

**Publication Salford Local Plan: Development
Management Policies and Designations Document
Duty to Cooperate Compliance Statement
January 2020**

**Annex 2 – Revised Draft GMSF Statement of
Common Ground**

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1 Introduction

- 1.1 This document is a Statement of Common Ground and is required to support the preparation of Greater Manchester's Plan for Homes, Jobs and the Environment: Greater Manchester Spatial Framework: Revised Draft - January 2019 (GMSF 2019).
- 1.2 In 2014 the Association of Greater Manchester Authorities (AGMA) made a decision to prepare a joint plan covering all of Greater Manchester. Currently the draft GMSF 2019 is a Development Plan Document and has been subject to three consultations, November 2014 consultation on the scope of the plan and evidence, the November 2015 Vision, Strategy and Spatial Growth Options and the third, the Draft Plan in October 2016. Following devolution and the election of a Greater Manchester Mayor, the Greater Manchester Combined Authority (GMCA) became responsible for a range of new functions including spatial planning and the GMSF. The intention is that the plan will be progressed as a Spatial Development Strategy once the procedures are in place to allow this to happen.
- 1.3 The GMSF will identify the level and type of growth to be planned and ensure there is an appropriate supply of land to meet this need. As part of its preparation, there is a requirement to cooperate effectively on strategic priorities that cross boundaries and affect more than one local authority. This document is a Statement of Common Ground and provides the evidence of that cooperation. It will be updated at each iteration of the GMSF providing updates on cross boundary and strategic matters.
- 1.4 The strategic priorities the GMSF will address are:
- set out how Greater Manchester should develop over the next two decades up to 2037;
 - identify the amount of new development that will come forward across the 10 districts, in terms of housing, offices and industry and warehousing, and the main areas in which this will be focused;;
 - protect the important environmental assets across the conurbation;
 - allocate sites for employment and housing outside the urban area;
 - support the delivery of key infrastructure, such as transport and utilities;
 - define a new Green Belt boundary for Greater Manchester;
 - provide a context for more detailed local work.

2 Greater Manchester Strategy

- 2.1** The GMSF is the spatial element of the Greater Manchester Strategy and it supports its delivery.
- 2.2** The Greater Manchester Strategy outlines plans for the future of the city region in the areas of health, wellbeing, work and jobs, housing, transport, skills, training and economic growth. It is a strategy for everyone in Greater Manchester - residents, the voluntary, community and social enterprise sector, businesses and civic leaders.
- 2.3** A key aspect of delivery in the Greater Manchester Strategy is continued co-operation and partnership working across organisations. The Greater Manchester Strategy acknowledges the strengths of the city region but also the challenges related to realising the full potential of Greater Manchester's residents. The vision in the Greater Manchester Strategy is also the vision in the GMSF, ensuring both documents share the same priorities.
- 2.4** The strategy for achieving this vision is structured around 10 priorities, reflecting the life journey:
1. Children starting school ready to learn;
 2. Young people equipped for life;
 3. Good jobs, with opportunities for people to progress and develop;
 4. A thriving and productive economy in all parts of Greater Manchester;
 5. World-class connectivity that keeps Greater Manchester moving;
 6. Safe, decent and affordable housing;
 7. A green city-region and a high quality culture and leisure offer for all;
 8. Safer and stronger communities;
 9. Healthy lives, with quality care available for those that need it;
 10. An age-friendly city-region.
- 2.5** The GMSF will contribute to delivering these priorities and will have a greater role in some than in others, but is mindful of them all when developing the document.

3 Statement of Common Ground

- 3.1** A key requirement of the planning system is effective joint working across local authority boundaries on strategic issues. The Revised National Planning Policy Framework (NPPF) 2018, has introduced the requirement to record all co-operation activities in a Statement of Common Ground, this is a record of any on-going joint working on cross boundary issues. This should be prepared by a strategic-plan making authority which includes local authorities, Mayors and combined authorities.
- 3.2** Strategic issues are those which require effective co-operation and may have cross boundary implications and are identified as:
- The homes and jobs needed in the area
 - Retail, leisure and other commercial developments
 - Infrastructure for transport, telecommunications, security, water supply, wastewater, flood risk, and the provision of minerals and energy (including heat)
 - Community facilities
 - Conservation and enhancement of the natural, built and historic environment and climate change mitigation and adaptation.
- 3.3** The preparation of joint planning policies on strategic matters such as joint development plan documents is encouraged to assist the consideration of issues in a strategic way. Local planning authorities should take account of different geographic areas including housing markets and travel-to-work areas and, depending on the issue, work with the relevant tier of Government.
- 3.4** Joint working across boundaries and covering strategic issues can be done as part of a joint committee and a jointly prepared strategy and it should be a continuous process. The Statement of Common Ground should demonstrate effective co-operation from early plan making stages with concrete actions and outcomes as the plan progresses.
- 3.5** Each strategic policy making authority or local planning authority is required to engage constructively, actively and on an ongoing basis with regard to the preparation of development plan documents and local development documents.
- 3.6** For a plan to be sound it must be effective, which means deliverable and "based on effective joint working on cross boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground".

