

Report to: **COUNCIL**

Date: 5 March 2024

Executive Member: Councillor Jan Jackson - Executive Member (Planning, Transport and Connectivity)

Reporting Officer: Julian Jackson - Director of Place

Subject: **ADOPTION OF PLACES FOR EVERYONE**
A Joint Development Plan Document for nine Greater Manchester Local Authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) 2022-2039 (The Places for Everyone Plan)

Report Summary: The report seeks the approval of Council to formally adopt The Places for Everyone Plan - incorporating the Main Modifications, amendments to the Policies Map and Minor Modifications - in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) ("2012 Regulations") and the Planning and Compulsory Purchase Act 2004 (as amended) ("2004 Act").

Recommendations: That Council is recommended to:

- (i) Accept the findings of the Inspectors' Report and approve the Main Modifications to the Places for Everyone Joint Development Plan Document proposed by the independent Inspectors, as set out in **Appendix 1.1** and **Appendix 1.2** to this report, for incorporation into the final version of the Places for Everyone Joint Development Plan Document.
- (ii) Approve the amendments to the Places for Everyone Joint Development Plan Document Policies Map, as set out in **Appendix 2** to this report, for incorporation of all the changes which relate to Tameside's administrative area into the Tameside Policies Map.
- (iii) Approve the Additional Modifications to the Places for Everyone Joint Development Plan Document, as set out in **Appendix 3** to this report, for incorporation into the final version of the Places for Everyone Joint Development Plan Document.
- (iv) Adopt the Places for Everyone Joint Development Plan Document 2022 – 2039 (as provided at **Appendix 4**), with effect from 21 March 2024 – incorporating the Main Modifications and Additional Modifications – as part of the Development Plan for Tameside, in accordance with Section 23 of the Planning and Compulsory Purchase Act 2004 (as amended).
- (v) Adopt the Policies Map (**Appendix 5**) which incorporates the Modifications to it (**Appendix 2**) and is necessary to give effect to the policies of the Places for Everyone Joint Development Plan Document.
- (vi) Delegate authority to the Director of Place, to make any minor non-material editorial amendments to the Places for Everyone Joint Development Plan Document and Policies Map ahead of its final publication, subject to consultation and agreement with the eight other Places for Everyone authorities. These

amendments will be limited to correcting minor errors and formatting text.

Corporate Plan:

Places for Everyone's vision is to support the achievement of the Greater Manchester Strategy and deliver sustainable inclusive growth across the nine boroughs. In doing so it seeks to make this one of the best places in the world to grow up, get on and grow old, strategically complementing and assisting in the delivery of the Tameside's Corporate Plan themes of starting well, living well, and ageing well.

Policy Implications:

Places for Everyone is a joint Development Plan Document for nine boroughs, which has been prepared in accordance with the legislative requirements set out in the Planning and Compulsory Purchase Act (2004) and the Town and Country Planning (Local Planning) (England) Regulations 2012. Upon adoption, Places for Everyone will provide a policy framework to guide investment and development decisions. Its policy provisions will be a material planning consideration, given full weight in the determination of planning applications. Places for Everyone will replace some of the saved policy content of the Unitary Development and details of this are set out within appendices to the plan.

Places for Everyone 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 is informed by an Integrated Assessment, which includes Impact Assessments for both Equalities and Health and a Habitats Regulations Assessment, undertaken in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended).

**Financial Implications:
(Authorised by the
statutory Section 151
Officer & Chief Finance
Officer)**

The development of the joint Places for Everyone Plan has been funded using monies earmarked in reserve and revenue budget. There will be some minor costs associated with the notifications following adoption of the plan; these will be absorbed within existing revenue budgets and through utilising existing staff time.

This joint development plan provides a policy framework for individual Local Authority Plans and, as part of it, includes a commitment to develop new housing within the borough. The required growth in housing on adoption of the Plan will have costs, in terms of infrastructure and service delivery, but will also generate additional revenues from Council Tax. The profile of growth in demand for services and Council Tax revenues will be dependent on delivery across the 15 years from adoption.

Following the adoption of Places for Everyone, the development of the subsequent Homes, Spaces, Places plan is to be funded by a combination of revenue budget and monies earmarked in reserve, as shown in the table below. The total estimated investment required totals £1.194m over a 3-year period and detailed monitoring will be undertaken as the work progresses, to track the actual expenditure against planned.

	24/25 £m	25/26 £m	26/27 £m	Total £m
Revenue Available Budget	0.200	0.200	0.200	0.600
Profiled spend estimated	0.161	0.509	0.524	1.194
Expenditure to be funded from reserve	(0.039)*	0.309	0.324	0.594

*A transfer of the expected underspend in 24/25 is subject to separate approval

**Legal Implications:
(Authorised by the
Borough Solicitor)**

The legislative and constitutional requirements for the preparation of a joint Development Plan Document (DPD) in the Planning and Compulsory Purchase Act 2004 (“2004 Act”) and the Town and Country Planning (Local Planning) (England) Regulations 2012 (“2012 Regulations”) have been complied with.

