

**Manchester City Council
Report for Information**

Report to: Economy Scrutiny Committee – 6 February 2019

Subject: Greater Manchester Spatial Framework Consultation and Manchester Local Plan Review - Update

Report of: Strategic Director, Development

Summary

Greater Manchester local authorities are currently working collaboratively on the preparation of the Greater Manchester Spatial Framework (GMSF). This document will provide a policy framework to guide development across the City Region up to 2037. It will also provide a context for the preparation by individual authorities of updated Local Plans. In 2016, GM consulted on the first draft of the GMSF document. Following this consultation, and taking account of responses received, consultation on a second draft GMSF began on 21 January 2019. This consultation will be open for eight weeks, until 18 March 2019.

Recommendations

The Economy Scrutiny Committee is requested to note and comment on the report.

Wards Affected: All

Alignment to the Our Manchester Strategy Outcomes (if applicable):

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The GMSF and the Manchester Local Plan will have important roles in supporting the continued sustainable and inclusive growth of city's economy. Ensuring that the right planning policies are in place will be important if this objective is to be achieved.
A highly skilled city: world class and home grown talent sustaining the city's economic success	The land use planning aims to promote an appropriate balance between different land uses and to ensure that by doing so the education sector in the city is able to thrive and new employment generating development is delivered.

A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The GMSF and the Manchester Local Plan both have important roles to play in seeking to ensure that the city develops and grows in a way that promotes an inclusive economy and an inclusive society.
A liveable and low carbon city: a destination of choice to live, visit, work	Both documents will include policies that seek to promote a more liveable city and to build on the commitments made at Greater Manchester and city level to work to reduce carbon reductions and to become carbon neutral by 2038.
A connected city: world class infrastructure and connectivity to drive growth	The GMSF and the Local Plan will set out a plan for the future of the city's infrastructure that will be critical to future economic success and will seek to provide improved connections for local people connecting them to jobs and social and other facilities.

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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 it is available at the link below or please contact the officer above.

Greater Manchester Spatial Framework – January 2019

<https://www.greatermanchester-ca.gov.uk/gmsf>

1.0 Introduction

- 1.1 The Greater Manchester Spatial Framework (GMSF) is being prepared to set out the City Region's development ambitions. It sets out the number of homes for GM up to 2037, alongside development requirements for employment space. The GMSF identifies the infrastructure needed to enable this development, particularly for transport, and also seeks to promote development that supports the city region's carbon reduction ambitions.
- 1.2 The first draft GMSF was published for consultation in 2016. The second version was published in January 2019, and the current consultation on this document runs until 18 March 2019.
- 1.3 This report provides a broad overview of the current draft GMSF, focusing on its implications for Manchester and the next stages in the process of its preparation. It also sets out how the GMSF relates to planning at the individual local authority level, and the important role that remains for districts' Local Plans. A summary document of the current version of the GMSF is appended to this report.

2.0 Background

- 2.1 The first draft of the GMSF was prepared in 2016. At this time, the plan proposed 227,200 homes, 2,450,000m² of new office space and 4,000,000m² of new industrial/logistics space. These development targets applied to the period 2015-2035.
- 2.2 Meeting this level of development need, for housing and industrial/logistics in particular, required significant release of Green Belt land. This led to very high levels of opposition to this iteration of the plan, principally from people living close to the affected areas of Green Belt.
- 2.3 Shortly after the end of the consultation on this document, the new Greater Manchester Mayor committed to addressing concerns raised during the consultation, and overseeing a radical rewrite of the GMSF. The main aim of the rewrite was to reduce the loss of Green Belt land, ideally to the point where there would be no net loss of Green Belt. However, there have also been changes that aim to support Greater Manchester's ambitions to become zero carbon and to ensure that transport plans complement the development strategy.

3.0 Status of the GMSF

- 3.1 The GMSF is currently being prepared as a document jointly 'owned' by the ten Greater Manchester districts. This type of document is called a Joint Development Plan Document. The intention is that in the future the GMSF will become the GM Mayor's plan, called a Spatial Development Strategy (SDS). However, the legal regulations are currently not in place to progress the GMSF

as this type of document. It is hoped that these will be in place by the next formal stage of the GMSF, at which time it will be able to become a Mayoral SDS. If the GMSF is a Spatial Development Strategy, it will still need support from the leaders of all ten districts and the GM Mayor. Each Council Leader has indicated that they will seek the support of their council before giving their endorsement to the GMSF.

