

**REPORT OF THE LEAD MEMBER FOR PLANNING AND SUSTAINABLE
DEVELOPMENT**

TO Council

ON Wednesday 17 March 2021

**TITLE: Places for Everyone: A Proposed Joint Development Plan
Document of Nine GM Districts**

RECOMMENDATIONS:

It is recommended that Council:

1. Note the attached Cabinet report covering the proposal to establish a joint committee to prepare the Places for Everyone Joint Development Plan Document.
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EXECUTIVE SUMMARY:

Following Stockport's decision to withdraw from the Greater Manchester Spatial Framework, it is recommended that the remaining nine GM districts continue to prepare a joint plan. This plan will be called Places for Everyone. It is intended that the process for the Places for Everyone Joint Development Plan Document can resume from the point the GMSF had reached (Publication).

Preparation of a joint plan requires the establishment of a joint committee. Agreement to establish a joint committee is a decision for Cabinet. The Cabinet report addressing the decision to establish a joint committee is being presented to Full Council for information.

BACKGROUND DOCUMENTS:

The following documents are appended to this Council Report:

- Cabinet Report Places for Everyone: A Proposed Joint Development Plan Document of Nine GM Districts 9 March 2021.
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KEY DECISION: No – report for information

DETAILS:

1. Introduction

- 1.1 Following Stockport's withdrawal from the Greater Manchester Spatial Framework (GMSF) in December 2020, it is not possible for this joint plan to continue in this form. However, legal provisions do allow for joint plans to proceed where one district withdraws, providing the plan has substantially the same effect on the remaining districts.
- 1.2 A substantial quantity of work has gone into the GMSF, including preparation of a robust and thorough evidence base and development of policies. In order that this work can be fully utilised, it is proposed that the remaining nine GM districts will continue to produce a joint Development Plan. This plan will cover Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan, and will address the same issues for these districts as were covered in the GMSF. Although this plan will exclude Stockport, there will continue to be effective cooperation with Stockport in line with councils' Duty to Cooperate.
- 1.3 The joint plan will be called Places for Everyone. To produce the plan, it is necessary that a joint committee of the nine districts is established. The agreement to establish the joint committee is an executive function of the council and therefore is a decision for Cabinet. The appended report provides details of this and was considered by Cabinet on 9 March 2021.
- 1.4 This report is being presented to Council for information to ensure that all members are apprised of the progress on this matter and the intention to prepare the Places for Everyone Joint Development Plan Document.
- 1.5 Once the draft Joint Development Plan Document has been prepared, the next step will be for the joint committee to commend the plan to the nine districts for each Cabinet/Executive to approve the plan for publication, and for each Full Council to approve the plan for submission to the Secretary of State. As such, a further report will be presented to Council in due course seeking approval to submit the plan for public examination.
- 1.6 Recommendations are found at the front of the report and are repeated below:

It is recommended that Council:

- 1 Note the attached Cabinet report covering the proposal to establish a joint committee to prepare the Places for Everyone joint Development Plan Document.
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KEY COUNCIL POLICIES: See details in appendix 1.

EQUALITY IMPACT ASSESSMENT AND IMPLICATIONS: See details in appendix 1.

ASSESSMENT OF RISK: See details in appendix 1.

LEGAL IMPLICATIONS Supplied by: Stephanie Hall, Principal Solicitor, Shared Legal Service

The legislative requirements for the preparation of the joint DPD are contained in the Planning and Compulsory Purchase Act 2004 (“2004 Act”) and the Town and Country Planning (Local Planning) (England) Regulations 2012 (“2012 Regulations”). S28 of the 2004 Act and reg. 32 of the 2012 Regulations enables the joint DPD to continue notwithstanding the withdrawal of one of the districts if the new joint DPD, Places for Everyone, has substantially the same effect as the original joint DPD (GMSF) on the remaining authorities. The establishment of a joint committee of the nine remaining authorities will enable work to be undertaken on “Places for Everyone” to establish whether the test in s28 and reg. 32 is met to enable it to progress to Publication stage.

If “Places for Everyone” is not prepared in accordance with the 2004 Act and the 2012 Regulations, any subsequent attempt by the Council to adopt the plan would be susceptible to challenge.

FINANCIAL IMPLICATIONS Supplied by: Martin Anglesey, Finance Officer

PROCUREMENT IMPLICATIONS Supplied by: Not applicable

HR IMPLICATIONS Supplied by: Not applicable

CLIMATE CHANGE IMPLICATIONS Supplied by: Michael Hemingway

See details in appendix 1 for Climate Change implications of the Places for Everyone Joint Development Plan Document.