The joint DPD was submitted to the Secretary of State for independent examination (s20 of the 2004 Act) along with the documents prescribed by Regulation 22 of the 2012 Regulations. Prior to its submission to the Secretary of State, the joint DPD was published and representations were invited, pursuant to Regulation 19 and Regulation 20 of the 2012 Regulations.

Following Submission, the Joint DPD was subject to independent examination, as prescribed by section 20 of the Act; the modifications consultation stage which took place between October and December 2023 fell within that stage of the plan preparation process. The Inspectors issued their report on 14 February 2024 which signals the end of the examination stage. It is now the case that the nine districts must either accept in full the recommendations in their report or reject them in full.

Risk Management:

There are several risks associated with plan making activities and Places for Everyone, namely if the jointly prepared Development Plan Document is not taken forward in accordance with the Planning and Compulsory Purchase Act 2004 (as amended) and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), any decision to adopt the plan may be susceptible to challenge.

Places for Everyone forms part of the borough’s local plan, and by adopting it ensures the Council has an up-to-date local plan in place, minimising the risk of government intervention in plan making in Tameside or the withholding of central funding.

Access to Information:

Appendices can be accessed by clicking on links below, other than appendix 8 which is attached separately:

Appendix 1.1. [Inspectors’ Report \(Document 1 of 2\)](#)

Appendix 1.2 [Inspectors’ Report Appendix - Main Modifications to the Places for Everyone Joint Development Plan Document \(Document 2 of 2\)](#)

Appendix 2. [Schedule of Policy Map changes](#)

Appendix 3. [Consultation Report into the Additional Modifications incorporating the Schedule of Additional Modifications](#)

- Appendix 4. [Places for Everyone Plan for Adoption](#)
- Appendix 5. [Places for Everyone Policies Map](#)
- Appendix 6. [Correspondence between the Mayor of Greater Manchester and the Secretary of State](#)
- Appendix 7. [Schedule of Policy number changes between the Submitted PfE Plan \(examination document SD1\) and the PfE Plan being presented for Adoption.](#)
- Appendix 8. Schedule of Tameside Library opening times.
- Appendix 9. [Report to AGMA Executive Board – December 2020](#)
- Appendix 10. [Report to AGMA Executive Board – February 2021](#)
- Appendix 11. [Report to Places for Everyone Joint Committee – July 2021](#)
- Appendix 12. [District Governance Meetings – July 2021](#)
- Appendix 13. [District Governance Meetings – September/October 2023](#)
- Appendix 14. [Places for Everyone Submission Plan – Examination Document SD1](#)
- Appendix 15. [Places for Everyone - Documentation](#)
- Appendix 16. [Places for Everyone – Examination Website](#)
- Appendix 17. [Integrated Assessment Reports including the Sustainability Assessment](#)

Background Information: The background papers relating to this report can be inspected by contacting Graham Holland, Planning Policy Manager



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1. INTRODUCTION

- 1.1 Every Council has a statutory duty to prepare a Local Plan, with a requirement set in law that planning decisions must be taken in line with the Local Plan unless material considerations indicate otherwise. Indeed, in a recent letter to the Mayor of Greater Manchester, the Secretary of State has reaffirmed his Government's dedication to a plan-led system and its role in ensuring housing requirements are planned for appropriately (**Appendix 6**). The Places for Everyone Plan: A joint Development Plan Document for nine Greater Manchester Local Authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) 2022-2039 is the strategic spatial plan for the nine constituent boroughs and as such sets out a collective planning policy framework. All policies within the plan are strategic policies. It has been prepared as a Joint Development Plan Document of the nine local planning authorities. Once adopted, Places for Everyone (PfE) will form part of Tameside's development plan and will be used to assess individual planning applications, alongside existing policy. Other parts of Tameside's Local Plan, including the emerging Homes, Spaces, Places (HSP), will need to be consistent with it. Neighbourhood plans will also need to be in general conformity with the strategic policies within it.
- 1.2 PfE is a strategic plan and does not cover everything that a single local plan would do. Tameside's Local Plan is a sum of its parts. HSP will set out more detailed policies for Tameside, including both strategic and non-strategic policies, reflecting local circumstances as appropriate. HSP, alongside the Greater Manchester Minerals Plan, the Greater Manchester Waste Plan and PfE are collectively intended to be the boroughs' local plan. Appendix A of PfE sets out the policies in the relevant adopted Greater Manchester district local plans which will be replaced by it.
- 1.3 HSP, as the borough's next plan to prepare, will be expected to look ahead a minimum period from its adoption, in line with national policy. In amending the plan period from 2020 - 2037 to 2022 - 2039, PfE will provide an appropriate strategic policy framework for plans prepared for Tameside following its adoption.