4 Who needs to co-operate?

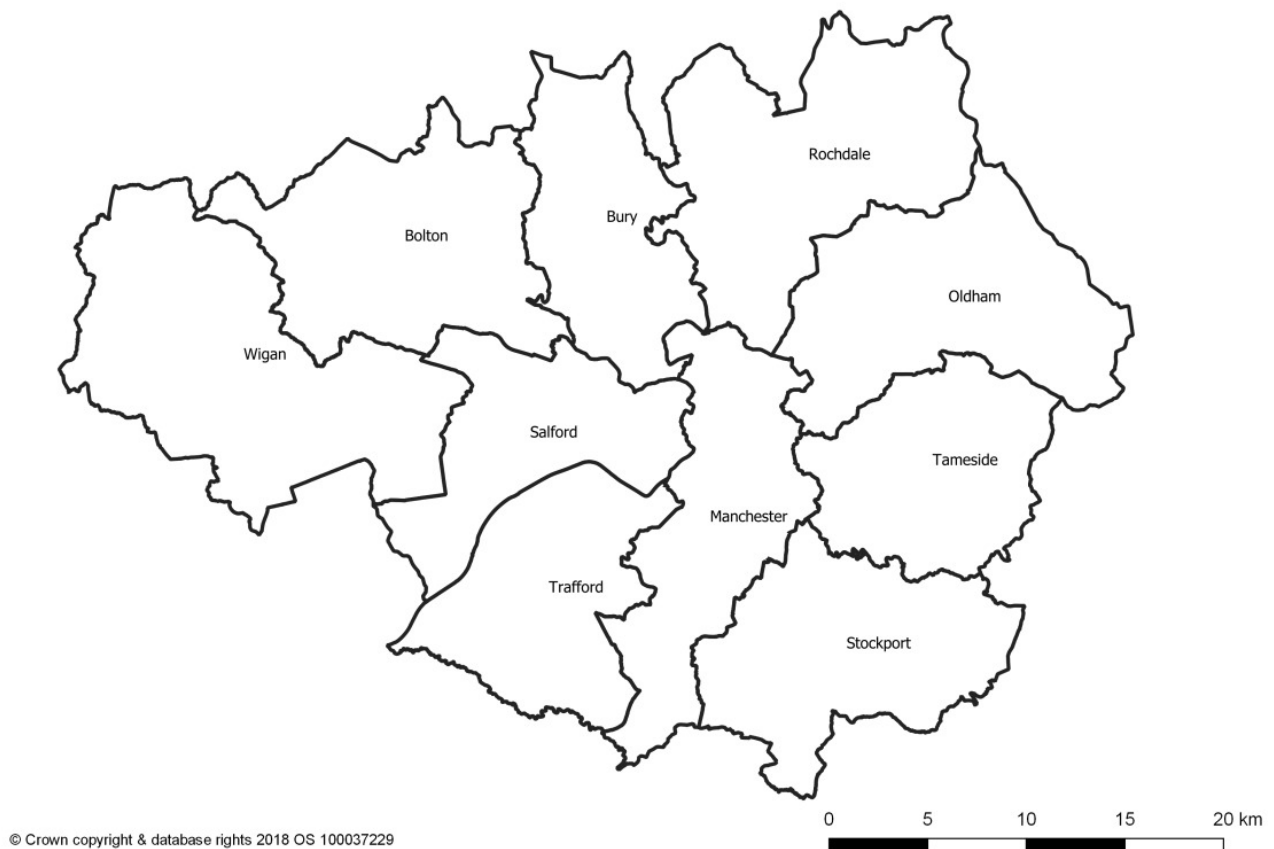
4.1 Co-operation should take place with public bodies or neighbouring authorities where there is an identified relevant strategic matter. The Planning and Compulsory Purchase Act has identified those bodies who are covered by the "Duty to Cooperate" requirement, but the exact choice of organisations will depend on strategic priorities, when the plan becomes a Spatial Development Strategy. Duty to Cooperate bodies are:

- The Environment Agency
- Historic England
- Natural England
- The Mayor of London
- The Civil Aviation Authority
- Homes England
- Clinical Commissioning Groups established under section 14D of the National Health Service Act (2006)
- National Health Service Commissioning Board
- The Office of Rail Regulation
- Transport for London or each integrated Transport Authority (Transport for Greater Manchester)
- Highway authorities (Highways England and GM Local Authorities)
- The Marine Management Organisation

4.2 The GMCA is required to co-operate with these authorities, where relevant, and in return they are required to work with us. In the case of Greater Manchester, not all the bodies above are relevant, for example, the Mayor of London and the Marine Management Organisation. The GMCA must cooperate with the GM Local Enterprise Partnership and GM Local Nature Partnership (Natural Capital Group) and have regard to their activities but they are not subject to the requirements of duty to cooperate.

5 Geographical Area

5.1 The Statement of Common Ground relates to Greater Manchester. It is made up of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan, shown in the diagram below. The early stages of evidence gathering established that Greater Manchester was the correct boundary to support strategic plan making, because the administrative boundary provided a strong basis for considering housing and travel to work areas. Detailed work on what should be the Functional Economic Area was undertaken in 2014 as part of the Objectively Assessed Needs Consultation and evidence and advice supported identifying the administrative boundary of GM. The Governance arrangements operate at GM level for both GMCA and AGMA, plus the GM Local Enterprise Partnership and the GM Natural Capital Group. GM has a long history of working together and the strategic issues within GM have required co-operation and collaboration over many years.



Picture 5.1

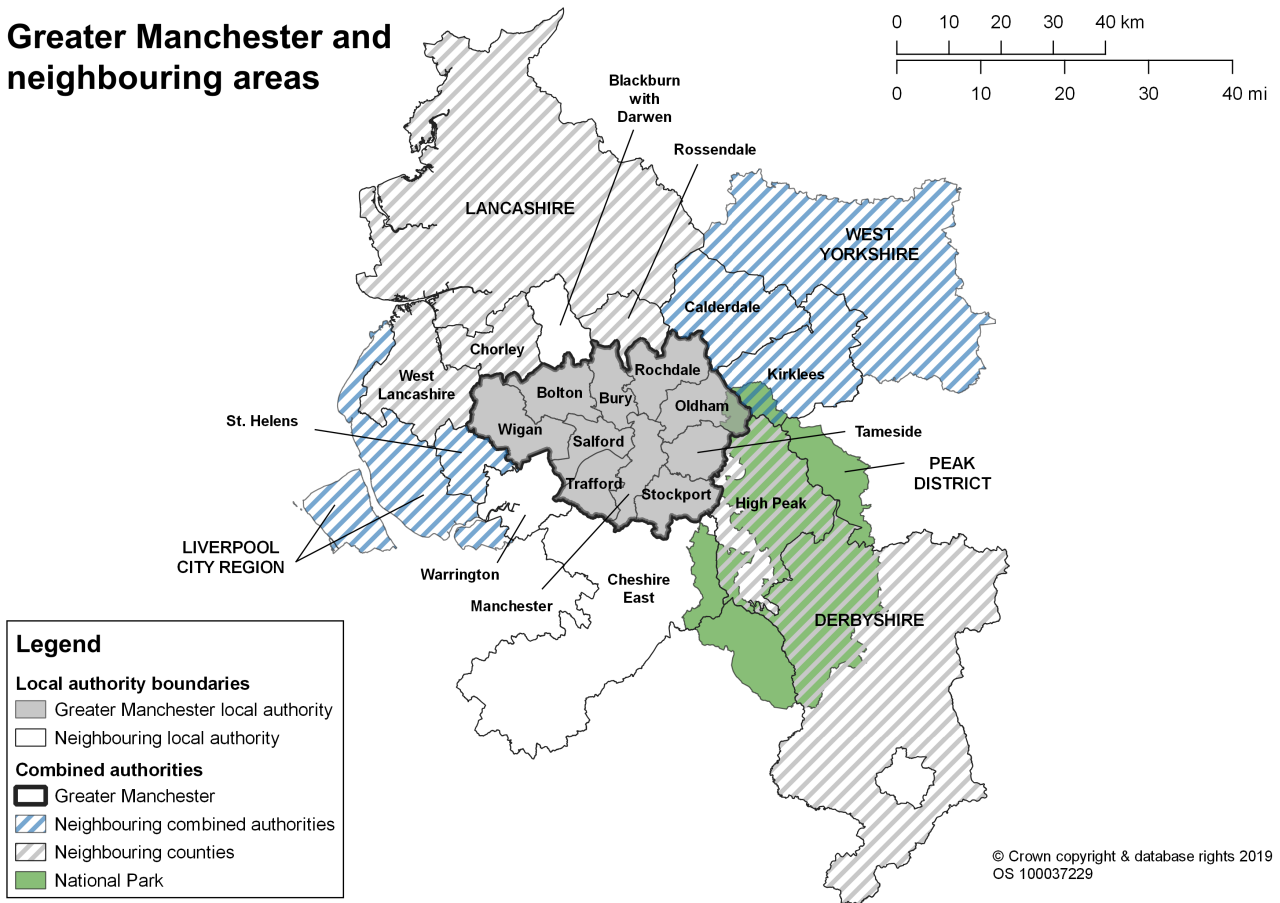
5.2 Effective co-operation on cross boundary strategic issues covers those areas outside of Greater Manchester but sharing a border. Co-operation takes place with the relevant level of local government depending on the issue at hand, including City-Region, County and Local.

