



Subject: Greater Manchester Spatial Framework

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Cabinet Members: Councillor Richard Farnell, Leader of the Council (and Lead for Regeneration)
Councillor Neil Emmott, Cabinet Member for Corporate and Regulation

Report of: Director of Economy

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1 Purpose of the report

- 1.1 To inform Members of the current progress in the joint preparation by the Association of Greater Manchester Authorities (AGMA) of the Greater Manchester Spatial Framework (the GMSF) as a new statutory development planning document to guide spatial planning across the city region until 2035.
- 1.2 To inform Members of the current consultation which is taking place on a draft vision, strategic objectives and growth options for the GMSF and the opportunities for communities, businesses and elected Members to engage in this process.

2 Recommendations

- 2.1 Following the Greater Manchester agreement of November 2014 providing a directly elected Mayor with spatial planning powers across the city region, Members are requested to note the progress being made in the preparation of the Greater Manchester Spatial Framework as a statutory planning document which will guide future spatial planning and decision making across the Borough and wider city region.
- 2.2 Members are requested to note the consultation presently taking place across Greater Manchester to inform the publication of a draft Greater Manchester Spatial Framework during the autumn of 2016.

3 Background

- 3.1 The announcement on the 3 November 2014 of the Greater Manchester Agreement and the move to directly elected leadership for Greater Manchester has implications for spatial planning across the city region. The directly elected mayor would have new responsibilities for strategic planning, including the power to create a statutory spatial framework for Greater Manchester – the Greater Manchester Spatial Framework. This

will act as *“the framework for managing planning across Greater Manchester and will need to be approved by unanimous vote of the Mayor’s cabinet.”* The GM Council’s would be consulted at key stages of the preparation of this document. Legislation is required to enable these changes. It is anticipated that the first city region Mayoral election will take place in early 2017.

- 3.2 In support of this work, Full Council and Cabinet agreed at their meetings of 21st January and 2nd February 2015 respectively to delegate the preparation of the GM Spatial Framework to the AGMA Executive Board. AGMA has recently commenced an initial stage of consultation on the preparation of the GM Spatial Framework. This consultation, which is based on the most up to date estimates of population growth and market forecasts, seeks views on the vision for the document, a set of strategic objectives and the scale and distribution of growth to be planned for across Greater Manchester to meet our economic growth ambitions for the city region.

What is the Greater Manchester Spatial Framework (GMSF)?

- 3.3 The GMSF will enable the GM Districts to take an informed, integrated approach to spatial planning across the conurbation, based on a clear understanding of the role of our places and the connections between them. It will provide a framework to manage the supply of land across Greater Manchester to deliver sustainable growth over a 20 year period to meet our population growth, ensuring GM is able to meet current and emerging occupier demand to support a market facing strategy for housing and employment growth.
- 3.4 The GMSF will as a minimum:
- Determine the amount and distribution of land which will be needed for new homes and employment development over the next 20 years, as well as identify broad locations or areas for development across Greater Manchester
 - Identify infrastructure (such as transport links and community facilities) required to support development in those locations
 - Identify ways that we can protect the city-region’s green space alongside development so that we develop great places where people want to live, work and visit.
 - Ensure that all Districts share the benefits of economic growth

What is the Strategic Options Consultation?

- 3.5 The Strategic Options document sets out:
- A draft vision and ambition for Greater Manchester;
 - Outlines a strategic approach and objectives;
 - A range of growth options; and
 - A number of supporting background papers:
 - Area of Assessment
 - Economic Development Needs Assessment
 - Objectively Assessed Housing Need
 - Infrastructure and Environment
 - Integrated Assessment

3.6 Whilst this consultation is being led by AGMA, the Council has a facilitation role and has also consulted those parties registered on its planning policy consultation database. The consultation document includes a series of questions to act as a prompt for the areas Members and other interested parties may wish to comment upon. The consultation will run from the 9th November until 11th January 2016. Running alongside the consultation is a Greater Manchester 'Call for Sites' exercise to identify suitable sites for development recognising that there will be a need for additional sites to be identified to fill any shortfall in land supply.

Scale of employment and housing growth to be planned within the GMSF?

