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**Manchester City Council  
Report for Resolution**

**Report to:** Economy Scrutiny Committee – 9 November 2016  
Executive – 16 November 2016

**Subject:** Draft Greater Manchester Spatial Framework Consultation

**Report of:** Deputy Chief Executive, People, Policy and Reform and Director of Strategic Development

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**Summary**

To update members on the process of developing the Greater Manchester Spatial Framework, including the forthcoming consultation process under regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The consultation began on 31 October and last until 23 December and will be carried out in line with the Statement of Community Involvements of the 10 local planning authorities.

The Greater Manchester Spatial Framework is an important part of the Greater Manchester Devolution Agreement, and will set out the scale and spatial distribution of new housing, employment land and associated infrastructure across Greater Manchester until 2035. The Greater Manchester Spatial Framework will thereby set the strategic context for the sustainable growth of Greater Manchester over this period, and will inform and help shape the Council's own local plan for the City of Manchester.

**Recommendations**

Members are asked to note and comment on the report and the draft Greater Manchester Spatial Framework and the potential implications for the city.

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**Wards Affected:** All

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Draft GM Spatial Framework

[https://www.greatermanchester-ca.gov.uk/info/20081/vision\\_and\\_draft\\_strategic\\_options](https://www.greatermanchester-ca.gov.uk/info/20081/vision_and_draft_strategic_options)

- Integrated Assessment Report
- Greater Manchester Devolution Agreement
- Greater Manchester Strategy

## **1.0 Introduction**

- 1.1 Greater Manchester signed the first English devolution agreement in November 2014 and has followed this up with further agreements in March and July 2015 and March 2016, and with a memorandum of understanding between local authorities and health partners signed in February 2015. These agreements set out the powers and budgets that are to be devolved to Greater Manchester, alongside the measures and reforms to be undertaken to facilitate this transfer.
- 1.2 To ensure greater accountability for the devolved powers, the establishment of a Greater Manchester Mayor was announced as part of the first Devolution Agreement. An Interim Mayor was appointed in 2015 with elections for a directly elected Mayor, who will work alongside the ten local authority Leaders, planned for May 2017.
- 1.3 Greater Manchester has led the way on English devolution and is using it as a mechanism to accelerate the delivery of the locally agreed priorities set out in the Greater Manchester Strategy. A supportive spatial planning framework will be a key element of the delivery of sustainable growth across Greater Manchester, and the 10 local authorities have a long history of collaborative working in respect of planning, including the preparation of a joint Greater Manchester Minerals Plan and Waste Plan. Work on the Greater Manchester Spatial Framework has been underway for some time and has now progressed to the stage that a draft plan has been prepared for public consultation. The consultation draft is available at the following link [https://www.greatermanchester-ca.gov.uk/info/20081/vision\\_and\\_draft\\_strategic\\_options](https://www.greatermanchester-ca.gov.uk/info/20081/vision_and_draft_strategic_options)

## **2.0 Greater Manchester Spatial Framework**

- 2.1 The Greater Manchester Spatial Framework (GMSF) will set out the overall scale of future housing and employment land requirements across Greater Manchester and their spatial distribution. It will also identify what infrastructure (such as transport, utilities) will be required to facilitate this level and pattern of development. Importantly, the GMSF will enable these issues to be considered on a City Regional basis, reflecting the functional economic geography that spans individual local authority boundaries. The distribution of new housing and employment growth will be able to take account of the most appropriate opportunities across Greater Manchester. This provides the best opportunity to plan successfully, promoting sites that are most attractive to the market, securing added value through development quality and making stronger connections between development and regeneration, including the spatial reorganisation of activity to maximise opportunities for growth. The GMSF will also provide a strategic framework for districts to bring forward or update their own local plans, which will respond to local issues and requirements as needed.
- 2.2 The GMSF in itself does not deliver development, rather it defines what may or may not be developed in particular locations. Through our radical devolution

agenda we are developing ambitious plans to enhance the skills base and transform the health and wellbeing of our population to maximise our ability to promote inclusive growth. We will continue to target that growth through targeted support for those key sectors that will underpin the economy of Greater Manchester in the future. Housing and transport are key drivers in creating the conditions for growth and we are developing new investment models to help shape places where people want to live, invest and work. There is a particular need for significant transport infrastructure to access both housing and employment sites and we are committed to aligning our transport strategy and programmes to support the growth in GMSF.

