATIONS**

- 8.1 Recommendations are found at the front of the report

# Appendix 1

Work package	Outline of tasks	Progress
Consultation analysis	<ul style="list-style-type: none"> <li>• Consultation report being written</li> </ul>	<ul style="list-style-type: none"> <li>• Consultation processing and analysis complete</li> <li>• Consultation responses made public on 28 September 2017</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>	<ul style="list-style-type: none"> <li>• Workshop with the Consultation Institute</li> <li>• Draft engagement being prepared for discussion with Planning &amp; Housing Commission</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>	<ul style="list-style-type: none"> <li>• Phase 1 study almost complete</li> <li>• Scoping of Phase 2</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>• Districts deadline for brownfield registers 31/12/17</li> <li>• Collation of brownfield registers and other existing land supply for publication in January 2018</li> </ul>	<ul style="list-style-type: none"> <li>• Registers published on district websites</li> </ul>
Concept planning of GMSF allocations	<ul style="list-style-type: none"> <li>• Districts working to agreed template setting out minimum level of detail required</li> </ul>	<ul style="list-style-type: none"> <li>• Work ongoing at District level</li> <li>• Consultants helping to collate and present information in a consistent way</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> </ul>	<ul style="list-style-type: none"> <li>• Work ongoing</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>	<ul style="list-style-type: none"> <li>• Work ongoing</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> </ul>	<ul style="list-style-type: none"> <li>• JBA commissioned to undertake SFRA</li> <li>• Data collection underway</li> <li>• Existing flood risk strategies reviewed</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> </ul>	<ul style="list-style-type: none"> <li>• Dependent of conclusion of other work streams</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>	<ul style="list-style-type: none"> <li>• Workshop held with districts to check that IA recommendations are considered in future concept planning work</li> </ul>
Housing Strategy (SHMA)	<ul style="list-style-type: none"> <li>• Review and update all demographic and housing evidence prior to publication of next GMSF</li> </ul>	<ul style="list-style-type: none"> <li>• Updating of baseline data complete</li> <li>• First draft expected in January 2018</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>	<ul style="list-style-type: none"> <li>• GMS provides the context</li> <li>• Further work on employment floorspace methodology commissioned</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> </ul>	<ul style="list-style-type: none"> <li>• Landscape Sensitivity study commissioned</li> <li>• Working in partnership with Natural England/ONS on accessible greenspace analysis</li> </ul>

Green Belt and landscape strategy	A positive strategy for GB, demonstrating strategic approach	Dependent on other workstreams
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# Appendix 2

Date: Thursday 14 December 2017

Report for: **Greater Manchester Planning and Housing Commission**

Subject: Greater Manchester Spatial Framework – Communications and Engagement Update

Report of: Claire Norman, Director, Communications and Engagement Team, GMCA,  
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## PURPOSE OF REPORT

This report provides an update into communications and engagement for the Greater Manchester Spatial Framework; outlining the activity that has taken place since the last update to the Commission in September. This includes the advice and guidance commission with the Consultation Institute who are offering assurances to our processes and the development of the GM wide communications and engagement working group.

## RECOMMENDATION OF THE REPORT

Members of the Commission are asked to note the content of this report.

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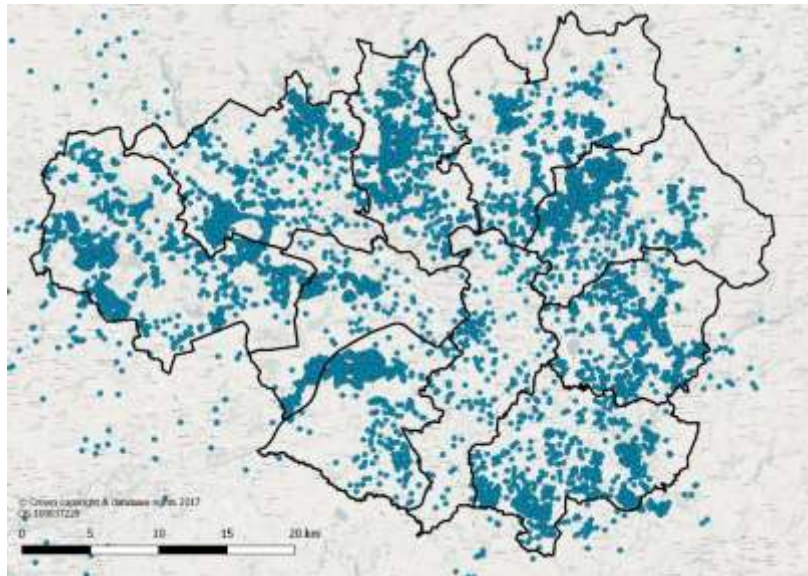
## 1. BACKGROUND

