

Manchester City Council Report for Resolution

Report to: Executive – 17 March 2021
Council – 31 March 2021

Subject: Places for Everyone - A Proposed Joint Development Plan Document of Nine GM Districts

Report of: Director of Planning, Building Control and Licensing
Director of City Centre Growth and Infrastructure

Summary

On 11 December 2020, following the withdrawal of Stockport Council from the production of the Greater Manchester Plan for Jobs, Homes & the Environment, the Greater Manchester Spatial Framework, the AGMA Executive Board agreed to consider producing a joint Development Plan Document (DPD) of the nine remaining Greater Manchester (GM) districts, and asked for a report on the implications of this. At its meeting on 12 February 2021, the AGMA Executive Board considered the next steps in relation to that joint plan of the nine GM districts, to be known as “Places for Everyone”, including the required decisions by individual Districts to initiate this process.

This report summarises the key elements of the AGMA Executive Board report (12 February 2021) and identifies a number of approvals that are asked of Council and the Executive as a result.

Recommendations

The Executive is recommended to:

1. Approve the making of an agreement with the other 8 Greater Manchester councils [Bolton, Bury, Oldham, Rochdale, Salford, 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 Council’s 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.

Council is recommended to:

1. Note the making of an agreement with the other 8 Greater Manchester councils (Bolton, Bury, Oldham, Rochdale, Salford, Tameside, Trafford, 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. Note the nomination of the district lead Member for the joint committee and a nominated deputy to attend and vote as necessary.
3. Note that Executive agreed to delegate the formulation and preparation of the draft joint development plan document to a joint committee of the nine GM authorities at their meeting on 17 March 2021.
4. Note that a further report will be brought to full Council seeking approval to submit the joint development plan document to the Secretary of State for independent examination.

Wards Affected: All

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city

The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to the zero-carbon target.
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Our Manchester Strategy outcomes	Contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a thriving and sustainable city.

A highly skilled city: world class and home grown talent sustaining the city's economic success	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to improving the skills base in the city.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a progressive and equitable city.
A liveable and low carbon city: a destination of choice to live, visit, work	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a liveable and low carbon city.
A connected city: world class infrastructure and connectivity to drive growth	The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a connected city.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Although there are no revenue costs directly associated with establishing the joint DPD, resources have been earmarked to be drawn down from the planning reserve to fund the development of the Local Plan once the DPD is established and a workplan agreed. This will be retained under review.

Financial Consequences – Capital

No capital costs are involved in this process.

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Background documents (available for public inspection):

Not applicable.

1.0 Introduction

- 1.1 Up until December 2020 a joint development plan document of the ten Greater Manchester local authorities was being prepared, Greater Manchester's Plan for Jobs, Homes & the Environment (known as the "GMSF"). However, the decision at Stockport Council's meeting on 3 December to not submit the GMSF 2020 following the consultation period and the subsequent resolution at its Cabinet meeting on 4 December not to publish the GMSF 2020 for consultation in effect signalled the end of the GMSF as a joint plan of the 10.
- 1.2 Consequently, at its meeting on the 11th December 2020, Members of the AGMA Executive Committee asked for a report to be drafted on the implications and process of producing a joint DPD of the nine remaining Greater Manchester (GM) districts.
- 1.3 The resulting report was considered by the AGMA Executive Board on 12 February 2021. This report sets out the key elements of the AGMA Executive Board report and identifies a number of approvals that are asked of Council and the Executive as a result.

2.0 Places for Everyone - Rationale

- 2.1 The AGMA report identifies that the rationale that stood for producing the GMSF remains with the proposed new joint Development Plan Document (joint DPD) entitled Places for Everyone. This includes the following:
 - 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 (the Places for Everyone plan would be deemed to form part of the development plan for each of the nine districts alongside any Local Plan produced by each individual council).
 - Meet the Duty to Co-operate in s33A Planning and Compulsory Purchase Act 2004.
- 2.2 Discussions have taken place over the past two months with Manchester and the eight other authorities that indicate there is continued opportunity to work collaboratively to produce a joint plan.

3.0 Process for producing the Places for Everyone Plan

- 3.1 The preparation of the former GMSF was undertaken by the AGMA Executive Board on behalf of the ten GM authorities. The withdrawal of Stockport Council from that process in December 2020 means that it is no longer appropriate for the AGMA Executive Board to continue with the oversight of the new plan.

- 3.2 It therefore requires a new joint committee to be established consisting of the remaining nine local authorities (Manchester, Bolton, Bury, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan).
- 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 a consultation on a publication version of the joint DPD (Regulation 19 stage). As with the GMSF, the Executive will be responsible for approving the Regulation 19 version of the plan ahead of a period for representations to be made. Moreover, as before with the GMSF, Council will be responsible for approving the joint plan for submission to the Secretary of State for independent Examination.
- 3.4 The AGMA report highlights that membership of the joint committee is a matter for the individual districts to determine. However, it is suggested, for continuity purposes, that Leaders from each of the nine local authorities 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.
- 3.5 Once the joint committee is established, there will be a need to update Manchester's Local Development Scheme (LDS) which previously set out the timetable for the production of the GMSF alongside next steps for the City Council's emerging Local Plan. The LDS will be updated at the appropriate time in advance of the next round of consultation on the new joint DPD – Places for Everyone.
- 3.6 The function of scrutiny in the production of the joint DPD will remain with the individual districts as the relevant decisions will rest with the districts, not AGMA or the GMCA.

4.0 Next Steps

- 4.1 The establishment of the joint committee will enable the joint DPD (Places for Everyone) to be approved in a timely manner in preparation for consultation later this year.

6.0 Contributing to a Zero-Carbon City

- 6.1 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to the zero-carbon target.

7.0 Contributing to the Our Manchester Strategy

(a) A thriving and sustainable city

- 7.1 The establishment of the joint committee will facilitate the delivery of the joint

development plan document, Places for Everyone, which contains policies that will contribute to a thriving and sustainable city.

(b) A highly skilled city

- 7.2 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to improving the skills base in the city.

(c) A progressive and equitable city

- 7.3 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a progressive and equitable city.

(d) A liveable and low carbon city

- 7.4 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a liveable and low carbon city.

(e) A connected city

- 7.5 The establishment of the joint committee will facilitate the delivery of the joint development plan document, Places for Everyone, which contains policies that will contribute to a connected city.

8.0 Key Policies and Considerations

(a) Equal Opportunities

- 8.1 The joint DPD is a statutory plan which seeks to contribute to the achievement of sustainable development, delivering economic, social and environmental benefits together in a mutually reinforcing way. It will be informed by an Integrated Appraisal which includes an Equalities assessment.

(b) Risk Management

- 8.2 The report sets out in the rationale in section 2 that there are benefits to be gained from continuing with a joint DPD for the nine local authorities including Manchester. There are

(c) Legal Considerations

- 8.3 The establishment of the joint committee is a requirement to enable the joint DPD to be agreed across the nine local authorities. As noted in the report, the joint DPD will need to be approved by the Council's Executive prior to any further round of consultation; and by Council prior to its submission for examination.