- 2.3 Collaborative work began between the Greater Manchester councils to prepare the GMSF early in 2014. This work was partly prompted by difficulties across Greater Manchester in identifying sufficient deliverable sites to support a demonstrable five year housing land supply. In some cases this led to reduced local control over the planning process with some proposals on sub-optimal sites being granted planning permission on appeal. The development of the GMSF also made a significant contribution to the ten Councils meeting their statutory duty to co-operate. The process of preparing the GMSF began with a consultation on the evidence base to be used, and this was followed by a consultation on the Vision and draft growth options in late 2015 / early 2016. Various economic and demographic forecasts have been undertaken to inform the content of the plan, and the current draft GMSF identifies the need for an additional 227,200 new homes across Greater Manchester by 2035, with over 55,000 new homes in Manchester, around 24% of the GM total. In terms of new office space, the draft GMSF identifies a requirement for gross new office floorspace of 2,450,000m<sup>2</sup> of which around 55 per cent is within Manchester. The plan also outlines 8,126,000m<sup>2</sup> land for industrial and warehousing floorspace, which will deliver around 4,000,000m<sup>2</sup> over the plan period; 341,000m<sup>2</sup> of this figure would be in Manchester. According to the economic forecasts that were undertaken, this amount of employment land is considered sufficient to accommodate around 200,000 new jobs over the plan period.
- 2.4 The GMSF contains thematic policies to inform the delivery of this development over the plan period, as well as the supporting transport and other infrastructure that will be needed. There are a suite of policies dealing with the natural environment and potential development constraints, such as flood risk and air pollution, greenhouse gas emissions and climate change resilience. Other policies seek to ensure that the development proposed in the GMSF exhibits high quality design, and respects the heritage assets of the city region. Policies which consider social infrastructure – health, recreation and education and skills are a key way of demonstrating how the GMSF will support wider social and economic objectives, and align with other initiatives.
- 2.5 The significant scale of development that is being planned does raise a number of issues in terms of delivery, not least with land supply. Whilst the spatial focus of the GMSF is on developing brownfield sites within the existing urban area, a significant proportion of future development will need to be on land that is currently within the Green Belt, if the growth ambitions are to be achieved. Greater Manchester's Green Belt was designated thirty years ago

to check urban sprawl and promote the regeneration of existing urban areas and whilst it is still relevant for that purpose, it is now considered necessary to reconsider the boundary to ensure space for growth over the next 20 years or more.

- 2.6 The aim of the GMSF is to provide opportunities for development across the whole of Greater Manchester. However, a small number of strategic locations will make a disproportionate contribution to economic growth, in particular, the City Centre and Manchester Airport, both of which are subject to policies concerning their role and function within Greater Manchester. The City Centre's primary economic role is to be enhanced, alongside a growing residential population; new leisure and tourism development and new transport infrastructure will complement this activity and ensure that the City Centre remains an accessible and vibrant place that will drive forward the wider economy (Policy SL1). The Airport Gateway policy (Policy SL4) seeks to build on the success of Manchester Airport as an increasingly important international gateway, alongside the Enterprise Zone, where office and logistics development are promoted to take advantage of the unique location.

### **3.0 Implications for Manchester**

- 3.1 The GMSF is very important for the sustainable growth of Manchester; without a supportive planning policy framework preparing the Council's own local plan, masterplans and regeneration frameworks, as well as attracting public and private investment to the city would be considerably more difficult. The draft GMSF, seeks to address common issues across the city region in a coherent way, and in so doing, positively accords with many of the Council's own priorities for Manchester.

- 3.2 The scale of growth that is being planned for Manchester in the GMSF would be a continuation of the recent activity that the city has experienced, especially in and around the City Centre, and which is forecast to continue. The City Centre is identified as the primary focus for new office development, with significant high density and high quality housing in an attractive environment, and supported by a resilient retail offer, diverse leisure and cultural attractions with health and educational facilities to meet the growing residential population. The City Centre is already a major transport hub and this role will be strengthened and expanded to ensure that the new development continues to be highly accessible. The economic role, with the density and diversity of employment in the City Centre is not one that can be readily replicated elsewhere, and must be protected. A significant number of the jobs that the city region is forecast to create over the next 20 years will be in and around the City Centre, and with a limited land supply, maintaining an appropriate balance between employment uses and other uses that are also attractive to the market, particularly residential, is a fundamental challenge. The GMSF recognises this challenge and provides a framework for the Council to bring forward more detailed proposals for different areas of the City Centre, to enable this balance to continue to be met.