### 1.1 2016 consultation on the Greater Manchester Spatial Framework

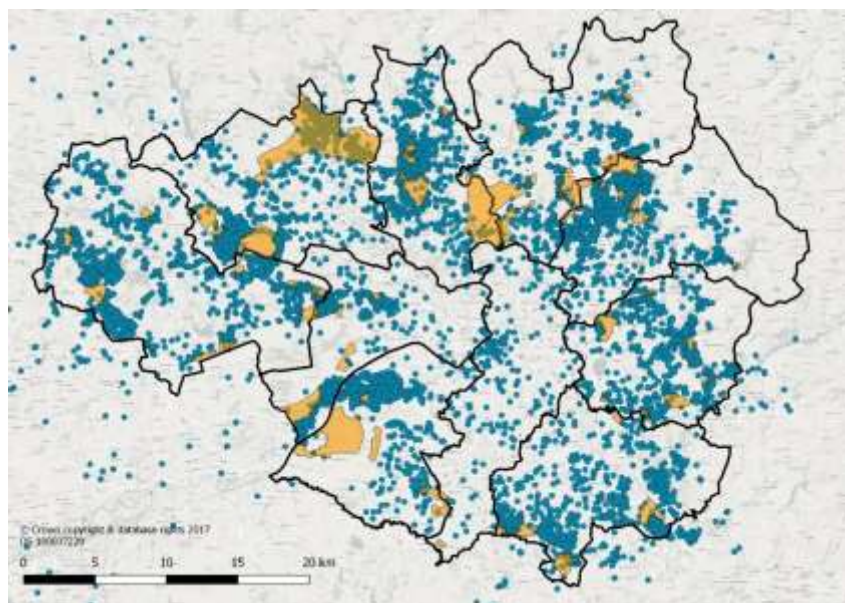
- 1.1.1 During the consultation on the first iteration of the Greater Manchester Spatial Framework, which started in October 2016, 29,583 separate comments were recorded, with 27,655 were submitted from people within Greater Manchester.
- 1.1.2 The highest number of responses appeared to be from people in Bury (5,092) and the lowest in Manchester (316). Around 1,242 comments could not be accurately located or were not given postcodes.
- 1.1.3 Most of the comments about allocations were located around the allocation, showing that primarily people were concerned with their immediate locality. However, there were also many comments on allocations from other parts of Greater Manchester and across the United Kingdom.

## 1.2 Maps of responses

### 1.2.1 Map showing the responses distributed across Greater Manchester –

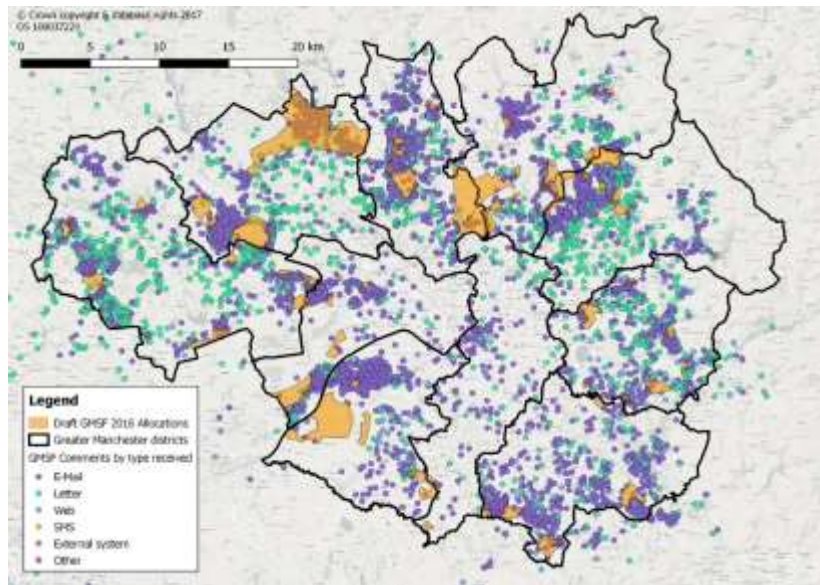


### 1.2.2 Map showing the responses distributed across Greater Manchester, along with the allocations as proposed in the previous draft of the plan in October 2016 –