GM and Neighbouring Authorities



Picture 5.2

Greater Manchester and neighbouring areas



Picture 5.3

5.3 During the preparation of the Revised Draft GMSF 2019, a devolution agreement covering Liverpool City Region created a combined authority for Liverpool with strategic planning powers and the GMCA have responded by ensuring they are included in any joint working. Going forward it will work with changing tiers of local Government as relevant.

6 GMCA Governance

- 6.1** In November 2014, AGMA recommended to the 10 GM authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”). Further, the recommendation was that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf. The Joint GMCA/AGMA Executive Board is the Joint Committee overseeing this work. The GMSF is currently being prepared as a Joint DPD of the 10 Greater Manchester Authorities as the necessary regulations are not in place to allow for the transition to a Spatial Development Strategy. The joint GMCA/AGMA Executive Board is a key means of meeting the requirements of ‘effective co-operation’.
- 6.2** The GMCA has strategic plan making powers, specifically in relation to the preparation and publication of a Spatial Development Strategy. The GMCA is made up of the Mayor and the 10 leaders of the Greater Manchester authorities. All key decisions relating to SDS will be debated and agreed by the GMCA. Unanimous approval of all members of the GMCA is required for the ‘public participation’ and ‘publication’ stages of an SDS. Once the necessary regulations are in place it is intended that the GMSF DPD ‘transitions’ to become a Spatial Development Strategy. The existing governance structure will be used for the SOCG and the collection of main signatories.
- 6.3** A number of GMCA’s functions have been delegated to committees and sub-committees and this is set out in the diagram below, those bolded are the ones receiving GMSF matters. Many of the committees/ boards have representatives from Greater Manchester districts, public bodies and infrastructure providers. This enables effective continued cooperation throughout the preparation of the GMSF in terms of both evidence preparation and policy development. A description of the key committees, boards and commissions which feed into the GMSF preparation process and agree the document are set out in Appendix 1.



Picture 6.1

6.1 Public Bodies and how they are connected into GMSF Process

6.4 Below is a list of public bodies who are "additional signatories" and how they are currently plugged into the GMSF process.

Additional Signatories	Governance
Environment Agency	<ul style="list-style-type: none"> • GM Planning and Housing Commission • Low Carbon Hub • Natural Capital Group
Natural England	<ul style="list-style-type: none"> • Natural Capital Group
Homes England	<ul style="list-style-type: none"> • GM Planning and Housing Commission • GM Land Commission • GM Land and Property Board
Clinical Commissioning Group's	<ul style="list-style-type: none"> • Greater Manchester Health and Well Being Board
Mayor of Greater Manchester and ten Greater Manchester Local Authorities	<ul style="list-style-type: none"> • Joint GMCA/AGMA Executive Board

Transport for Greater Manchester	<ul style="list-style-type: none"> • Transport for Greater Manchester Committee • Low Carbon Hub Board
Highways Authority <ul style="list-style-type: none"> • Highways England • GM Local Authorities 	<ul style="list-style-type: none"> • Joint GMCA/ AGMA Executive Board • Transport for Greater Manchester Committee • Capital Projects and Policy Sub-Committee • Bus Network and Transport for Greater Manchester Services Sub-Committee • Metrolink and Rail Networks Sub-Committee
Local Enterprise Partnership	<ul style="list-style-type: none"> • GM Combined Authority • GM Local Enterprise Partnership • Low Carbon Hub
Local Nature Partnership	<ul style="list-style-type: none"> • Low Carbon Hub Board

Table 6.1

7 Signatures

- 7.1** The Statement of Common Ground is a document that will be updated at each iteration of the GMSF. It will accompany the GMSF setting out a record of collaboration from the earliest stages through to submission. At the submission stage, it will be required to demonstrate to the Inspectorate that neighbouring authorities and public bodies and infrastructure providers are satisfied that the proposals in the GMSF, do not cause any significant concern and those organisations are satisfied with the plan.
- 7.2** By demonstrating effective co-operation and collaboration using the Statement of Common Ground the Inspector, at the Examination, will be able to determine whether the plan meets one of the tests of soundness, and is "based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred". It indicates a key element of the test of soundness has been met plus it contributes to demonstrating the plan is deliverable, other evidence includes AMR's and Joint Committees. The Statement of Common Ground should evidence that GM can meet its own needs, the extent of unmet need (if any) and agreements or disagreements concerning unmet needs.
- 7.3** The Statement of Common Ground should be accompanied with signatures to demonstrate agreement with the plan on key matters. The GMCA intends to collect signatures at the submission stage, to allow the fullest collaboration to take place between the key parties. The main signatories will be the ten GM Leaders and the Mayor. There are also "additional signatories" and these are neighbouring authorities, public bodies and infrastructure providers. The NPPF 2018 widens the range of organisations and bodies that co-operation should take place with, if you are a strategic policy making authority and this includes "infrastructure providers". At this stage the Revised GMSF 2019 is a Development Plan Document but the intention is to move to Spatial Development Strategy in the future.