- 3.3 As a complementary driver for the growth in the City Centre, the substantial investment in office and logistics facilities at the Airport Enterprise Zone, and in Wythenshawe, is a key component in making Greater Manchester a globally attractive place for investment, and is critical to the Council's own growth ambitions. Enhancing the accessibility of the Airport both locally and across the North, Wales, Scotland and the Midlands is vital to future growth, and this is recognised in the GMSF, where further significant transport investment, including HS2 and the Northern Powerhouse Railway, is planned to reinforce this position over the plan period. Of increasing importance to the future growth of the city region will be the connectivity between these two growth poles.
- 3.4 Transport and other supporting infrastructure – water, wastewater, power, telecommunications and green infrastructure etc. will be essential to the future growth of Greater Manchester. While the city region has a well developed network of infrastructure at present, the future scale of development contained in the GMSF will require this to be reinforced and enhanced, to keep the city region a place people want to live and work in. The spatial pattern of development in the GMSF, as mentioned earlier, focuses on brownfield land in the existing urban area, and also seeks high density development in appropriate locations, to further minimise land-take and to create an intensity of development that is highly suitable for public transport use. Ensuring that these sites are well connected and that the complementary transport investment is delivered will require Greater Manchester to strengthen its investment capacity which in turn will require an analysis of value capture mechanisms.
- 3.5 Despite the focus on brownfield development, repopulation and urban containment, in order to provide sufficient housing and employment land to meet future need, which is an overarching requirement of any development plan, some greenfield development sites will be needed, and these are largely in the Green Belt. For Manchester, the three site allocations identified below are in the Green Belt, and have developed because of local circumstances or their proximity to existing developments and the particular opportunities for sustainable development that this affords.
- 3.6 Two allocations are in the Airport Gateway area: Policy AG1 – Airport City South, which proposes 40,000m<sup>2</sup> of warehousing space at an extension to Airport City South to the southwest of the Airport, and Policy AG2 - Roundthorn Medipark Extension, which proposes 86,000m<sup>2</sup> of office space by the University Hospital South Manchester. The final Manchester site allocation policy (OA7 – Southwick Park) covers a small housing site (20 units) at Southwick Park, Brooklands. The full extract from the draft Plan covering these site allocations is attached at appendix 1.
- 3.7 There are a number of other site allocations that are close to the Manchester border in other districts, and whose development may be of interest to Manchester residents. These include parts of the Northern Gateway area (parts of Bury, Rochdale and Oldham) to the north of Heaton Park; Heald Green West in Stockport and the third component of the Airport Gateway, Timperley Wedge, which is located in Trafford.

- 3.8 The approach to the release of Green Belt land in the GMSF, particularly for housing, has been to try and focus on fewer, but larger urban extensions / new settlements, where because of their size, they would be able to support a range of facilities: shops, cafes, bars, libraries, health centres, schools, nurseries, parks etc. that any community needs access to. It is important to recognise that whilst these new urban extensions would not be within Manchester, they will help to meet Greater Manchester's overall housing need, and many of their residents could be expected to work in Manchester. A well designed new settlement that integrates into the existing fabric of the city region and enhances the natural environment will benefit Greater Manchester. Having a good range of community facilities within walking or cycling distance will help to reduce the number of car journeys that these new residents will need to make and furthermore, these new settlements will also be linked into the existing public transport, walking and cycling infrastructure of the city region, meaning people have meaningful choices in terms of their transport modes. Reducing the need to travel, especially by private car, is an important mechanism for tackling existing problems of air pollution from vehicle emissions, and from preventing growth from worsening the problem. The same approach can also contribute towards de-coupling greenhouse gas emissions from economic growth, alongside well insulated new homes, and the development of decentralised low carbon energy systems.
- 3.9 The GMSF will become a statutory part of the development plan for all the 10 Greater Manchester districts, as well as the elected Mayor, and its preparation is governed by various pieces of legislation, policy and guidance. Throughout its preparation process residents, interest groups, businesses and other organisations/partners will have the opportunity to comment on the proposals and help to change or refine them, before the document is submitted for examination in public by an independent Planning Inspector. An Integrated Assessment is being undertaken in parallel to the GMSF preparation to ensure that the plan addresses the social, environmental and economic issues appropriately, minimising potential harm and maximising potential benefits. Under the Greater Manchester devolution agreement the GMSF will be the Mayor's plan, but it will need to be agreed by all 10 districts before it can be submitted for examination and eventually adopted for use.
- 3.10 The GMSF is about sustainable growth and recognises that Greater Manchester has changed considerably over the past 20 years and that this process will inevitably continue. Within Manchester, this has led to marked changes in land-use, particularly in the core of the city, as former industrial land has been re-purposed and now provides new, and often high density housing and employment developments. City Centre areas like Castlefield and the Northern Quarter have changed considerably, as traditional industrial or manufacturing uses have re-located to more peripheral parts of the city region. This market-driven displacement is set to continue, so that land-use can be optimised across Greater Manchester, and the GMSF could play a supporting role in facilitating the change. New accessible industrial and warehousing sites, with good transport access, will attract new businesses as well as affording existing firms the opportunity to relocate and thereby release land for productive redevelopment. This change in land-use is likely to be particularly prevalent in

parts of inner city Manchester surrounding the City Centre, where market interest is most keen. To help facilitate this re-positioning of employment and housing land across Greater Manchester, an in-depth understanding of the drivers of change will be needed to identify potential opportunities.