### 1.2.3 Map showing the method that people used to respond to the previous consultation –





- 1.2.4 This data will help to inform the approach for the next consultation and that whilst it is expected that feedback will naturally be increased around the proposed allocations, engagement needs to be across the conurbation to a wider audience to reiterate that this is a plan for everyone.

## 2. ACTIVITY UPDATE

- 2.1 A Communications and Engagement Plan was drafted towards the end of the summer 2017 in partnership with communication and engagement leads in each District .

### 2.2 Development of the GM Communications and Engagement working group

- 2.2.1 A GM wide working group has been established to discuss emerging themes and issues with the spatial framework, such as consistent key messages, a stable approach to engagement and ongoing conversations about future challenges.

- 2.2.2 This groups comprises communications and engagement leads from Rochdale Council, Salford City Council, Stockport City Council, Transport for Greater Manchester, and GMCA. To date, this group has met two times with the expectation that they will meet on a monthly basis going forward.

- 2.2.3 Other communication and engagement teams from other areas of the public sector within Greater Manchester receive updates on developments through the 'Head of Comms' meeting which takes place monthly. This monthly update ensures that every key public sector communicator has sight of the developments and can contribute where necessary.

### 2.3 Release of responses through an e-bulletin

- 2.3.1 All of the responses from the consultation in October 2016 were published and people could see all of the submissions.

- 2.3.2 People were informed about this through either an e-bulletin or by post. Through the email method, we were able to collect a number of statistics to monitor engagement in news via email.

- 2.3.3 6,465 emails were opened (63.8% of those that it was sent to), with 1,874 of those people clicking through into other areas of the e-bulletin. 206 emails bounced (email

addresses were unavailable at the time of sending) and 35 unsubscribed themselves from the list.

2.3.4 Within the e-bulletin, a list of all of the recent news releases relating to the Greater Manchester Spatial Framework were referenced, along with information about a national consultation 'Planning for the right homes in the right places.' This is to continually demonstrate our commitment to being open and transparent with the public.

2.3.5 Regular e-bulletins will be done to the mailing of over 10,000 people to keep people informed of developments, encourage wider involvement and demonstrate our transparency. People are being encouraged to engage electronically where possible.

## 2.4 The Consultation Institute

2.4.1 The Consultation Institute have been commissioned to support the pre-engagement and subsequent consultation with 7 days of advice and guidance.

2.4.2 The initial start to this collaboration was on Thursday 23 October, when they facilitated a risk workshop with the strategic leads for planning and housing (Paul Dennett and Steve Rumbelow), planners from across GM and communication and engagement leads from the working group.

2.4.3 During the session, a number of potential risk areas were discussed, such as public engagement, politics, management of the programme, law / legal implications and leadership.

2.4.4 As an output of the risk workshop, there will be a report which will outline some recommendations of mitigating activity to help to manage both the pre-engagement and next consultation. This report is due before the end of 2017.

2.4.5 Further work will be done with the Consultation Institute over the coming months.

## 2.5 Proactive news and communication coverage

### 2.5.1 **'Planning for the right homes in the right places' consultation.**

GMCA responded to the government's consultation on housing needs, and the response was presented to November's GMCA meeting. A press release was also prepared and issued which linked to the response so the public could see how GMCA engaged with government on the consultation. As outlined above, residents were also encouraged to respond to the consultation in the October e-bulletin.

### 2.5.2 **Town Centre challenge.**

The Town Centre Challenge is a new initiative launched by Andy Burnham in November. Local authorities are invited to nominate one of their towns for focused attention to help accelerate regeneration. The Mayor, working with each council, will bring together housing providers, public and private landowners, developers, community groups and other key stakeholders in a concerted effort to support local councils to unlock the potential in town centres, particularly to deliver viable housing markets and sustainable communities.

