

Date: 27 September 2019

Subject: Greater Manchester Spatial Framework Update

Report of: Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure

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#### **PURPOSE OF REPORT**

To update the GMCA on the consultation on the 2019 Revised Draft of the Greater Manchester Plan for Homes, Jobs and the Environment (GMSF)

#### **RECOMMENDATIONS:**

The GMCA is requested to:

1. Delegate authority to the GMCA Chief Executive in consultation with the Portfolio Lead for Housing, Homelessness and Infrastructure to publish the report on the Summary of Consultation Responses to Revised Draft GMSF 2019 ( as set out in Section 2).
2. Agree to the publication of the consultation responses as set out in the report (Section 2).
3. Agree the proposed timetable for consultation on the Further Revised Draft of the Greater Manchester Plan for Homes, Jobs and the Environment (GMSF) (Section 4).

#### **CONTACT OFFICERS:**

Anne Morgan, Head of Planning Strategy  
([anne.morgan@greatermanchester-ca.gov.uk](mailto:anne.morgan@greatermanchester-ca.gov.uk))

BOLTON  
BURY

MANCHESTER  
OLDHAM

ROCHDALE  
SALFORD

STOCKPORT  
TAMESIDE

TRAFFORD  
WIGAN

**BACKGROUND PAPERS:**

<b>TRACKING/PROCESS</b>		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
<b>EXEMPTION FROM CALL IN</b>		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
GM Transport Committee	Overview & Scrutiny Committee	
N/A	N/A	

## **1. BACKGROUND**

- 1.1 Consultation on the Revised Draft of the Greater Manchester Plan for Homes, Jobs and the Environment (Greater Manchester Spatial Framework) took place between January and March this year.
- 1.2 Over 17,500 individuals and organisations responded and more than 67,000 comments were made to the consultation. These have been loaded onto the consultation portal and analysed.
- 1.3 Appendix 1 sets out the number of responses received by policy area.

## **2. CONSULTATION SUMMARY REPORT**

- 2.1 A Consultation Summary report will be published following the GMCA meeting. The responses have been analysed by thematic policy area and key issues identified which will need to be considered during the preparation of the next version of the plan.
- 2.2 These key issues will inform the further evidence work that needs to be undertaken and also the engagement strategy over the coming months. A Consultation Final Report will be produced with the next Draft GMSF which will outline how these issues have been considered and how the plan has been changed as a result of comments made, or why some comments have not resulted in changes. It is not intended to respond in detail to every comment made.
- 2.3 The Consultation Summary report sets out the key issues in more detail and it is important to understand the range of issues and the inter-relationship between issues.
- 2.4 In general the overall approach of the plan - to concentrate development in the most sustainable locations, increase density of development, move to carbon neutral living, make an explicit commitment to more affordable housing, provide stronger protection for valuable green spaces- was supported. Concerns were raised however that the thematic policies were undermined by the proposed allocation policies, or that the implications of the thematic policies threatened the viability of sites.
- 2.5 There was a lot of responses around the approach in the plan to meeting Local Housing Need. Many resident/community organisations were of the view that the standard methodology was flawed and should not be used, and that Greater Manchester should not seek to meet Local Housing need if this necessitated Green Belt release. Alternatively, others, notably the development industry were of the view that the Local Housing need methodology was the 'starting point' for the plan and was a minimum which should be increased to match the aspirations for economic growth.