#### 4 Prioritisation of Employment Sites

4.1 Given the large identified supply of industrial and warehousing across Greater Manchester it will be important to consider which sites are likely to come forward and when. This will inform decisions on infrastructure investment and provide greater certainty for private investors as well as helping to demonstrate the fact that the supply is intended to cover the very long-term, well beyond 2035.

4.2 It is not the intention to undertake any site prioritisation work at this stage but the GMSF sets out a commitment to do so if required following the consultation. A draft criteria-based framework has been developed to inform the suggested prioritisation of the sites which focuses around the following three key areas:

- **Strategic fit based on the extent to which the site meets GM's strategic** priorities around people and place and growth and reform, and the relationship with other elements of the GMSF such as the location of housing.
- **Economic and social impact** based on quantitative assessment of the "total public value" of the project, in terms of the direct and indirect economic, fiscal and social impact created.
- **Deliverability and affordability**, based on a qualitative assessment of the deliverability of the site given requirements for public investment and an assessment of risks.

4.3 Further detail on the proposed prioritisation framework is attached at Appendix 2. It is recommended that the draft GMSF consultation should seek views on the proposed methodology.

#### 5.0 Conclusions

5.1 The GMSF, as a statutory plan, has been subject to a long and complex preparation process required by different pieces of legislation. Its message however is clear and straightforward: to deliver the homes and jobs that the city region needs, significant development will be needed over the coming years. This raises challenges to be overcome, but also represents an opportunity to significantly improve the environment and to deliver growth in a sustainable manner, meeting current needs without prejudicing the ability of future generations to meet their own needs.

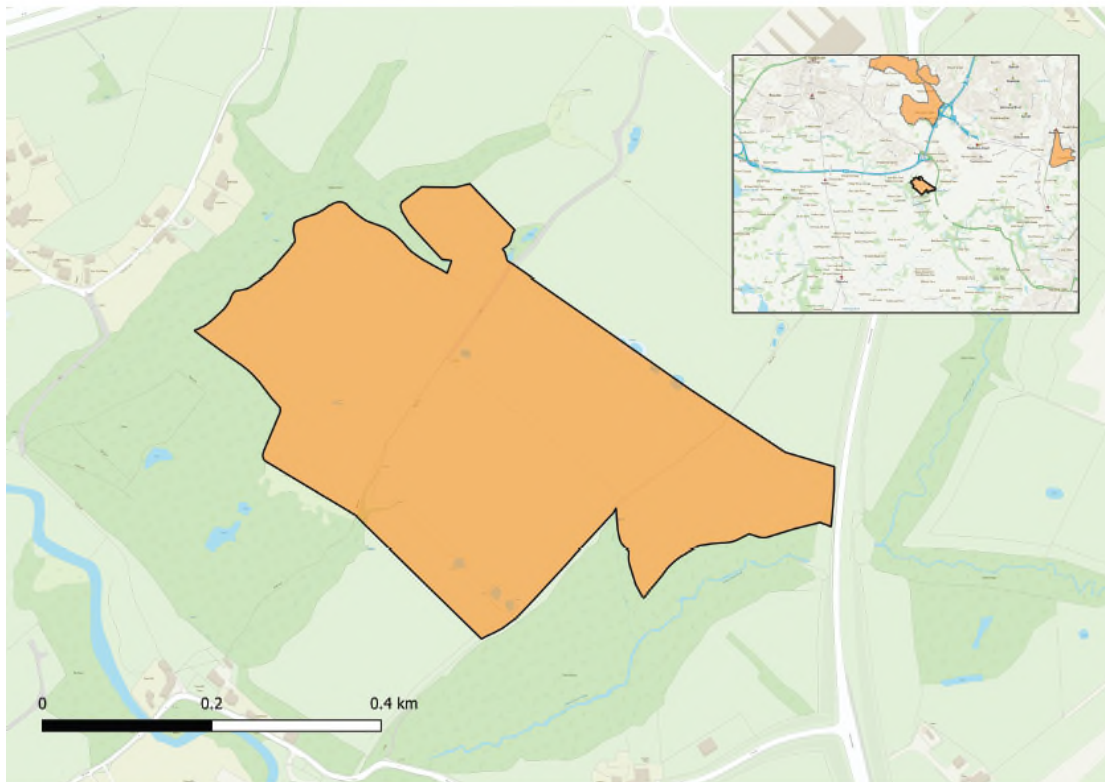
5.2 Members views on the consultation draft GMSF are sought.