8 Additional Signatories

8.1 The capture of additional signatures is still to be fully determined but consideration of how best to collect this will be sought from neighbouring authorities, public bodies and infrastructure providers. It is envisaged a copy of the latest GMSF will be provided with the Statement of Common Ground and signatures will be collected at around submission stage. It is important that the additional signature has the authority to sign for the organisation.

Potential Additional Signatories

Neighbouring Authorities

- Lancashire County Council
- Chorley Borough Council
- Rossendale Borough Council
- West Lancashire Borough Council
- Liverpool City Region
- St. Helen's
- West Yorkshire Combined Authority
- Calderdale
- Kirklees
- Derbyshire County Council
- High Peak Borough Council
- Peak District National Park
- Blackburn with Darwin Borough Council
- Cheshire East Council

- Warrington
- **Public Bodies**

- The Environment Agency
- Historic England
- Natural England
- The Civil Aviation Authority
- Homes England
- Clinical Commissioning Groups
- National Health Service Commissioning Board
- The Office of Rail Regulation
- TFGM
- Highways Authorities
- Highways England

- Local Enterprise Partnership
- Local Nature Partnership

Infrastructure Providers Additional Signatories

- United Utilities
- Electricity North West
- National Grid
- Cadent

9 Strategic Issues

9.1 From the early evidence gathering stages the GMCA has been cooperating with neighbouring authorities and sharing information on stages, evidence and policy. This has enabled our strategic partners to share any cross boundary concerns with us and these have covered:

- Spatial Strategy;
- Transport;
- Housing;
- Employment;
- The environment;
- Green Belt;
- Community benefit; and
- Allocations.

9.2 The Statement of Common Ground is a record of the collaboration and it shows how the plan has been built over time with the inclusion of many of our strategic partners. They have been involved with the creation of different parts of the plan from evidence, objectives, policy, allocations, designations and targets, and this will strengthen the final GMSF that emerges and takes GM forward over the next 20 years.

9.3 As part of the GMSF preparation key pieces of evidence have been shared with neighbouring authorities outside of GM and key bodies active in GM. The GMCA Boards and Commissions have considered much of the evidence supporting GMSF but some of the key studies which have been shared include:

- Strategic Housing Market Assessment Methodology/ study (Winter 2013)
- Commuting Patterns between GM and neighbouring districts (November 2015)
- GMSF Economic Needs Assessment (Winter 2015)
- Oxford Economics Accelerated Growth Scenario (winter 2015)
- Green Belt Assessment Methodology (March 2016)
- Greater Manchester Green Belt Assessment (June 2016)
- South East Manchester Multi-Modal Study Refresh (commenced 2018)
- Greater Manchester Landscape Character and Sensitivity Assessment

9.4 The housing and employment provision for GM has formed part of the Draft GMSF 2016 and Revised Draft GMSF 2019 and neighbouring authorities have been asked if they would be willing to accommodate any of this provision. This has allowed the full consideration of all the options available, and to date there has been no confirmed commitment to accommodate any of our provision. This fits with our ambition to accommodate all our need within our borders. Detailed work on what should be the Functional Economic Area was undertaken in 2014 as part of the Objectively Assessed

Needs Consultation and evidence and advice supported identifying the administrative boundary of GM. Currently there are no unmet needs in Greater Manchester for either housing or employment.

9.5 The housing and employment provision for GM to 2037 is:

- Housing 201,000 net dwellings
- Offices 2,460,000m²
- Industrial and Warehousing 4,220,000m²

9.6 The figures above are the need to 2037 for housing, offices and industrial and warehousing. The figures below are the distributed need for housing across Greater Manchester. For offices and industrial and warehousing it shows land supply in each district to meet the need plus additional provision to ensure flexibility and choice.

9.7 The distribution of need is:

Local Authority	Housing Need 2018-2037 (units)	Office Land Supply 2018- 2037 (sq m)	Industrial and Warehousing Land Supply 2018- 2037 (sq m)
Bolton	13,800	73,642	830,142
Bury	9,470	54,270	380,232
Manchester	54,530	1,759,847	247,315
Oldham	14,290	84,423	478,151
Rochdale	12,160	71,163	1,032,305
Salford	32,680	483,584	586,758
Stockport	14,520	92,651	168,549
Tameside	8,850	37,240	305,205
Trafford	19,280	215,661	687,666
Wigan	21,400	20,225	641,717
GM	200,980	2,892,705	5,358,041

Table 9.1

- 9.8** During preparation of the Revised Draft GMSF 2019 a number of authorities were able to reconfirm their position and acknowledged that they were unable to accept any of GM's housing or employment provision, a number required further exploration of the issues involved especially related to Green Belt and some did not respond. The following authorities confirmed they could not accept additional housing to meet GM's housing need Calderdale, Kirklees, High Peak, Rossendale and Warrington. West Lancashire stated further evidence was required for them to fully consider this option.
- 9.9** The GM Transport Strategy 2040: Draft Delivery Plan 2020-2025 is being published alongside the Revised Draft GMSF 2019 and this provides further information on transport infrastructure issues and requirements going forward. It will be an important piece of evidence for cross boundary neighbouring authorities outside of GM.
- 9.10** The GMCA includes a Strategic Infrastructure Board which considers infrastructure needs across GM and the demand and supply issues which will come with implementation of the GMSF. It brings together infrastructure providers responsible for communication/digital connectivity, energy, potable water and waste treatment, floodrisk and transport. This allows a collaborative approach to infrastructure.
- 9.11** Joint meetings were undertaken between each district within GM and the Environment Agency, Natural England and United Utilities between 2017 and early 2018 on the emerging evidence base and concept planning for each allocation. The objective being to discuss key environmental issues and opportunities as well infrastructure requirements. In undertaking early pro-active engagement outside of the statutory plan consultation this has ensured best practice is applied in taking statutory consultee/infrastructure advice as part of the plan making process and to refine emerging options.
- 9.12** Set out below are the issues raised by strategic partners which are still relevant as the plan moves forward. This is not a complete list and a fuller list of communications and comments can be found in the Appendices.