- 2.6 Several issues were raised by a cross section of respondents. The list below outlines the issues which have generated significant responses (this is not an exhaustive list). Given the importance of the plan to the range of communities, organisations and interests across Greater Manchester it is not surprising that the comments received in relation to these issues are often divergent.
- Scale of Greater Manchester's ambition – for both employment and homes.
  - Credibility of evidence base – Local Housing Need Methodology, economic forecasts in period of uncertainty
  - Brownfield preference/viability of the baseline land supply
  - Green Belt release
  - Sustainability/viability of proposals in the plan – carbon, transport
  - Infrastructure required to support scale and pattern of growth – and funding to deliver this
- 2.7 The proposed site allocation policies generated a significant number of responses with most focusing on loss of Green Belt, concern over impact on existing transport networks and pressure on social infrastructure.
- 2.8 It is proposed to publish the Consultation Summary report and the consultation responses shortly after the GMCA meeting. Respondents will be able to check that their response has been captured accurately and also see what other respondents have submitted.
- 2.9 Work is already underway on a range of evidence studies to respond to the consultation and inform the next version of the plan. The two critical studies that are underway are around transport and viability, although other key work on flood risk, carbon and energy, heritage and green infrastructure is also ongoing. It is proposed that this work is shared more widely with stakeholders as the next plan is being developed to widen engagement. Further work is planned looking at demographics (including new national population and households projections statistics expected in 2020) and economic forecasting, when there is greater certainty around the position in relation to Britain's exit from the European Union.
- 2.10 The GMSF is of course only one of the strategic documents that the GMCA is producing to deliver the vision set out on the Greater Manchester Strategy. Further work on GMSF is being co-ordinated with the development of the Local Industrial Strategy, the Greater Manchester Infrastructure Framework, Transport 2040 and the Housing Strategy.

### **3. SPATIAL DEVELOPMENT STRATEGY**

- 3.1 Through the 2014 Devolution Agreement the Mayor has a duty to produce a Spatial Development Strategy (SDS), building on work carried out for the GMSF. The key drivers behind a joint plan are to support our inclusive growth ambitions by focusing

development in the most sustainable locations, particularly our Town Centres, providing infrastructure in a timely fashion and minimising the need to release Green Belt land. A joint plan also allows for a consistent policy framework for all 10 districts, addressing strategic issues such as affordable housing, flood risk, fracking and green infrastructure whilst leaving the detail to be determined at local level.

- 3.2 The SDS Regulations as currently drafted allow for strategic allocations but not strategic designations. Notwithstanding the efforts that are being made to focus development in the urban area, GMCA has always been clear that in order to meet its Local Housing Need it requires the option to allocate land in the Green Belt and to designate any resultant 'new' Green Belt boundary. Government is currently considering the request from Greater Manchester to amend the Spatial Development Regulations (SDR) to allow the GMSF to be progressed as an SDS. If Government is minded to make the minor amendment required, it is uncertain what the timescale for this will be.
- 3.3 In coming to a decision on the regulations Government has asked for reassurances around local engagement and consultation on the next GMSF. GMCA has provided a response to Government around how we will engage residents, developers and others in the preparation of the next GMSF and also the way in which we will consult on the next version of the plan.
- 3.4 The next GMSF will be produced as an SDS if the regulations are in place, otherwise it will continue as a Joint Development Plan Document (JDPD). Although not required by the SDS legislation, GMCA will prepare a 'Consultation Statement' setting out how we will communicate with our stakeholders in the future. Workshop sessions have been held with some key stakeholders to begin this process and it is intended that engagement will continue as the Statement is developed.
- 3.5 Alongside this Greater Manchester has committed to a greater degree of engagement in the development of the next plan. This has begun with workshops with community groups exploring how the last consultation was received and what can be done to improve this.
- 3.6 Commitment has already been made to engage with community groups, the voluntary and community sector and the development industry on the development of the evidence base and workshop sessions will be held over the autumn and early into the New Year to shape the studies and share the methodologies.
- 3.7 One of the key elements raised particularly by residents and community groups was the need to make sure that the contribution of brownfield land is maximised. A 'Town Centre/Urban Living' campaign is proposed to showcase the work already underway to address the challenges facing our town centres because of changing consumer behavior. A new approach, as set out in the Town Centre Challenge is needed to re-purpose our town centres, creating new residential neighbourhoods by promoting higher density development which is well served by good public

transport. This will enable people to access the facilities and services they need by walking and cycling. The Town Centre Challenge and other works across the districts recognise the importance of heritage, history and people of our townships and the role which culture, arts, creativity, and, leisure, can play. The campaign will highlight some of the successes, for example the recent designation of the first town centre Mayoral Development Corporation in Stockport as well as the new urban neighbourhoods being developed in the heart of the conurbation but also highlighting some of the challenges faced (viability, Benefit Cost Ratio issues) and the support needed from Government to achieve real transformation across the whole of Greater Manchester.