## 28.1 Airport Gateway

### 28.1.1 AG1 Airport City South

This area is located in the far south of Manchester, to the south west of the Airport terminals and to the west of the Airport runways, with the M56 Motorway that forms the border with Trafford to the north and west, and the A538 Wilmslow Road to the east. It is bounded by Sunbank Wood to the west and includes part of the Sunbank Wood & Ponds Site of Biological Importance; by Cotteril Clough Site of Special Scientific Interest (SSSI) to the southeast; and, by grassland to the south, east and north. The site is within the Manchester Airport City Enterprise Zone. Approximately 40,000 sq m of commercial floorspace is proposed for the site, predominantly for airport-focused logistics as part of the Airport City South development. Airport City South Extension



The development of the site will need to:

1. Meet the same policy requirements as are set out in policy MA1 of Manchester's local plan relating to the airport's operational area for the adjacent Global Logistics site;
2. Encapsulate very high quality design and construction standards, maximising the use of renewable energy and sustainable drainage systems, and utilising high quality and sustainable construction materials;

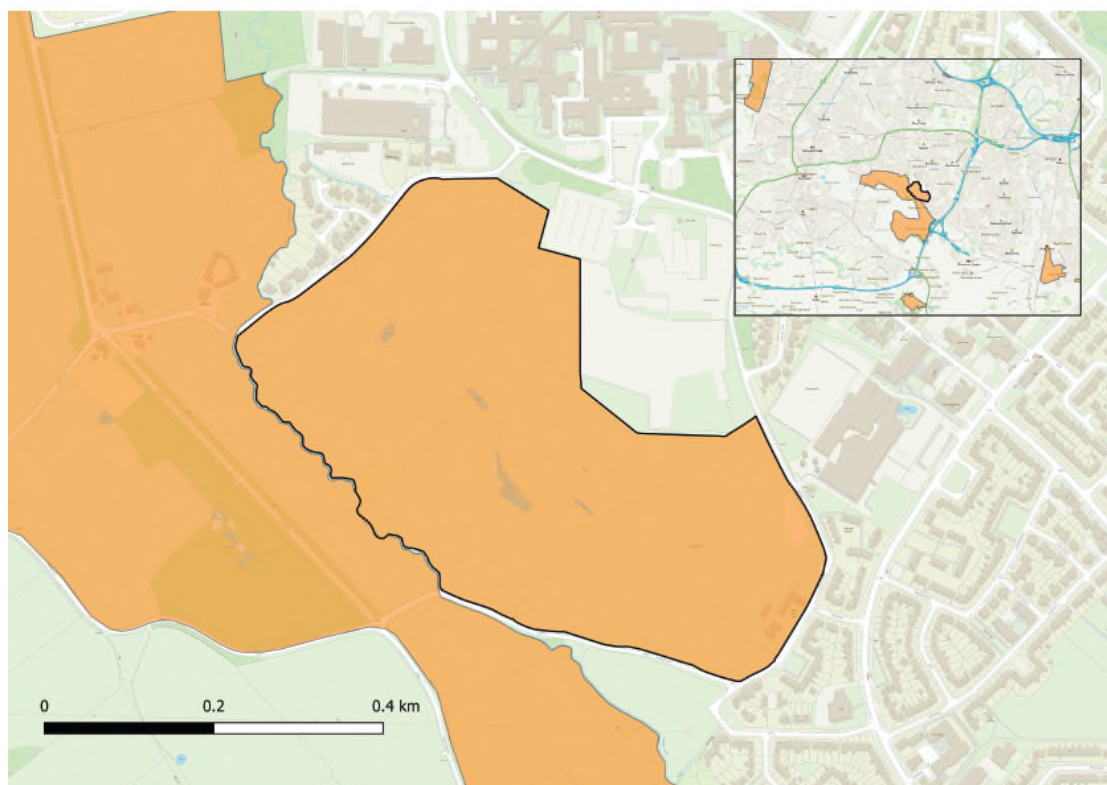
3. Facilitate improvements to the surrounding local highway network, including entry / egress and links to the strategic highway network, to enable safe access to and from the area;
4. Complement the development of the wider Airport City South;
5. Protect the biodiversity of Sunbank Wood & Ponds and Cotteril Clough at all stages of the development process; this would include air and water pollution and waste from the development;
6. Provide further woodland and associated flora within the site, to extend functionally both Sunbank Wood and Cotteril Clough adjacent to the site and improve connectivity for wildlife between the two. Complementary native species should be chosen and existing features of biological importance, such as the ponds, meadows and hedgerows in the south of the site should be protected.

### **Reasoned justification**

The opportunity that Manchester Airport and the associated Enterprise Zone provides for the growth of the Greater Manchester economy is significant. By attracting investment from globally mobile industries to an exemplar development at Airport City South, significant economic growth for the north of England can be captured. This is a singular location close to a major international airport, and with improvements to local transport infrastructure, it can play its full part in maximising future economic growth. The area's location within open countryside, adjoining, and including part of a SBI, and adjoining a SSSI, demands a high quality and sensitive design, which will complement, conserve and enhance the natural environment.