Spatial Strategy	<ul style="list-style-type: none"> Rossendale expressed concern that the distribution of growth may place greater pressure on Rossendale to accommodate additional development. Cheshire East are requesting greater clarity on how transportation has informed the site selection process.
Transport	<ul style="list-style-type: none"> Cheshire East, Stockport and Greater Manchester have a long history of collaborating on cross border transport issues, including congestion along the A34 corridor, since the original SEMMM Strategy was published in 2001. This original strategy is now in the process of being refreshed to set out the long term transport strategy for the southern

Stockport area to 2040. The draft Refresh was put out to consultation in 2018 and included a multi modal package of schemes relating to rail, tram, bus, cycling and walking, and highways. It is anticipated that a final version of the Strategy will be submitted to both Stockport and Cheshire East Councils for adoption in Spring 2019..

- Rossendale have raised concerns about the impact of growth on the transport network including the M66/ A56 corridor, links to Greater Manchester and the wider motorway network. They raised concerns about the impact of the “Northern Gateway” on its potential to increase commuters from Rossendale and how this might affect transport infrastructure. They refer to the proposed freight rail link via the ELR and the potential to consider this as a commuter rail link. They believe the Northern Gateway allocation has the potential to justify a freight spur from the current East Lancs Railway Line and this would support the case to run commuter trains on the East Lancs Railway to Manchester via the main National Rail line.
- Blackburn with Darwen are seeking support for a joint approach with Greater Manchester to establishing commuting assumptions to feed into housing requirements modelling work.
- High Peak expressed a number of transport concerns related to the impact of growth proposed in the GMSF on congestion and commuting times for High Peak residents, implications for public transport and the distribution of growth in the Highway network. They refer specifically to the A6 corridor and A57/ Mottram By-pass. They are working jointly with Derbyshire County Council, Greater Manchester Authorities and Cheshire East on the SEMMMS refresh.
- West Lancashire Borough Council seeks policy support for the Skelmersdale Rail Link and improvements to the Southport - Manchester Services. The policy should also make reference to improvements to M6/A58 interchange and proposed A58 link road to Wigan.
- Peak District National Park are concerned about the impact of traffic growth on the National Park roads particularly Mottram M67 and the impact on the A57/A628/A616.
- St. Helens, Warrington, Wigan and GMCA have been collaborating since 2017 on the impact of Port Liverpool on the proposed M6 Junction 23 Feasibility Study funded by Liverpool City Region Single Investment Fund. The study is examining the need for improvements to this

	<p>junction as a result of increased freight traffic from employment sites Liverpool 2/ Superport and Knowlsey Industrial Park and also sites in Wigan along the East Lancs Corridor. If improvements are required it may be programmed into Highways England Road Investment Strategy to prioritise for public sector funding after 2019/20. In July 2017 Wigan agreed to fund 5% of this study.</p>
Housing	<ul style="list-style-type: none"> • Neighbouring authorities have been asked if they are able to accommodate any of GM's provision and an update is given above. Confirmation is awaited from Blackburn with Darwen, Cheshire East and St. Helens.
Employment	<ul style="list-style-type: none"> • High Peak raised issues around the high levels of employment growth diverting employment investment into the City Region.
Environment	<ul style="list-style-type: none"> • Historic England believe the GMSF fails to recognise the historic environment as a strategic priority. • Natural England seeks stronger links between integrated networks of green infrastructure identified in the GMSF and the strategic locations and allocations. They request more information setting out how green infrastructure has informed decision making in the selection of sites. They suggest a Green Infrastructure Needs Assessment, GMSF should identify new elements of the network, achieving net gains for nature, address the impact of development on air quality and adopt the mitigation hierarchy. • West Lancashire Borough Council, High Peak, Peak District National Park and Rossendale seek reference to cross boundary green infrastructure connections and environmental policies. • Environment Agency have made comments to strengthen the environmental policies in the plan. They are seeking a stronger emphasis on making development sustainable, climate change resilient, promoting natural capital approach to GM and introducing targets for environmental policies.

	<ul style="list-style-type: none"> Salford Clinical Commissioning Group have made comments about air quality. They are concerned about loss of open space and the implications for the health of the population. They do not believe the plan adequately addresses the implications of the growth planned on health and social services. Greater Manchester Natural Capital Group (Local Nature Partnership) made comments related to the delivery of Green Infrastructure and how this is monitored and measured. GMSF needs to define a Green Infrastructure Network, identify a range of measurable targets, achieve a net gain in biodiversity, progress an ecological framework, review the approach to SBI policy, adopt a brownfield first approach and reduce the risk of flooding through the provision of Green Infrastructure.
Green Belt	<ul style="list-style-type: none"> High Peak recommend undertaking a Green Belt Review to support spatial distribution within GMSF.
Community Benefit	<ul style="list-style-type: none"> Bury Clinical Commissioning Group seek greater inclusion of reference to S106 and Community Infrastructure Levy.
Site Specific : OA20 Woodford	<ul style="list-style-type: none"> Cheshire East made specific comments.
Site Specific: OA6 Gin Hall	<ul style="list-style-type: none"> Rossendale made specific comments.
Site Specific: WG2 Western Cadishead and Irlam	<ul style="list-style-type: none"> Warrington made specific comments.
Site Specific: OA12 Fletchers Mill	<ul style="list-style-type: none"> Peak District National Park made specific comments.

Table 9.2

9.13 At each stage collaboration has taken place and this is summarised in the appendices. It covers:

- Formative Proposals for a Greater Manchester Spatial Framework
- Consultation on Vision, Objectives and Strategic Growth Options
- First draft of the Greater Manchester Spatial Framework