- 3.8 Detail around further devolution in respect of the rail network and railway stations recently announced by the Prime Minister, needs to be understood and factored into any future spatial strategy as appropriate.

#### 4. TIMETABLE

- 4.1 It is recommended that in order to allow time for Government to amend the SDS regulations, engage more fully with residents and other interested parties, and undertake a 12 week consultation, the timetable for the next consultation is moved to Summer 2020.

- 4.2 If the plan is to be an SDS, all 10 districts will seek full council approval through June and July with the GMCA agreeing the plan at the end of July for a 12 week consultation. Arrangements are slightly different (GMCA/AGMA Joint Board will commend the draft for district council approval) and may take a little longer if the document continues to be progressed as a Development Plan Document but consultation would begin by August at the latest.

- 4.3 The new timetable (for either an SDS or a DPD) would look as follows:

Programme of engagement around evidence (for example transport, affordable housing, viability)	October 2019 – March 2020
Town Centre/Urban Living/Affordable Housing campaigns	October 2019 – January 2020
District approvals	June/July 2020
GMCA approval	July 2020
Public Participation (12 weeks)	July 2020
Submission	Dec 2020/Jan 2021
Examination	May – October 2021
Publication (adoption)	December 2021

## **5. RECOMMENDATIONS**

5.1 Recommendations are found at the beginning of the report.

## Consultation responses

### Thematic policies

Context comments	1222
Our strategic objectives	1463
Our spatial strategy	908
Core Growth Area	589
City Centre	595
The Quays	490
Port Salford	484
Inner Areas	507
Northern Areas	1261
M62 North-East Corridor	1216
Wigan-Bolton Growth Corridor	1007
Southern Areas	623
Manchester Airport	568
New Carrington	523
Main town centres	726
Strategic green infrastructure	873
A sustainable and integrated transport network	775
Sustainable development	616
Carbon and energy	573
Heat and energy networks	344
Resilience	413
Flood risk and the water environment	444
Clean air	608
Resource efficiency	348
Context comments	445
Supporting long-term economic growth	341
Employment sites and premises	350
Office development	309
Industry and warehousing development	401
Prosperous Greater Manchester - Context comments	319
Scale of new housing development - scale of housing	896
Affordability of new housing - affordability housing	684
Type, size and design of new housing	525
Density of new housing	587
Homes for Greater Manchester - Context comments	620
Valuing important landscapes	539
Green infrastructure network	608
River valleys and waterways	371
Lowland wetlands and mosslands	346



Uplands	303
Urban green space	401
Trees and woodland	442
Green infrastructure opportunity areas	389
Standards for a Greener Greater Manchester	375
A Net Enhancement of Biodiversity and Geodiversity	359
The Greater Manchester Green Belt	1085
Greener Greater Manchester - context comments	483
Sustainable places	283
Heritage	255
New retail and leisure uses in town centres	263
Education, skills and knowledge	229
Health	349
Sport and recreation	272
Greater Manchester for everyone - Context comments	205
World-class connectivity	306
Digital connectivity	134
Walking and cycling network	341
Public transport network	385
Transport requirements of new developments	298
Highway infrastructure improvements	313
Freight and logistics	215
Streets For All	191
Connected Greater Manchester - Context comments	213
Infrastructure implementation	429
Developer contributions	445