### 28.1.2 AG2 Roundthorn Medipark Extension

This area is located in the far south of Manchester, a short distance to the south of the University Hospital South Manchester. The area is bordered by Fairywell Brook to the southwest, which also forms the border with Trafford; by Dobbinetts Lane to the northwest; by a surface car park to the north; and, by Floats Road / Barnacre Avenue / Newall Road / Whitecarr Lane to the east and southeast, which would provide access to the area. There is potential for the Metrolink line to Manchester Airport to be extended through the eastern part of the site, including a potential station on Barnacre Avenue as part of any redevelopment. Newell Green Farm is in the east of the site, adjoining a playing field, neither of which are currently proposed for development. The site is within the Manchester Airport City Enterprise Zone. Approximately 86,000 sqm of commercial floorspace is proposed for the site, as part of the Roundthorn Medipark development.



The development of the site will need to:

1. Encapsulate very high quality design and construction standards, maximising the use of renewable energy and sustainable drainage systems, and utilising high quality and sustainable construction materials;

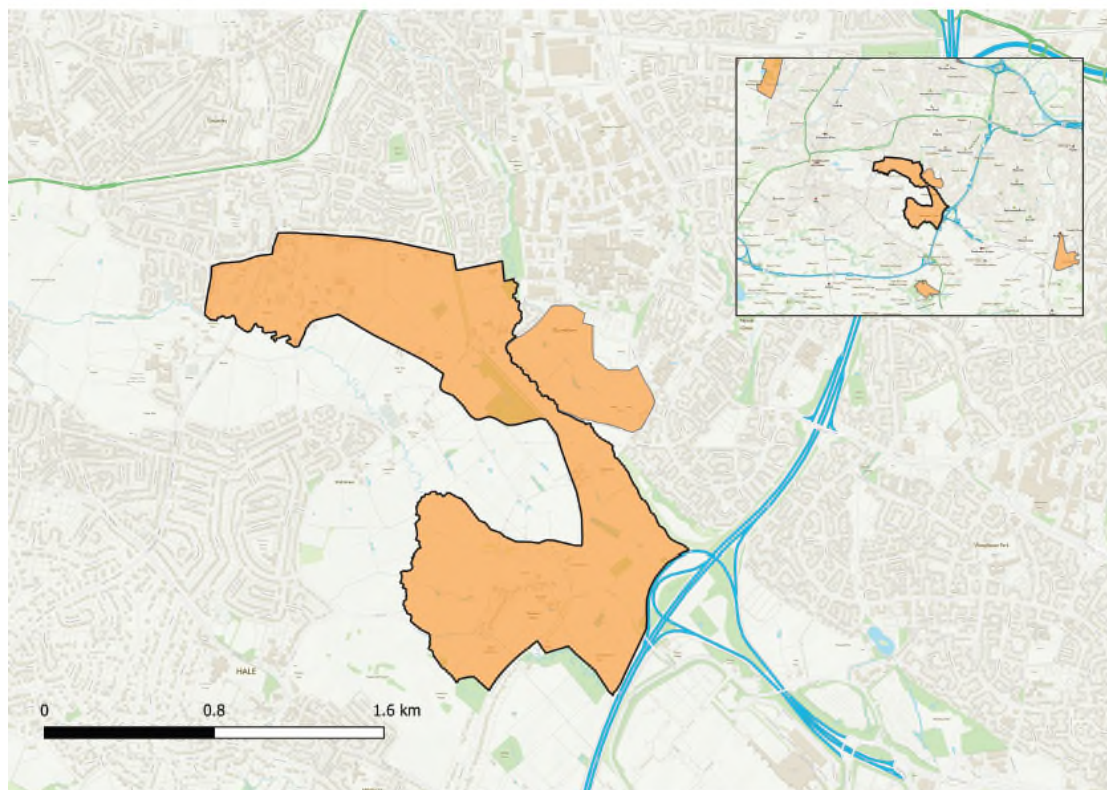
2. Facilitate improvements to the surrounding local highway network, including entry / egress and links to the strategic highway network, to enable safe access to and from the area;
3. Enable the extension of the Metrolink track to Manchester Airport by protecting future track and associated infrastructure from development;
4. Complement the wider Roundthorn Medipark development, and any development proposed for the western side of Fairywell Brook in Trafford. Within the site, Medipark development will not affect Newall Green Farm and the adjacent playing field;
5. Development of the site should reflect the sequential approach to flood risk management, focusing more sensitive development furthest from Fairywell Brook. High quality natural landscaping, including the provision of native species, should be delivered adjoining the brook to help mitigate flood risk and promote biodiversity.