10 GMSF Strategy, Policies and Allocations

- 10.1** This section will set out how the current Revised GMSF 2019 has been altered based on the comments and collaborative activity by the "duty to co-operate" bodies. It will focus primarily on the Draft GMSF 2016 and the alterations to the Revised Draft GMSF 2019.
- 10.2** The Draft GMSF 2016 was prepared as a joint Development Plan Document and cooperated with "duty to cooperate bodies". It was also the first draft which included proposed policies, allocations and designations. Since this time a great deal has happened, there is a revised NPPF 2018 which introduced Statements of Common Ground, Revised National Planning Practice Guidance and a great deal of new and updated evidence has emerged, plus we have all the comments from the Draft 2016 stage to inform thinking around the approach to the plan. The following shows how the Revised Draft GMSF 2019 has been amended to take on board the comments by key public bodies, where possible. This is still a draft plan and work is continuing to inform its strategy, policies, allocations and designations and one area where evidence gathering is ongoing relates to transport. In this regard further information will inform thinking at a future stage.
- 10.3** The structure of the Revised Draft GMSF 2019 has been changed and there is now a greater emphasis in setting the scene and explaining the context. This has helped create deeper explanations relating to policy areas and this has also been complemented with more detailed evidence.
- 10.4** The Revised Draft GMSF 2019 includes a chapter called A Sustainable and Resilient Greater Manchester and this provides more depth on many of the policy areas of concern, particularly those expressed by the Environment Agency. There are new and revised policies relating to Sustainable Development, Meeting Our Carbon Commitments, Heat Energy Networks, Resilience, Flood Risk and Water Environment and Clean Air.
- 10.5** The Revised Draft GMSF 2019 includes a chapter called A Greater Manchester For Everyone and this includes policies on: Promoting Inclusion; Sustainable Places; Heritage, Retail and Leisure; Health; and Sports and Recreation. These policies seeks to recognize some of the concerns expressed by the Salford Clinical Commissioning Group. The Heritage, Retail and Leisure policy has been informed by the comments made by Historic England and provides a strategic framework for the approach to heritage in Greater Manchester and the role of the GMSF and Local Plans.
- 10.6** The Revised Draft GMSF 2019 includes a new chapter called A Green Greater Manchester and this includes a policy on The Greater Manchester Green Belt. This policy has been informed by a Green Belt Assessment, proposed additions and site selection process which has informed the proposed Green Belt boundary. This chapter also includes new and revised policies on Valuing Important Landscapes, Greater

Manchester's Green Infrastructure Network, Biodiversity and Geodiversity. Many of the policies have been further strengthened since the previous draft by further evidence, the objective to deliver a net gain in natural environmental assets and an integrated approach to green infrastructure networks and new development . A Landscape Character and Sensitivity Assessment has been prepared for Greater Manchester which provides a consistent evidence base, assessing the quality and sensitivity of different landscapes and considering cross-boundary relationships. These policy amendments have been informed by the comments made by Natural England, West Lancashire, Rossendale, High Peak, Peak District National Park, the Natural Capital Group and Salford Clinical Commissioning Group.

- 10.7** The approach to transport is set out in new chapter called A Connected Greater Manchester, this includes new policies covering World Class Connectivity, Digital Connectivity, Walking & Cycling Network, Public Transport, Transport Requirements of New Development, Highway Infrastructure Improvements, Freight and Logistics and Streets for All. In addition to the improvements listed in these policies, improvements to the network are set out in the 2040 Transport Strategy Delivery Plan 2020-2025 published alongside the Revised Draft GMSF 2019. The information in these policies and the transport evidence will be of direct interest to our neighbouring authorities who have raised concerns about the impact of growth in Greater Manchester on the wider transport network outside of GM. Further transport modelling work is underway to complement this evidence but it is not available for this draft of the GMSF.
- 10.8** The approach to sites has been informed by a GMSF Site Selection methodology to identify the sustainable locations for residential and employment development that can achieve the objectives of the GMSF Spatial Strategy and meet the housing and employment land supply shortfall across GM. The Revised Draft GMSF 2019 has identified the opportunities and broad areas where it is considered development will achieve the levels of new growth required to meet the needs of Greater Manchester. The site selection process seeks to achieve this by focusing firstly on the urban area followed by safeguarded land and then Green Belt. The list of site allocations can be found in the Allocations chapter.

Appendix 1: Greater Manchester Combined Authority Boards and Committees

- 1 This section of the document expands upon the various boards and committees through which the GMCA provides governance in a range of areas.

Joint GMCA/AGMA Executive Board

- 2 This Committee is set up as a decision making committee. It is a concurrently run committee for the GMCA and AGMA, allowing decisions which have their delivery under different bodies and functions to be made in one place. This board deals with the GMSF. Membership is made up of the Mayor and Leaders of each of the ten Greater Manchester Districts. Members from other sub-committees attend, including Transport for Greater Manchester Committee. All decisions not delegated to other Committees are made at the GMCA and AGMA Executive Board.

Transport for Greater Manchester Committee

- 3 This committee advises or make recommendations to the GMCA on the major and strategic transport decisions. Transport for Greater Manchester Committee (TFGMC) minutes go to the GMCA to be considered and where necessary approve the recommendations. This is a decision making committee with delegated authority for policy development, monitoring, district highway functions including traffic signals, management and road safety.

Scrutiny

- 4 Scrutiny of all the above Boards, Committees etc. is offered by scrutiny committees. The GMSF is picked up by three scrutiny committees:
 - GMCA and AGMA Joint Scrutiny
 - Housing, Planning and Environment Overview and Scrutiny Committee
 - Economy, Business Growth and Skills Overview and Scrutiny Committee

Local Enterprise Partnership

- 5 The GMCA works in partnership with the GM Local Enterprise Partnership (LEP) to deliver joint strategic priorities in the Greater Manchester Strategy. Membership is limited to three public sector representatives of which The Mayor is one and the remaining 10 members are appointed from the private sector. The remit of the LEP covers the Greater Manchester Strategy and the Greater Manchester Growth and Reform Plan. It provides advice to GMCA on economic issues, planning transport and housing. It works with the AGMA Business Leaders Group, the Chairs of the Manchester

Growth Company Advisory Boards for Business Support and Business Finance and Internationalisation and Marketing. GM Combined Authority's Wider Leadership Team (WLT) are advisors to the LEP.

- 6 Decisions of the GM LEP are reported via a copy of the draft minutes, to the next GMCA meeting following the GM LEP. These papers are publicly available. Decisions taken using delegated authority are reported back to the full GM LEP board the following month.

Transport for the North

- 7 Transport for the North (TfN) is the first sub-regional transport body in the UK. GMCA appoints one member to TfN. As a statutory body, TfN's powers include the ability to produce a statutory transport strategy, fund organisations to deliver transport projects, consultation on all rail franchises in the North and smart ticketing on public transport.

Greater Manchester Planning & Housing Commission

- 8 The Planning & Housing Commission brings together public and private sector partners to help create a strategic framework that deals with housing, growth, infrastructure and town centres. It is an advisory body to inform policy and decisions by the GMCA/AGMA and other GM strategic bodies. It provides advice to GMCA/AGMA on strategic planning and housing issues. It engages with Government and a range of delivery partners to develop and oversee programs at the GM scale.
- 9 Membership includes public and private groups including the GM Portfolio holder for Planning, Housing and Homelessness, a representative of the GM Housing CEO's Group and a representative from infrastructure providers United Utilities. The Commission identifies and appoints it's own advisors and current advisors include the Homes and Communities Agency and The Environment Agency. The Commission reports to the GMCA/AGMA Executive Board through it's Chair and the lead Chief Executive for Planning and Housing.