3.7 One of the most important decisions that the GMSF will make relates to the overall scale of growth that should be planned for across GM for the period up to 2035. This will directly influence the amount of new housing and employment floor space that will need to be accommodated across GM and within each of its ten districts. This will need to balance a wide range of economic, social and environmental objectives, so that Greater Manchester has a genuinely 'sustainable' future in every sense of the word.

3.8 The various pieces of evidence base produced to inform the GMSF Strategic Options document identify three options which cover a broad range of future growth levels. These are:

Option 1	Option 2	Option 3
152,800 net additional dwellings / 7,300 per annum	217,350 net additional dwellings / 10,350 per annum	336,000 net additional dwellings / 16,000 per annum
2,526,000sqm of new industrial and warehousing floorspace / 120,300sqm per annum	3,452,000sqm of new industrial and warehousing floorspace / 164,400sqm per annum	4,050,000sqm of new industrial and warehousing floorspace / 192,900sqm per annum
2,573,300sqm of new office floorspace / 122,500sqm per annum	2,399,000sqm of new office floorspace / 114,200sqm per annum	2,725,000sqm of new office floorspace / 129,800sqm per annum
Significantly lower level of development than is necessary to meet identified need. Would constrain the level of economic growth however no additional sites required.	Sufficient sites to accommodate office development required. Significant shortfall in housing and industry / warehousing – resulting in need for additional sites.	Very challenging. Requires the release of large areas of land outside the urban area.

3.9 The consultation report concludes that, across Greater Manchester, we should be planning for the delivery of option 2 over the period 2014-2035, referred to as the 'objectively assessed need':

- 217,350 net additional dwellings, which equates to an average of 10,350 net additional dwellings per annum;
- 3,452,000sqm of new industrial and warehousing floor space, which equates to an average of just under 164,400sqm per annum; and
- 2,399,000sqm of new office floor space, which equates to an average of just over 114,200sqm per annum.

Summary of Key Issues for the Borough

- 3.10 The evidence prepared suggests levels of housing need across Greater Manchester will be significantly higher than the current housing requirements set out within the Districts existing local plans or strategies. It also suggests that there is a limited opportunity to redistribute housing needs across Districts, albeit any opportunity to redistribute jobs growth around GM with improved orbital accessibility will have housing implications. In the case of Rochdale, our evidence of housing need was updated in 2014 in support of our Core Strategy. This suggested a Boroughwide need for an uplifted figure of 460 new homes per annum. This annual target was presented to the Planning Inspector through a Public Examination earlier this year. The Council awaits the Inspector's conclusions on this issue.
- 3.11 The Core Strategy seeks to manage the supply of land for housing and employment over a period until 2028. Given the GMSF will seek to manage land over a longer period, it is inevitable the GMSF will require the identification of additional land to that which already forms part of the borough's housing and employment land supply.
- 3.12 The existing supply of, and potential opportunities for, additional, industry and warehousing land are presently skewed towards the west / south-west of Greater Manchester resulting in the danger of a continuing and uneven pattern of economic growth and highlighting the lack of opportunities in the north and east (including Rochdale).
- 3.13 The strategic approach therefore highlights the need to build on the potential opportunities afforded by devolution and initiatives such as the Northern Powerhouse to enhance the economic role of Greater Manchester (including Rochdale Borough). The consultation document suggests this will require major interventions to exploit this potential and transform the growth prospects of areas to the north and east of the Greater Manchester conurbation in terms of both employment and housing. The Borough is strategically well placed to exploit this opportunity for greater connectivity lying between the major cities of Manchester and Leeds.
- 3.14 Transport infrastructure will be a high priority both in terms of improvements to the strategic road and rail networks and orbital connectivity to ensure the Borough's residents have access to the key areas of economic growth. Opportunities to improve public transport and accessibility to major employment areas across GM should be exploited.
- 3.15 The consultation document states that Greater Manchester recognises the importance of Green Belt and usable green space in creating neighbourhoods where people want to live and the strategic approach set out within the GMSF prioritises the reuse and redevelopment of existing buildings and brownfield land. However, to develop a full view of current and future land use within Greater Manchester, AGMA will be carrying out an assessment of all types of land. This includes an assessment of current Green Belt land. The assessment will look at land currently designated as Green Belt across all Districts to see how well it performs against the Green Belt purposes. It will also look at areas of land not currently designated as Green Belt to assess whether they should be having regard to those purposes. It will be just one part of a wide range of evidence which will be used to develop options for the draft Greater Manchester Spatial Framework which will be published for consultation in late 2016.