### **Reasoned justification**

The opportunity that this area offers because of its proximity to University Hospital South Manchester and the wider Roundthorn Medipark Enterprise Zone development is significant. By attracting investment from knowledge-based industries to a high quality development, this area can provide a major boost to the economy of the city and the wider region. This is a singular location close to a major hospital and with improvements to local transport infrastructure, including Metrolink, it can play its full part in maximising future economic growth. The area's location within open countryside and adjoining Fairywell Brook means that a high quality and forward-looking design will be needed. Future flood risk management from the brook should be considered from the outset to minimise risk to the new development, as well as affording opportunities to improve amenity and biodiversity, helping to conserve and enhance elements of the natural environment.

### 28.1.3 AG3 Timperley Wedge (Davenport Green)

Timperley Wedge is within the Airport City Gateway, it stretches west from Davenport Green adjacent to the M56, the Airport towards Altrincham. It is bounded by Timperley, Newall Green and University Hospital South Manchester to the north, Timperley Brook and Brooks Drive to the south and south west and Clay Lane, Whitecarr Lane and Roaring Gate Lane to the west and north west. As set out in the Airport Gateway policy, it will maximise the benefits of the Airport and will be dependent of the delivery of key transport infrastructure, including the extension to the Airport metrolink line and HS2. 3,300 new homes and 50,000 sq m of new office floorspace will be constructed, together with supporting transport and social infrastructure. The scheme will be characterised by a high level of green infrastructure along Timperley Brook maintaining the separation of settlements and recognising the high biodiversity and recreation value of this corridor.



Development at this location will be required to:

1. Provide 3,300 residential units in a mix of housing types and tenures. Whilst the majority will be higher value, low density properties, higher density dwellings, with a broader mix of tenure, will be appropriate closer to the proposed Davenport Green metrolink station and the HS2 station, taking advantage of their accessible locations

2. Provide 50,000 sq m employment land to support the expansion of Manchester Airport and University Hospital South Manchester
3. Deliver the Airport Metrolink Line, western loop extension
4. Deliver the necessary improvements to the local and strategic highway infrastructure.
5. Establish a new local centre, providing community infrastructure such as education, health and convenience shopping facilities, to support the new community.
6. Provide a significant green infrastructure corridor and rural park where the site borders Timperley Brook. This park and corridor will protect Sites of Biological Importance and will retain landscape features such as ponds, mature trees and hedgerows, and create opportunities for areas of water, parkland, cycle and walking routes through the site. This land will remain within the Green Belt.
7. Retain and enhance existing sports and recreation facilities to meet the future needs of the local community
8. Protect and enhance the heritage assets within the site, and their settings, particularly listed structures such as Davenport Green Hall and Barn
9. Incorporate appropriate noise mitigation along the M56 motorway and the Metrolink and HS2 corridors
10. Ensure new development is sensitively integrated with existing residential areas and respects the priority GI status of much of the land.

### **Reasoned justification**

The site is very well-located adjacent to existing urban areas and close to Airport City. The Airport City will see rapid Economic Growth over the coming years. Timperley Wedge has long been identified as an area which is well positioned to support such growth. This allocation seeks to deliver a new sustainable, mixed use community over the life time of this plan.

The phasing of this development will reflect the need for significant new infrastructure to be provided to support the development.

The extension to the Metrolink line will ensure the development is sustainable and will provide links to the Airport and the employment areas in the City Centre and Trafford Park.

The proximity of the site to affluent housing areas together with height restrictions due to the proximity of the airport make the area most suitable for low density high end housing. However some higher density housing close to the Metrolink and HS2 stations would be appropriate.

TfGM's 2040 Strategy seeks to deliver better east-west connectivity to the Airport from within Trafford and out to Stockport and Tameside, this development site will help to secure these transport improvements.

The development will need to provide a wide range of new community facilities on site. The site will be an attractive location for families, and it is anticipated that this will generate an additional demand for school places which will need to be accommodated within the site.

The development will involve the removal of an area from the Green Belt, however a considerable area of Green Belt will remain to the west of Timperley Brook and Clay Lane that will be protected from development and will maintain the separation of Timperley from Hale. The presence of areas of Significant Biological Importance (SBI), Ponds and Timperley Brook running along the southern and western boundary are seen as priority Green Infrastructure (GI) and will be protected from development by Policy GM7. GI functionality will be enhanced through the proposed development, benefiting existing and new residents.