## **Allocation policies**

Bury / Rochdale - GM Allocation 1: Northern Gateway	461
GM Allocation 1.1	
Heywood / Pilsworth (Northern Gateway)	343
GM Allocation 1.2: Simister and Bowlee (Northern Gateway)	397
GM Allocation 1.3: Whitefield (Northern Gateway)	325
Oldham / Rochdale - GM Allocation 2: Stakehill	982
Oldham / Rochdale GM Allocation 3: Kingsway South	2018
Bolton - GM Allocation 4: Bewshill Farm	67
Bolton - GM Allocation 5: Chequerbent North	75
Bolton - GM Allocation 6: West of Wingates / M61 Junction 6	142
Overall proposals for Bolton - Context comments	123
Bury - GM Allocation 7: Elton Reservoir Area	688
Bury - GM Allocation 8: Seedfield	266
Bury - GM Allocation 9: Walshaw	638
Overall proposals for Bury - Context comments	309

Manchester - GM Allocation 10: Global Logistics	80
Manchester - GM Allocation 11: Roundthorn Medipark Extension	70
Manchester - GM Allocation 12: Southwick Park	55
Overall proposals for Manchester - Context comments	83
Oldham - GM Allocation 13: Ashton Road Corridor	238
Oldham - GM Allocation 14: Beal Valley	1489
Oldham - GM Allocation 15: Broadbent Moss	144
Oldham - GM Allocation 16: Cowlshaw	1436
Oldham - GM Allocation 17: Hanging Chadder	1317
Oldham - GM Allocation 18: Robert Fletchers	316
Oldham - GM Allocation 19: South of Rosary Road	102
Oldham - GM Allocation 20: Spinners Way/ Alderney Farm	96
Oldham - GM Allocation 21: Thornham Old Road	2145
Oldham - GM Allocation 22: Woodhouses	574
Overall proposals for Oldham - Context comments	251
Rochdale - GM Allocation 23: Bamford/ Norden	409
Rochdale - GM Allocation 24: Castleton Sidings	101
Rochdale - GM Allocation 25: Crimble Mill - Please explain your answer	195
Rochdale - GM Allocation 26: Land North of Smithy Bridge	597
Rochdale - GM Allocation 27: Newhey Quarry	449
Rochdale - GM Allocation 28: Roch Valley	451
Rochdale - GM Allocation 29: Trows Farm	281
Overall proposals for Rochdale - Context comments	443
Salford - GM Allocation 30: Land at Hazelhurst Farm	201
Salford - GM Allocation 31: East of Boothstown	225
Salford: GM Allocation 32 - North of Irlam Station	1419
Salford - GM Allocation 33: Port Salford Extension	146
Overall proposals for Salford- Context comments	99
Stockport - GM Allocation 34: Bredbury Park Extension	625
Stockport - GM Allocation 35: Former Offerton High School	271
Stockport - GM Allocation 36: Gravel Bank Road / Unity Mill	448
Stockport - GM Allocation 37: Heald Green	456
Stockport - GM Allocation 38: High Lane	895
Stockport - GM Allocation 39: Hyde Bank Meadows	364
Stockport - GM Allocation 40: Griffin Farm, Stanley Green	330
Stockport - GM Allocation 41: Woodford Aerodrome	214
Overall proposals for Stockport - Context comments	277
Tameside - GM Allocation 42: Ashton Moss West	226
Tameside - GM Allocation 43: Godley Green Garden Village	1095
Tameside - GM Allocation 44: South of Hyde	1805
Overall proposals for Tameside, - Context comments	361
Trafford - GM Allocation 45: New Carrington	738
Trafford - GM Allocation 46: Timperley Wedge	942
Overall proposals for Trafford - Context comments	259

Wigan - GM Allocation 47: Land South of Pennington	182
Wigan - GM Allocation 48: M6 J25	607
Wigan - GM Allocation 49: North of Mosley Common	147
Wigan - GM Allocation 50: Pocket Nook	350
Wigan - GM Allocation 51: West of Gibfield	68
Overall proposals for Wigan - Context comments	121
Overall proposals for Greater Manchester as a whole - Context comments	871