Low Carbon Hub

- 10 Responsible for overseeing delivery arrangements to achieve the low carbon elements of the Greater Manchester Strategy. It ensures that the work undertaken by the Low Carbon Hub is integrated with the other GM Commissions for example, Planning and Housing Commission and Local Enterprise Partnership. Membership covers public and private bodies but includes TfGMC, the LNP, and the lead organization for business support (Business Growth Hub Board), LEP and Environment Agency.

Greater Manchester Skills and Employment Partnership

- 11 This Partnership seeks greater alignment between employment and skills provision. The GM Skills and Employment Partnership reports is to GMCA and the GM LEP.

Greater Manchester Health and Social Care Strategic Partnership Board

- 12 This seeks to understand and influence the health and social care system in GM and influence the NHS budget in pursuit of the GMS priorities. Membership includes public and private membership made up of GM Clinical Commissioning Groups representatives, PCT Cluster representatives, National Commissioning Board and NHS Trust representatives.

Land Commission

- 13 The Greater Manchester Land Commission has been established by GMCA and the Government to enable more effective use of the public estate across GM to unlock additional housing delivery, economic growth and reform of public services across the conurbation. It is an advisory body and a mechanism to work with various land holding partners in Greater Manchester seeking to dispose of public land. Membership is made up of a representative of Central Government, the Mayor and public sector representatives from across GM.
- 14 The Land Commission is complemented by the GM Land and Property Panel which is responsible for the delivery of One Public Estate in Greater Manchester.

Strategic Infrastructure Board

- 15 The GMSIB brings together at a strategic level the main organisations responsible for managing and/or delivering Greater Manchester's critical physical infrastructure. The aim of the GMSIB is to agree and then monitor how strategies and investment plans meet and deliver the Greater Manchester Infrastructure Strategy (GMIS).
- 16 For the purpose of the Boards terms of reference infrastructure is defined as:
- 17 • Energy electricity distribution, generation and storage.
 - 18 • Gas distribution. Heat generation and distribution
 - 19 • Water and waste water
 - 20 • Flood alleviation & surface water drainage
 - 21 • Green & blue Infrastructure
 - 22 • Transport and movement
- 23 The GMSIB remit also includes the potential interactions between infrastructure and housing but not housing supply in general.

Appendix 2: Table showing district approval of the Greater Manchester Spatial Framework

- 1 The following table sets out the date on which each GM local authority approved a change to its constitution, delegating authority to AGMA and a Joint Committee to prepare the GMSF.

District	Full Council Approval
Bury	28/01/15
Bolton	25/02/15
Manchester	01/04/15
Oldham	04/02/15
Rochdale	21/01/15
Salford	21/01/15
Stockport	02/04/15
Tameside	24/02/15
Trafford	25/03/15
Wigan	14/01/15

Table 2.1

Appendix 3: Formative Proposals for a Greater Manchester Spatial Framework- March 2013 to November 2014

- 1 The formative proposals for the GMSF were determined during this stage and the following key activities took place:
 - Initial Consultation on the Objectively Assessed Development Needs was undertaken ending on 7th November 2014;
 - AGMA Executive agreed to prepare a statutory joint development plan document for Greater Manchester, and;
 - Each of the ten GM Authorities delegated authority to AGMA to prepare the GMSF through the Joint AGMA Committee (this subsequently became the Joint GMCA/AGMA Committee).

- 2 A list of all the relevant decisions, by each local authority delegating authority to AGMA to prepare a joint development plan document, is listed in Appendix 2. GMCA Governance engaged the following bodies: all ten GM districts, Homes and Communities Agency, Environment Agency and Transport for Greater Manchester.

- 3 Activity between AGMA and neighbouring authorities began in 2013, with a series of meetings. The issues raised during these meeting and the subsequent consultation relating to the Objectively Assessed Need for Development included:
 - Transport connections

 - Logistics related to the development of Liverpool 2, Port Salford and Manchester Ship Canal and GM Logistics Study.

 - Greater Manchester SHMA
 - Impact of increased net in-commuting on links into Greater Manchester

 - Environmental designations within Greater Manchester

Appendix 4: Consultation on Vision, Strategy and Strategic Growth Options - December 2014 to January 2016

- 1 This stage was approved by Joint GMCA/AGMA Executive Board on 30 October 2015.
- 2 GMCA governance engaged the following bodies: all ten Greater Manchester districts, Homes and Communities Agency, Environment Agency, Natural England, Transport For Greater Manchester and the Local Enterprise Partnership and the Natural Capital Group. Feedback from these meetings informed the development of the Draft GMSF 2016.
- 3 In 2015 the Cheshire East Local Plan was reaching the final stages of its preparation and preparing further evidence to support the examination in public. During this time GMCA raised concerns about the impact of growth in the North of Cheshire area on the transport infrastructure within Greater Manchester - particularly the A34. Cheshire East suggested updating the SEMMMS scheme.
- 4 The GMCA held a series of meeting with its neighbouring authorities providing an update on GMSF and presenting evidence and commuting patterns between Greater Manchester and the neighbouring local authority. Chorley Council and Rossendale Borough Council confirmed they could not accept any additional housing to meet Greater Manchester's Objectively Assessed Need.
- 5 Issues raised at the Vision, Strategy and Strategic Growth Options consultation stage, which took place between 9th November 2015 and 11 January 2016, included:
 - Natural England and Historic England seeking greater emphasis on the natural environment and historic environment;
 - Chorley seeking further clarification on gypsy and traveller provision within Greater Manchester;
 - Rossendale expressing concern that the distribution of growth may place greater pressure on Rossendale to accommodate additional development;
 - Blackburn with Darwen expressing concern that Greater Manchester's growth could impact on their own aspirational housing agenda.;
 - Kirklees expressing concern that transpennine transport issues generated by the scale of growth in Greater Manchester have not been fully assessed.