4.0 Details of the 2019 Draft Greater Manchester Spatial Framework

Overall Development Targets

- 4.1 The 2019 version of the GMSF has been rewritten to take account of the GM Mayor's election commitment and to reflect changing circumstances since the previous version. These changes include more detailed understanding of the development potential of proposed sites, updated economic and demographic data, and in particular the introduction by the government of a standard methodology for calculating Local Plan housing targets. The new demographic data and methodology have resulted in a reduced overall housing target for Greater Manchester.
- 4.2 The rewrite has led to a change in the headline development targets. The housing target is now 201,000 (a reduction of 26,200), the office target 2,460,000m² (increase of 10,000m²) and the industrial/warehousing target is 4,220,000m² (an increase of 220,000m²). These targets apply to the period 2018-37. This period covers 19, rather than 20, years, which means that reductions are a little over-stated and increases slightly under-stated, relative to the previous version of the plan.

Key Policy Proposals

- 4.3 **"Our Strategy"** – The GMSF includes an overall spatial strategy. This seeks to maximise the performance of all parts of Greater Manchester. The core location for growth is the core of the conurbation, building on the strength of locations such as the City Centre and Salford Quays. For the north of Greater Manchester, the emphasis is on boosting competitiveness, supporting this area to attract more investment in homes and jobs. In the south of Greater Manchester, the GMSF advocates growth that sustains its current performance.
- 4.4 The 2019 version of the GMSF includes stronger commitments about using development to promote a more environmentally sustainable Greater Manchester ("**A Sustainable and Resilient Greater Manchester**"). Relevant policies cover the move towards carbon neutrality in new buildings and using new development to improve resilience from climate change threats such as flooding. In "**A Greener Greater Manchester**", the GMSF identifies key elements of Green Infrastructure that should be protected and enhanced as the city region grows in the period to 2037.

- 4.5 The chapter on “**Homes for Greater Manchester**” includes policies that aim to make best use of brownfield land, including increasing the density of development close to transport hubs and centres. The draft GMSF includes a policy on affordable housing, proposing that 50,000 of the new homes should be affordable. This includes 30,000 homes that fall into the definition of affordable homes in national planning policy, with the remainder being met through more flexible or bespoke housing products.
- 4.6 “**A Connected Greater Manchester**” sets out aims that will enable to accommodate the proposed growth without exceeding the capacity of the transport network. This includes providing new infrastructure that can support new levels and areas of growth, and managing development and wider investment in places to promote greater use of sustainable transport modes.

Development Proposals for Manchester

- 4.7 The proposals for the overall level of development within Manchester are similar to the previous version of the plan:

	2016 GMSF	2019 GMSF
Housing	55,300 units	54,530 units
Office space	1,360,000m ²	1,551,630m ²
Industrial/warehousing space	341,000m ²	247,315m ²

- 4.8 The changes are reflections of the Council’s assessment of its strategies and its land supply. Generally, they reflect small changes in scheme proposals, including reassessments of floorspace following more detailed design work or realignment of floorspace from one use to another.
- 4.9 The current draft of the GMSF proposes a reduction of overall Green Belt release by approximately 50%. The bulk of development across Greater Manchester will be on sites within the existing urban area. Manchester will accommodate a substantial proportion of new development up to 2037. The focus for development is in the conurbation core (City Centre and the immediately adjacent areas), which will see development focused on office-based employment and high-density residential schemes. Manchester airport provides a further focus for new development, including a mix of office-style, industrial and warehousing development. This will take advantage of the connectivity provided by the airport and the momentum established by the Enterprise Zone which has operated since 2012.
- 4.10 Development that is proposed in current Green Belt locations is covered by formal allocations. There are three allocations within Manchester, each retained from the previous version of the document. These sites are:
 - Medipark – this site is immediately south of University Hospital South Manchester and Roundthorn Industrial Estate, and it is also immediately

northeast of the Timperley Wedge development proposal in Trafford. This site is within the Manchester Airport City Enterprise Zone, and would be developed to extend the Medipark commercial concept.

- Global Logistics – this site is an extension to the Global Logistics facility currently being delivered to the southwest of the airport. It is included within the Manchester Airport City Enterprise Zone. The proposed scale of development on this site has been reduced slightly from the 2016 GMSF, taking account of an assessment of development potential whilst also aiming to safeguard biodiversity in this area.
- Southwick Park – this site is immediately south of the M60 motorway in the Northern Moor neighbourhood. The proposal is for a small residential development (around 20 homes). It is anticipated that development could retain a small recreation space and fund improvement to other parks in the immediate area.