This forms part of the approach to the spatial framework rewrite as it unlocks the potential of developing higher-density, affordable housing which is better linked to transport infrastructure and local retail and leisure facilities, seeking to reduce the requirement on greenbelt land.

The Town Centre Challenge was launched at a media event in Bury which generated significant media coverage in both Greater Manchester-wide broadcast and print media, and local media outlets. It was followed by a stakeholder event in Stockport after November's GMCA meeting, where Stockport's nomination was the first in Greater Manchester to be revealed.

#### 2.5.3 **Mayor's Question Time**

The Mayor of Greater Manchester also holds public Question Time events every month around the conurbation. So far, around 400 people have attended the first four sessions. Members of the public are asked to raise any questions with Andy Burnham that are important to them. The GMSF has been raised at all of the events and answered. These events have been viewed (via an online link) over 60k times and over 40k worth of minutes have been viewed.

#### 2.5.4 **Ongoing engagement monitoring**

The City Mayor for Salford and GM Lead for Planning, Housing and Homeslessness Paul Dennett has met with numerous Greater Manchester wide groups and organisations about the next stages of the development of the plan.

These individuals, groups and organisations have included –

- Members of Parliament
- Save Greater Manchester Greenbelt Association
- Campaign to Protect Rural England
- DevoConnect

In addition to this, localised activity is happening across the Districts, where face to face engagement is happening between Leaders, Officers and groups and organisations. This information will be collated on an ongoing basis going forward.

### **3. 2017/18 QUARTER 4 – PROJECTED ACTIVITY**

3.1 There is a range of planned activity in the first quarter of 2018 around the spatial framework to ensure that the public continues to be informed about developments, and are prepared for the publication of the revised draft and the subsequent public consultation. This activity includes:

- 3.1.1 A media release following the publication of the brownfield sites, from across the ten Greater Manchester Districts will be issued and this will reiterate the communication messages outlined in the initial plan.
- 3.1.2 Monthly Mayor's Question Time (December – Bolton, January – Tameside, February – Wigan, March – Bury and April – Rochdale) will give members of the public an opportunity to ask the Mayor directly about questions relating to any part of the plan that they care about.
- 3.1.3 E-bulletin to people registered on the circulation list will be sent out in January with an update to any activity.
- 3.1.4 Ongoing engagement with interest groups, recorded through a centrally stored datasheet to monitor ongoing leader engagement.
- 3.1.5 Explore other opportunities for collaboration with partner agencies.

3.2 In addition, the communications and engagement working group will produce an updated communications and consultation plan by the end of February 2018, which will include –

- A full consultation plan, which will reflect the content taken from the Consultation Statement for Greater Manchester which is currently being

drafted with input from both planning, communication and engagement colleagues.

- A detailed communication plan with a table of milestones and dates, relating to wider GMSF information and release of information.
- An outline of the approach to engagement; how feedback will be captured, recorded and used, including that information that is captured outside of the formal consultation period or methods.

# Appendix 3

## NEIGHBOURHOOD PLANNING BRIEFING NOTE

### INTRODUCTION

Neighbourhood planning is a right for communities introduced through the Localism Act 2011. (<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>).

Communities can shape development in their areas through the production of Neighbourhood Development Plans, Neighbourhood Development Orders and Community Right to Build Orders. Neighbourhood planning is optional, not compulsory

Neighbourhood Development Plans become part of the Local Plan and the policies contained within them are then used in the determination of planning applications. Neighbourhood Development Orders and Community Right to Build Orders allow communities to grant planning permission either in full or in outline for the types of development they want to see in their areas.

The local parish or town council will lead on neighbourhood planning in their areas. Where one does not exist then a community group known as a neighbourhood forum needs to be established to lead. The Localism Act recognises that not all communities are residential in nature and as such in areas that are predominantly commercial then a business led neighbourhood forum can be established.

The Local Planning Authority is involved and will make decisions at key stages of the process, such as approving the neighbourhood area within which the Neighbourhood Development Plan will have effect. It will also organise the independent examination of the plan and the community referendum that is held at the end of the process.