Appendix 5: Draft of the Greater Manchester Spatial Framework - February 2016 to January 2017

- 1 This stage was approved by Joint GMCA/AGMA Executive Board on 28 October 2016. GMCA governance engaged the following bodies: all ten GM districts, Homes and Communities Agency, Environment Agency, Natural England, Transport for Greater Manchester, GM Local Enterprise Partnership and GM Natural Capital Group (Local Nature Partnership). Feedback from these meetings informed the development of the GMSF.
- 2 During this period a number of neighbouring districts confirmed they could not accept additional housing to meet Greater Manchester's Objectively Assessed need. These included Calderdale, Kirklees, Warrington and High Peak. West Lancashire are awaiting further evidence including the Greater Manchester Green Belt Review before deciding whether they can accommodate any of Greater Manchester's housing requirement.
- 3 Cheshire East sought stronger wording on transport and linkages and specifically in relation to Transport 2040 and the SEMMMs refresh.
- 4 Warrington stated the need to ensure GMCA/Liverpool City Region do not double count the need for logistics generated by Liverpool 2, Port Salford etc.
- 5 Rossendale referred to the M66/A56 study and stated that the M66 corridor is critical for Rossendale as housing and employment sites are located along the A56 corridor with M66 acting as the gateway. They also raised the issue of the "Northern Gateway" and its potential to attract commuters from Rossendale. They are concerned that this growth may have an impact on Rossendale's infrastructure.
- 6 Blackburn with Darwen are seeking support for a joint approach with Greater Manchester to establish commuting assumptions to feed into housing requirements modelling work.
- 7 Additional Issues raised at the formal consultation stage included:
 - High Peak raised issues around the high levels of employment growth. They recommend undertaking a Green Belt Review. They expressed a number of transport concerns around the A6 corridor and A57/A628 corridor. They requested involvement with the SEMMMS refresh and continued dialogue between Derbyshire County Council, GMCA and themselves over transport issues, related to planned growth and spatial distribution in the GMSF and the implications for highways and public transport connections.

- West Lancashire Borough Council seeks policy support for the Skelmersdale Rail Link and improvements to the Southport - Manchester Services, improvements to M6/A58 interchange and proposed A58 link road to Wigan. They seek reference to cross boundary green infrastructure connections.
- Cheshire East are requesting greater clarity on how transportation has informed the site selection process. They also raised concerns about Woodford. Cheshire East Council are of the view that the Poynton Relief Road is a prerequisite for the delivery of this site and as such this scheme should form part of the TfGM Transport Strategy. They suggest a policy to improve linkages to Poynton Railway Station and suggest Woodford would benefit from Metrolink access. As a proposed alternative approach they suggest expanding North Cheshire Garden Village.
- Rossendale are seeking further public transport links between Greater Manchester and Rossendale. They refer to the proposed freight rail link via the ELR and the potential to consider this as a commuter rail link. They also make specific comments in relation to Gin Hall and the impacts of the M66 Junction 1 and A56. They comment on other cross boundary issues related to green infrastructure and environmental policies.
- Warrington would like the opportunity to discuss the proposed Western Cadishead and Irlam Strategic site with Salford and the implication for land within Warrington.
- Environment Agency make recommendations to strengthen the environmental policies in the plan. Historic England believe the GMSF fails to recognise the historic environment as a strategic priority. Natural England seeks stronger links between integrated networks of green infrastructure identified in the GMSF and the strategic locations and allocations.
- Peak District National Park are concerned about the impact of traffic growth on the National Park roads particularly Mottram M67 and the impact on the A57/A628/A616. They specifically refer to the impact of the site Mottram and High Lane, on roads crossing the National Park. They raise concerns about harm to the setting of the National Park and how this is affected by Fletchers Mill proposal.
- Salford Clinical Commissioning Group have raised concerns about air quality. They do not believe the plan adequately addresses the implications of the growth planned on health and social services.
- Bury Clinical Commissioning Group seek greater inclusion of reference to S106 and Community Infrastructure Levy.

Appendix 6: Greater Manchester's Plan for Homes, Jobs and the Environment: Revised Draft of the Greater Manchester Spatial Framework - February 2017 to January 2019

- 1 This stage was approved by Joint GMCA/AGMA Executive on 11th January 2019. GMCA Governance engaged the following bodies, Homes and Communities Agency, Environment Agency, Natural England, Transport for Greater Manchester, GM Local Enterprise Partnership and GM Natural Capital Group (Local Nature Partnership). GMCA Governance and boards progressed work on responses to the first draft of the GMSF, developing environmental targets for the GMSF, the approach to concept planning, integrated water management, a wide range of infrastructure issues and the GM 2040 Transport Strategy Delivery Plan 2020-25.
- 2 The housing and employment provision for GM has formed part of the 2016 and Revised Draft GMSF 2019. Neighbouring authorities have been asked at each stage if they would be willing to accommodate any of this provision. This has allowed the full consideration of all the options available, and to date there has been no confirmed commitment to accommodate any of our provision. This fits with our ambition to accommodate all our need within our borders. Detailed work on what should be the Functional Economic Area was undertaken in 2014 as part of the Objectively Assessed Needs Consultation and evidence and advice supported identifying the administrative boundary of GM. Currently there are no unmet needs in Greater Manchester for either housing or employment. This information has been used to inform GMCA's approach to Green Belt release and establish exceptional circumstances for its release.
- 3 Joint meetings were undertaken between each district within GM and the Environment Agency, Natural England and United Utilities between 2017 and early 2018 on the emerging evidence base and concept planning for each allocation. The objective being to discuss key environmental issues and opportunities as well infrastructure requirements. In undertaking early pro-active engagement outside of the statutory plan consultation this has ensured best practice is applied in taking statutory consultee/infrastructure advice as part of the plan making process and to refine emerging options.
- 4 During this period meetings between St. Helens, Warrington, Wigan and GMCA focused on the proposed M6 Junction 23 Feasibility Study funded by Liverpool City Region Single Investment Fund. The study is examining the need for improvements to this junction as a result of increased freight traffic from employment sites Liverpool 2/ Superport and Knowlsey Industrial Park and also sites in Wigan. If improvements are required it may be programmed into Highways England Road Investment Strategy to prioritise for public sector funding after 2019/20. In July 2017 Wigan agreed to fund 5% of this study.

- 5 Rossendale raised concerns about the Northern Gateway and its potential to attract commuters from Rossendale. They emphasis the importance of improving the A56/M66 corridor and having an integrated approach to transport planning around the Northern Gateway.

- 6 Calls for a refresh of the SEMMMS by Stockport and Cheshire East led to the commencement of this study in 2017 and once complete this will set priorities for transport investment across south east Manchester until 2040. It will cover schemes such as the M6 to M60 relief road, the A34 strategic corridor and the A6 corridor. It is anticipated that a final version of the Strategy will be submitted to both Stockport and Cheshire East Councils for adoption in Spring 2019. The commencement of the SEMMMs refresh was raised by Cheshire East, High Peak and the Peak District National Park and they have been closely involved in the refresh.