The close proximity and accessibility of Timperley Wedge to a high number of residential suburbs and its relative narrow width has resulted in the presence of many urbanising features that as stated in the Green Belt Assessment have affected its Green Belt function of openness and have resulted in much of the northern part of the Wedge not retaining the character of open countryside. A significant area of the site is used for sport or recreation and this role should be protected and enhanced so as to realise its full potential to become a very accessible centre of sporting excellence for a number of different sports. This should not be compromised by the area being taken out of Green Belt.

Residential development exists along Brookes Drive on the boundary of the area and part of Shay Lane near Davenport Green Hall is within the area. New development would need to be sensitively integrated into these areas.

## **Greater Manchester Spatial Framework:**

### **Site prioritisation framework**

#### **1 Introduction and background**

**1.1** The GMSF strategic option consultation identifies around 8 million m<sup>2</sup> of existing and new industrial and warehousing land supply (over 5million m<sup>2</sup> of it 'new'), against an estimated need to provide around 5 million m<sup>2</sup> over the GMSF plan period.

**1.2** The paper outlines a draft site prioritisation framework, should it be necessary to undertake such a process following the Autumn 2016 GMSF consultation. Views are sought on the suggested approach and criteria outlined in this document.

#### **2 Components of a prioritisation framework**

**2.1** A draft prioritisation framework has been developed based on the following headline objectives:

- the framework should allow for a sharp and focused prioritisation process which is based on a robust understanding of the extent to which the sites meets GM's objectives around people and place, and growth and reform;
- the framework should allow all industrial and warehousing sites (new and existing) to be compared against each other on a consistent basis;
- it should draw on a mix of quantitative and qualitative inputs to provide a balanced assessment of the extent to which the site supports GM's strategic priorities;
- it should include a balanced assessment of risks to delivery and achieving the anticipated impacts; and the methodology needs to be transparent, so it is clear why sites rank where they do.

**2.2** To deliver against these headline objectives, a balanced scorecard methodology is suggested structured around three key areas. This is consistent with guidance issued in the HM Treasury 'Green Book'. A mix of specific qualitative and quantitative criteria have been developed for each of these areas. Sites would be scored against each of these criteria to produce an overall score for each area. These scores would then be brought together to provide an overall score for the site, which would then be used to consistently compare sites against each other.

**2.3** The assessment would include an analysis of the extent to which sites meet criteria in the following areas:

**2.4 Strategic fit:** Sites would be scored based on the extent to which they meet the following criteria:

- site stimulates commercial development in key growth sectors (such as advanced manufacturing, digital, health innovation, logistics, energy) to grow the economic base of the city region;



- site is attractive for national and international investment to create net additional economic growth within the city region;
- site will support regeneration and provide employment opportunities for local residents to create a more inclusive economy; and
- site will enable all parts of Greater Manchester to make a full and positive contribution to the economic success of Greater Manchester and supports the GM priority to create the conditions for this objective to be delivered .

**2.5** For each criteria a project can score a minimum of 0 (no impact) and a maximum of 3 (fully supports the achievement of the criteria).

**2.6 Economic and social impact:** Key economic, social and environmental metrics for the intended outcomes from sites will be collected for each site and run through GM's Cost-Benefit Analysis model. A range of indicators will be assessed including the number and types of jobs likely to be created (by sector and occupation), the number of jobs that could be taken up by local unemployed residents, impacts on key health outcomes, and so on. The CBA model provides a robust and consistent framework for assessing the economic, social and fiscal impacts of a site which goes beyond a simple GVA approach. A standard "total public value" figure, which combines fiscal benefits, net GVA impacts, and wider social benefits (such as improvements to health), will be produced to provide a figure for impact of the site per £ of public investment. Sites would be given an overall rating from 0 to 10 based on the level of economic and social return generated.

**2.7 Deliverability and affordability,** criteria will include an assessment of:

- whether the site is (or has the potential to be) connected to public transport to connect GM residents with the new job opportunities;
- the site's potential to make maximum use of the freight transport system and connectivity, for example rail, motorway and water networks.
- whether there are any locality risks – for example remediation risks and site negotiation difficulties – that mean the site may not be delivered as expected.
- whether there are any risks to the delivery of the site's economic and social outputs and outcomes.

**2.8** For each criteria a project can score a minimum of 0 (high risk) and a maximum of 3 (very low risk).

**2.9** Given the importance of the site prioritisation process, detailed feasibility work will be undertaken for each site to ensure that consistent and robust data is available to produce a robust CBA and criteria based assessment.

### **3 Overall assessment**

**3.1** The scores for each of the criteria will be weighted and brought together to give an overall score and rank for the site. Once the individual site assessment is complete, an overarching assessment of the impact of the proposed GMSF site allocation of existing and new sites on GM's economic and spatial performance, alongside an assessment of overall affordability/deliverability,

will need to be undertaken to ensure the proposed site mix as a whole is viable and in line with GM's strategic aims.