The referendum is an important part of the process allowing those that live in the neighbourhood area to decide whether or not the Neighbourhood Development Plan, Neighbourhood Development Order or Community Right to Build Order comes into effect or not. This is direct democracy and outlines the importance of working with the wider community and securing their support at an early stage in the process.

It must be stressed that the policies produced cannot block development that is already part of the Local Plan. What they can do is shape where that development will go and what it will look like.

### 5 STAGES OF NEIGHBOURHOOD PLANNING

#### **Stage 1: defining the neighbourhood**

First, local people will need to decide how they want to work together. In areas with a parish or town council, the parish or town council will take the lead on neighbourhood planning. In areas without a parish or town council, local people will need to decide which organisation should lead on coordinating the local debate. In some places, existing community groups may want to put themselves forward. In other places, local people might want to form a new group. In both cases, the group must meet some basic standards. It must, for example, have at least 21 members, and it must be open to new members.

Town and parish councils and community groups will then need to apply to the local planning authority (usually the borough or district council).

It's the local planning authority's job to keep an overview of all the different requests to do neighbourhood planning in their area. They will check that the suggested boundaries for different neighbourhoods make sense and fit together. The local planning authority will say no if, for example, 2 proposed neighbourhood areas overlap. They will also check that community groups who want to take the lead on neighbourhood planning meet the right standards. The planning authority will say no if, for example, the organisation is too small or not representative enough of the local community, including residents, employers and business.

If the local planning authority decides that the community group meets the right standards, the group can call itself a 'neighbourhood forum'. (This is simply the technical term for groups which have been granted the legal power to do neighbourhood planning in a particular area.)

### **Stage 2: preparing the plan**

Local people will need to pull together and prioritise their early ideas, and draw up their plans. They can choose to draw up either a plan, or a development order, or both. It is entirely up to them. Both must follow some ground rules:

- they must generally be in line with local and national planning policies
- they must be in line with other laws
- if the local planning authority says that an area needs to grow, then communities cannot use neighbourhood planning to block the building of new homes and businesses; they can, however, use neighbourhood planning to influence the type, design, location and mix of new development
- neighbourhood plans must contribute to achieving sustainable development

With a neighbourhood plan, communities are able to establish general planning policies for the development and use of land in a neighbourhood. They will be able to say, for example, where new homes and offices should be built, and what they should look like. The neighbourhood plan will set a vision for the future. It can be detailed, or general, depending on what local people want.

With a neighbourhood development order, the community can grant planning permission for new buildings they want to see go ahead. Neighbourhood development orders allow new homes and offices to be built, without the developers having to apply for separate planning permission.

### **Stage 3: independent check**

Once a neighbourhood plan or order has been prepared, an independent examiner will check that it meets the right basic standards. If the plan or order doesn't meet the right standards, the examiner will recommend changes. The planning authority will then need to consider the examiner's views and decide whether to make those changes.

If the examiner recommends significant changes, then the parish, town council or neighbourhood forum may decide to consult the local community again before proceeding.

### **Stage 4: community referendum**

The local council will organise a referendum on any plan or order that meets the basic standards. This ensures that the community has the final say on whether a neighbourhood

plan or order comes into force. People living in the neighbourhood who are registered to vote in local elections will be entitled to vote in the referendum. If more than 50% of people voting in the referendum support the plan or order, then the local planning authority must bring it into force.

### **Stage 5: legal force**

Once a neighbourhood plan is in force following a successful referendum, it carries legal weight. Decision makers are obliged to consider proposals for development in the neighbourhood against the neighbourhood plan.

A neighbourhood order grants planning permission for development that complies with the order. Where people have made clear that they want development of a particular type, it will be easier for that development to go ahead.

## **REQUIREMENTS OF A NEIGHBOURHOOD PLAN**

There are certain basic requirements which are essential components of any Neighbourhood Development Plan. When a Parish Council or designated Neighbourhood Forum submits a plan to the local planning authority, it must include:

- A map or statement
- A consultation statement
- The proposed Neighbourhood Development Plan
- A statement explaining how the plan has met the 'basic conditions'.