OTHER DIRECTORATES CONSULTED: Not applicable

CONTACT OFFICER: James Shuttleworth (Head of Planning)

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WARDS TO WHICH REPORT RELATES: All

**REPORT OF THE LEAD MEMBER FOR PLANNING AND SUSTAINABLE
DEVELOPMENT**

TO Cabinet

ON Tuesday 9 March 2021

**TITLE: Places for Everyone: A Proposed Joint Development Plan
Document of Nine GM Districts**

RECOMMENDATIONS:

It is recommended that the City Mayor in consultation with his Cabinet:

1. Approve the making of an agreement with Bury, Bolton, Manchester, Oldham, Rochdale, Tameside, Trafford and Wigan to prepare a joint development plan document to cover strategic policies including housing and employment land requirements and, as appropriate, strategic site allocations and Green Belt boundary amendments and associated infrastructure across the nine districts.
 2. Agree the district lead Member for the joint committee and a nominated deputy to attend and vote as necessary
 3. Delegate to the joint committee of the nine Greater Manchester councils the formulation and preparation of the joint development plan document to cover housing and employment land requirements including, as appropriate, strategic site allocations and Green Belt boundary amendments and associated infrastructure across the nine Greater Manchester districts insofar as such matters are executive functions.
 4. Note that the following are the sole responsibility of full Council:
 - Responsibility for giving of instructions to the executive to reconsider the draft plan submitted by the executive for the authority's consideration.
 - The amendment of the draft joint development plan document submitted by the executive for the full Council's consideration
 - The approval of the joint development plan document for the purposes of submission to the Secretary of State for independent examination.
 - The adoption of the joint development plan document
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EXECUTIVE SUMMARY: The Greater Manchester Spatial Framework (GMSF) has been under preparation for a number of years. In December 2020, Stockport decided to leave the arrangements for the joint plan. On the 11 December 2020, the AGMA Executive Board agreed to consider producing a joint plan of the remaining nine districts. A specific joint committee of the remaining nine districts must be established for the proposed joint plan, to be known as “Places for Everyone”.

The decision to establish a joint committee and the delegation to the joint committee to produce Places for Everyone is for the City Mayor in consultation with his Cabinet. However, it may be considered appropriate for these decisions to be taken to Council to be noted, given the importance of the joint DPD Places for Everyone. It is proposed that this report is included for information on the Council agenda.

Places for Everyone will cover the same issues as the GMSF. It is also hoped that this plan can, in procedural terms, continue at the point the GMSF stopped. This would mean that the next stage would be Publication (rather than having to go back to the Draft stage). Based on current assessments of the work needed, consultation on the Publication plan is expected to take place in Summer 2021.

BACKGROUND DOCUMENTS:

KEY DECISION: Yes

The production of Places for Everyone will set the strategic planning context for all neighbourhoods in Salford. Therefore, it clearly has potential to affect communities in two or more wards. For this reason, the decision to establish the joint committee and delegate to it the formulation and preparation of the joint plan has been published on the council’s forward plan.

DETAILS:

2. Introduction

2.1 Salford City Council has been working alongside the other nine Greater Manchester councils and the Greater Manchester Combined Authority to prepare the Greater Manchester Spatial Framework (GMSF). The GMSF was developed as the overarching strategic Development Plan Document for Greater Manchester. Its purpose was to:

- 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

- Identify the important environmental assets across the conurbation which will be protected and enhanced
- Allocate sites for employment and housing outside of the urban area
- Support the delivery of key infrastructure, such as transport and utilities
- Define a new Green Belt boundary for Greater Manchester

2.2 The plan also included thematic policies that set standards for development, for issues such as design, environmental performance and biodiversity. In addition, it set out policies to deliver an integrated transport network that drives prosperity whilst protecting the environment, improving air quality and transitioning to a zero-carbon future.

2.3 In December 2020, Stockport Council decided not to submit the Publication GMSF to the Secretary of State for examination and, therefore, effectively withdrew from the GMSF process. On the 11 December 2020 at a meeting of the AGMA Executive Board, it was agreed that the remaining nine GM districts would consider producing a joint plan.

2.4 Notwithstanding the decision of Stockport Council, the rationale for the preparation of a Joint DPD of the nine remaining districts remains. This includes being able to:

- Underpin Greater Manchester's plan for recovery from Covid
- Support delivery of the Greater Manchester Strategy
- Provide a framework to manage growth in a sustainable and inclusive way, avoid un-planned development and development by appeal
- Align the delivery of development with infrastructure proposals
- Meet the requirement for local authorities to have a local plan in place by December 2023.
- Meet the Duty to Co-operate in s33A Planning and Compulsory Purchase Act 2004

2.5 Discussions with the nine authorities indicate that there is continued opportunity to work collaboratively to produce a joint plan of the nine, to be known as "Places for Everyone". Producing such a plan would enable those nine districts to continue to:

- Progress the strategic policies in GMSF 2020 which through earlier consultations commanded widespread support, for example net zero carbon development, affordable housing and space and accessibility standards for new housing
- Maximise the use of sustainable urban/brownfield land and limit the need for Green Belt to accommodate the development needs of the nine
- Align with wider Greater Manchester strategies for transport and other infrastructure investment
- Utilise the evidence base already commissioned and completed, minimising the cost of producing further evidence
- Spread the cost jointly of the independent examination

2.6 Furthermore, considerable work has already been undertaken to support the GMSF, including the preparation of evidence and stakeholder engagement. Progressing a joint plan of the nine GM districts (excluding Stockport) can build on this evidence base and engagement. (as appropriate) If the proposals within the joint DPD have substantially the same effect as the 2020 GMSF on the remaining nine GM districts, the joint DPD Places for Everyone can carry on from the point the GMSF had reached. This means that it is hoped that the next stage of Places for Everyone will be Publication (see paragraph 2.3). As such, it is likely that the joint DPD Places for Everyone is the quickest route to prepare a plan for the districts involved.

3. Process for Producing the Joint Plan Places for Everyone

3.1 The GMSF was being prepared by the AGMA Executive Board on behalf of the ten GM districts. However, it would not be appropriate for the preparation of a joint plan of only nine of the ten GM districts to be delegated to this Board. Instead it will be necessary to establish a new joint committee of the nine relevant districts – Bury, Bolton, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan. Each district will be requested to authorise the establishment of the new joint committee and delegate the preparation of the joint DPD to the new joint committee as outlined at the front of this report.

3.2 Membership of the joint committee is a matter for the individual districts to determine. However, it is suggested, for continuity purposes, that district Leaders form the membership of the committee, with the ability for a nominated deputy to attend as necessary. It will be the responsibility of the joint committee to agree its terms of reference and the operational arrangements, including the appointing of the chair and the voting arrangements.

3.3 The purpose of the Joint Committee will be to formulate and prepare the joint DPD. In the event that the draft joint DPD is considered to have substantially the same effect on the nine districts as the GMSF 2020, the next stage would be publication (Regulation 19 stage). As with the GMSF, each Cabinet/Executive will be responsible for approving the Regulation 19 version of the plan ahead of a period for representations to be made. Again as with the GMSF, the nine full Councils will be responsible for approving the joint plan for submission to the Secretary of State for independent Examination.

3.4 The preparation of the joint DPD will need to be reflected in the City Council's Local Development Scheme (LDS), which identifies the timetable for the production of local development documents such as this one. Similarly, the City Council's Statement of Community Involvement (SCI) will need to make reference to the joint DPD appropriately and the consultation that takes place in relation to the joint DPD of the nine will need to be in accordance with each district's SCI, as was the case with the GMSF. The City Council will review these documents and implement any changes needed to support the joint DPD Places for Everyone. This would include adding entries for the joint DPD Places for Everyone and the engagement process for joint DPD, which would be in line with the approach for Salford DPDs.

- 3.5 Whilst Stockport Council would not be directly involved in the preparation of the joint DPD Places for Everyone, they remain a key stakeholder, both as a partner in the GMCA and as an adjacent local authority that will need to be engaged in order to meet the requirements of the Duty to Cooperate.

4. Implications for the Salford Local Plan

- 4.1 The remit of the GMSF meant that elements of the Salford Local Plan could only progress alongside or subsequent to the GMSF. This will remain the case for the joint DPD Places for Everyone.
- 4.2 The Salford Local Plan has been split into two parts, so that Part One can include all policies that do not rely on the joint DPD and progress more quickly. Part One of the Salford Local Plan, Development Management Policies and Designations, is currently at Publication stage. Comments are being sought on an addendum of proposed modifications to the Publication Local Plan until 19 March 2021. It is anticipated that the Part One Local Plan will be submitted for examination in Summer 2021.
- 4.3 It is proposed that Part Two of the Salford Local Plan (Core Strategy and Allocations) is to be developed following examination of Part One. The intention would be to move to Publication of Part Two of the Local Plan as quickly as possible, but it is likely that some further engagement will be necessary before this can happen. This would be to update consultation and evidence on proposed Local Plan allocations. The timetable for Part Two of the Local Plan will also depend on progress with the joint DPD Places for Everyone.
- 4.4 Alongside the Salford Local Plan, there are important elements of policy for Salford that would be addressed by the joint DPD Places for Everyone, including the overarching spatial strategy, development targets for homes and jobs and key infrastructure proposals. The joint DPD Places for Everyone is the quickest means of progressing these policies, as this document is expected to be Published for consultation in Summer 2021. This is ahead of the timetable for Part Two of the Salford Local Plan. The joint DPD also represents the most effective means of utilising the evidence base prepared to support the GMSF. This evidence has been prepared to support a GM plan, and it is considered that the joint DPD Places for Everyone is the simplest and most effective approach to make use of this work.
- 4.5 It is recognised that the progress of the joint DPD Places for Everyone relies on the on-going commitment of the other eight districts. The recent decision of Stockport Council to withdraw from the GMSF illustrates that this is not guaranteed. The contingency for this is to prepare to progress Salford's Local Plan without wider GM engagement. Whilst it is important that the council is ready to adopt this approach if it becomes necessary, it is considered that the joint DPD Places for Everyone is the most expedient option because of the timetable and evidence issues covered in paragraph 3.4.