- 4.11 Although development proposed within Manchester will be of greatest interest to the council, development across Greater Manchester has the potential to have impacts in the city. The City Centre extends across the Irwell to include parts of Salford, and it is anticipated that growth in homes and employment space will continue here. Salford Quays is also expected to continue to grow, and the GMSF supports improved transport infrastructure for the Quays. Elsewhere in Greater Manchester, there is policy support for development in the eight principal town centres. These locations have been foci for growth for Greater Manchester for a considerable period of time, and reflect a strategy of seeking to support housing and economic growth in places that are well connected to the public transport network.
- 4.12 Other locations where significant levels of new development are proposed are in the Green Belt. The large allocations include the extension to Port Salford to the west and the collection of sites along the M62 motorway covering parts of Bury, Rochdale and Oldham. Large new housing proposals include Carrington and Timperley Wedge in Trafford, but there are numerous less extensive allocations proposed across Greater Manchester which will have a cumulative impact, particularly in terms of transport.
- 4.13 The GMSF is accompanied by the GM2040 Delivery Plan, produced to set out the short, medium and potential long term transport schemes needed to deliver the GM2040 transport strategy. Through the consultation on the 2016 version of the GMSF, significant concern was raised over the ability of the transport network to accommodate the level of growth proposed. The GM2040 Delivery Plan provides more detail about how these impacts will be managed. More detail is provided in a separate report elsewhere on this meeting's agenda.
- 4.14 Considerable attention is placed on measures to extend the Greater Manchester transport network so that it connects new development on the

periphery of the City Region. This reflects the level of concern raised by residents of these areas, concerned that without substantial new investment, transport infrastructure in these areas is inadequate. However, a large number of new homes and, in particular, jobs will be within the core of Greater Manchester. Not only does this mean that investment continues to be needed to enable people to move around here, but many of the connections to peripheral areas are designed to enable more people to access the core for work and leisure. Unless increases in capacity fully include the core of the transport network, the overall system will not function effectively. In this respect, the reduction in the scale of development may be welcomed by the council, because this is likely to also lead to a reduction in demand for longer journeys (and more by car) to the centre of the conurbation.

5.0 Relationship between the GMSF and Manchester's Local Plan

- 5.1 Alongside the GMSF, Local Plans will continue to play a crucial role. The GMSF is being developed as a strategic development plan for Greater Manchester. Its primary function is to set out the core development needs for the City Region, how the pressure for development should be distributed and what the key infrastructure challenges are in the provision of this level of growth. The aim is not that the GMSF replaces the function of districts' Local Plans. Rather, the GMSF should engage issues that can best be resolved at the Greater Manchester level. Indeed, should the GMSF progress as a Mayoral Spatial Development Strategy (see section 3), the associated legal provisions require that the document *only* addresses issues of strategic relevance to Greater Manchester.
- 5.2 Therefore, there remains a key role for districts' Local Plans, which will address the need for policies that cover local issues. It also explains why the GMSF should not address all development and planning policy issues. Although Greater Manchester is a coherent City Region, it comprises a great variety of places that demand a textured policy framework to effectively manage change. The GMSF does not engage issues that can be better resolved at the district level. Work to begin the review of the Manchester Local Plan is expected to begin in summer 2019, and this will provide an opportunity for all stakeholders to help determine how the development set out in the GMSF should be delivered and managed in Manchester.

6.0 Timetable – next steps

- 6.1 Irrespective of which type of document the GMSF becomes, the next stage of its production will see a version of the document that is considered the final version. This will be the version that is submitted to the Secretary of State for Examination. The current timetable for the GMSF anticipates that this stage will take place in summer 2019. The format of the examination of the GMSF will depend on which type of document it is. For a Joint Development Plan Document, examination is undertaken by a planning inspector, including a period of Examination in Public, at which key issues can be discussed by all

stakeholders. If the GMSF is a Spatial Development Strategy, examination is undertaken by a panel of planning inspectors, who decide the key issues that should be considered and the people who should be invited to the Examination in Public.

7.0 Conclusion

- 7.1 Consultation on the most recent version of the GMSF is underway, closing on 18 March 2019. There are significant differences between this version and the version consulted on in 2016. These differences primarily relate to an overall reduction in development on land that is currently Green Belt. Whilst these changes do not directly affect Manchester, they may contribute to a more sustainable overall pattern of development, and support a more sustainable Greater Manchester transport network, which complements overall aims of the council. The direct implications of the changes for Manchester are more limited, as the current proposals are broadly similar to those included in the previous iteration of the document. Following this consultation, a further version of the GMSF will be prepared. The intention is that this will be produced in the summer of this year, and officers will remain fully involved in this process to ensure this document appropriately addresses issues for Manchester and provides a robust foundation for the development of the Manchester Local Plan.