Timetable for the preparation of the GM Spatial Framework

3.16 The current timetable is as follows:

- Vision and draft strategic options consultation in November 2015 – January 2016
- Draft GMSF – issued for consultation autumn 2016
- Publication of the GMSF - for submission to Secretary of State in summer 2017
- Final adoption of GMSF following an examination in public – late 2018

Relationship between the GM Spatial Framework and Core Strategy

3.17 The Council is awaiting the Inspector's report into the Core Strategy which will, along with a subsequent Allocations Plan, replace the existing Unitary Development Plan. It is hoped that, subject to any modifications which may be required by the Inspector, the Core Strategy can be reported to Full Council for adoption in early 2016. This would then become the adopted planning framework for Rochdale Borough during the preparation of the GMSF. However, dependent upon the levels of growth proposed within the GMSF, there may be a resultant need for the Council to review the Core Strategy policies to take account of any suggested housing and economic growth requirement for the borough.

3.18 The GMSF may identify broad locations or '*strategic GM sites*' where growth at significant scale could be accommodated. However, the precise boundaries of any allocations would need to be agreed at a local level. Any necessary review of the Core Strategy (including the preparation of a Site Allocations document setting out how and where the policies within the Core Strategy would be met) could, in the case of Rochdale, run alongside the preparation of the GMSF. This would allow for the adoption of the GMSF and an allocations plan concurrently.

Once we have the clarity on the Core Strategy a revised timetable for the preparation of an Allocations Plan will be presented.

Public and Stakeholder Consultation

3.19 Consultation will take place from 9th November through to 11th January 2016.

To find out more:

- Visit www.greatermanchester-ca.gov.uk/GMSF. This includes more background information on the GMSF as well as guidance on how to submit comments or suggest sites;
- email GMSF@agma.gov.uk; or
- contact officers within the Council's Planning service

4 Financial Implications

4.1 There are no specific financial implications arising from this report.

5 Legal Implications

5.1 There are no specific legal implications arising from this report. The consultation on

the GMSF is being undertaken on the Council's behalf by AGMA. The production of local plans is governed principally by the Planning and Compulsory Purchase Act 2004 (as amended), the appropriate secondary legislation being the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) as well as any associated guidance that authorities are required to have regard to. The report outlines to some extent those functions that must, by law, be retained by the ten individual AGMA authorities in relation to a proposed joint DPD.

6 Corporate Priorities

- 6.1 The Greater Manchester Spatial Framework will inform the Council's future spatial, environmental, land use and infrastructure policy framework for delivering its corporate and strategic priorities as set out in the Council's Corporate Plan and Blueprint for prosperity, people and place, together with those within the Greater Manchester agreement.

7. Risk Assessment Implications

- 7.1 The preparation of a strategic spatial planning document forms part of the Greater Manchester agreement. The Council, together with the other nine GM Districts has resolved to jointly prepare this statutory planning document and to delegate work in preparing this document to the AGMA Executive Board. There are no specific risks arising from this report. There is a statutory duty to cooperate and work collaboratively with adjoining Local Planning Authority on strategic planning matters as set out within national planning advice. These include those matters falling within the scope of the Greater Manchester Framework. Any risks arising from the later preparation of the GMSF will be reported to Members of the Council's relevant Committees at that time.

8. Equalities Impacts

- 8.1 Workforce Equality Impacts Assessment

There are no workforce equality issues arising specifically from this report.

Background Papers	
Document	Place of Inspection
A number of documents supporting the GMSF consultation are available through the AGMA website or can be made available for Members via the Planning service.	www.greatermanchester-ca.gov.uk/GMSF ;
Reports to Full Council of 21 st January 2015 and Cabinet on 2 nd February 2015 on the preparation and adoption of the GMSF	