5. Next Steps

- 5.1 Each district will be requested to approve the establishment of the joint committee to enable the joint DPD Places for Everyone to be progressed, as set out in this report.

6. Recommendations

- 6.1 Recommendations are found at the front of the report and are repeated below:

It is recommended that the City Mayor in consultation with his Cabinet:

1. Approve the making of an agreement with Bury, Bolton, Manchester, Oldham, Rochdale, Tameside, Trafford and Wigan to prepare a joint development plan document to cover strategic policies including housing and employment land requirements and, as appropriate, strategic site allocations and Green Belt boundary amendments and associated infrastructure across the nine districts.
2. Delegate to the joint committee of the nine Greater Manchester councils the formulation and preparation of the joint development plan document to cover housing and employment land requirements including, as appropriate, strategic site allocations and Green Belt boundary amendments and associated infrastructure across the nine Greater Manchester districts insofar as such matters are executive functions.
3. Note that the following are the sole responsibility of full Council:
 - Responsibility for giving of instructions to the executive to reconsider the draft plan submitted by the executive for the authority's consideration.
 - The amendment of the draft joint development plan document submitted by the executive for the full Council's consideration
 - The approval of the joint development plan document for the purposes of submission to the Secretary of State for independent examination.
 - The adoption of the joint development plan document

KEY COUNCIL POLICIES: The joint DPD Places for Everyone will set out policy that would apply to the determination of planning applications and will form part of the Development Plan for Salford. The city council is continuing to progress its Local Plan which will also form part of the Development Plan and will replace the saved policies of the Unitary Development Plan.

EQUALITY IMPACT ASSESSMENT AND IMPLICATIONS: The joint DPD Places for Everyone will be accompanied by an Integrated Assessment. This will include consideration of equality impacts having regard to the protected characteristics in the Equality Act 2010.

ASSESSMENT OF RISK: The GMSF has been under production for a number of years. Significant challenges have been made to the 2016 and 2019 draft versions, from various parties including local residents, landowners / developers and statutory consultees. The joint DPD Places for Everyone will take account of this work and engagement. The joint DPD Places for Everyone needs to found sound at Examination and it is important that the evidence is robust as part of this. Work will be undertaken to update and refine evidence to support this plan, which will minimise the risk of the plan being found to be unsound.

LEGAL IMPLICATIONS Supplied by: Stephanie Hall, Principal Solicitor,
Shared Legal Service

The legislative requirements for the preparation of the joint DPD are contained in the Planning and Compulsory Purchase Act 2004 (“2004 Act”) and the Town and Country Planning (Local Planning) (England) Regulations 2012 (“2012 Regulations”). S28 of the 2004 Act and reg. 32 of the 2012 Regulations enables the joint DPD to continue notwithstanding the withdrawal of one of the districts if the new joint DPD, Places for Everyone, has substantially the same effect as the original joint DPD (GMSF) on the remaining authorities. The establishment of a joint committee of the nine remaining authorities will enable work to be undertaken on “Places for Everyone” to establish whether the test in s28 and reg. 32 is met to enable it to progress to Publication stage.

If “Places for Everyone” is not prepared in accordance with the 2004 Act and the 2012 Regulations, any subsequent attempt by the Council to adopt the plan would be susceptible to challenge.

FINANCIAL IMPLICATIONS Supplied by: Martin Anglesey, Finance Officer

PROCUREMENT IMPLICATIONS Supplied by: Not applicable

HR IMPLICATIONS Supplied by: Not applicable

CLIMATE CHANGE IMPLICATIONS Supplied by: Michael Hemingway

Greater Manchester aims to be at the forefront of action on climate change and to make its equitable contribution to climate change commitments.

To support this, the joint DPD Places for Everyone will:

- Include policy for carbon neutral new development by 2028
- Encourage energy efficiency
- Encourage and facilitate renewable and low carbon energy generation
- Promote sustainable patterns of development that minimise the need to travel and improve air quality
- Encourage development that reduces car dependency
- Facilitate provision of infrastructure for low and no emission vehicles.

OTHER DIRECTORATES CONSULTED: Not applicable

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WARDS TO WHICH REPORT RELATES: All