2. BACKGROUND

- 2.1 In 2014 the 10 Greater Manchester local authorities resolved to prepare a joint development plan, known as Greater Manchester Spatial Framework (GMSF). Following the decision of Stockport council to withdraw from the GMSF in December 2020, the remaining nine GM authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) decided to progress a joint plan. This became known as the Places for Everyone Plan (PfE). Before submission to the Secretary of State, PfE had been the subject of various consultations since its inception in 2014 as follows:
- November 2014 - Scope of the plan and the initial evidence base (Regulation 18 of the 2012 Regulations)
 - November 2015 - Vision, strategy and strategic growth options (Regulation 18 of the 2012 Regulations)
 - October 2016 – Draft Greater Manchester Spatial Framework (Regulation 18 of the 2012 Regulations)
 - The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) (Regulation 18 of the 2012 Regulations)
 - Publication version of Places for Everyone (Pre-Submission Consultation) 2021 (Regulation 19 of the 2012 Regulations)
- 2.2 Full details of the consultation undertaken, the key issues raised at each stage of consultation, and how these issues have been taken into account in the plan making process

up until submission, are set out in the Statement of Consultation 2022¹ which is available to view on the GMCA web site.

- 2.3 PfE was submitted to the Secretary of State on February 14, 2022, pursuant to Regulation 22 of The Town and Country (Local Planning) (England) Regulations 2012. This marked the beginning of the independent examination into the plan, the final stage in the plan making process. Three Inspectors were appointed to examine whether the submitted plan met the tests of soundness defined in the National Planning Policy Framework² and met all the relevant legislative requirements, including the duty to co-operate³.
- 2.4 The public hearing sessions started at the beginning of November 2022 and sat for 12 weeks in total, including a final session at the beginning of July 2023.
- 2.5 The Inspectors' post hearing note (IN39) was published on the examination website on 11 August 2023, setting out their conclusions on the key issues of soundness and the Main Modifications that would be required to ensure the Plan was sound. A consultation on the Main Modifications was carried out for a period of eight weeks, between 11 October and 6 December 2023. More detail on this consultation is provided below.
- 2.6 Having considered the consultation responses to the Main Modifications, the Inspectors' Report (IR) was published by the GMCA on behalf of the nine local authorities on 15 February 2024.
- 2.7 The IR concludes that subject to inclusion of the Main Modifications, the Plan is sound, complies with all relevant legal requirements and provides an appropriate basis for the planning of the nine boroughs. The Inspectors are satisfied that where necessary the local planning authorities engaged constructively, actively and on an on-going basis in the preparation of the Plan and the duty to co-operate has been met.
- 2.8 It should be noted that the Council can only adopt the Joint Development Plan Document if it incorporates all the Main Modifications as recommended by the independent Inspectors.

3. MAIN MODIFICATIONS

- 3.1 The Inspectors' post hearing note (IN39) set out their conclusions on the key issues of soundness. In summary the Inspectors concluded that:
 - No significant changes were required to the spatial strategy policies.
 - No significant changes were required in relation to the scale of distribution of employment and housing.
 - Exceptional circumstances case was not made for release of Green Belt sites JPA10 (Global Logistics) and JPA28 (North of Irlam Station).
 - Exceptional circumstances case was not made for 31 of the 49 proposed Green Belt Additions.
 - Some Modifications were required to policy wording to ensure that they were consistent, removed duplication and were therefore effective.
- 3.2 A schedule of Main Modifications was prepared and agreed with the Inspectors. A schedule of Additional Modifications was also prepared. These were amendments which were not

¹ <https://www.greatermanchester-ca.gov.uk/media/5692/110401-pfe-statement-of-consultation-submission.pdf>

² The tests of soundness in paragraph 35 of the NPPF require that the plan is positively prepared, justified, effective and consistent with national policy.

³ Paragraph 24 of the NPPF requires that local planning authorities cooperate with each other, and with other prescribed bodies, on strategic matters that cross administrative boundaries.

required to address issues of soundness. They were, for example, typographical issues and were included for completeness. The Inspectors have not considered the responses to the additional modifications, this is a role for the districts, and a report summarising the responses is available at (**Appendix 3**). The additional modifications (taken together) do not materially affect the policies set out in the PfE Plan if it is adopted with the Main Modifications. A composite plan was prepared which showed the Main Modifications and Additional Modifications to help people understand the proposed changes and help them to respond to the consultation.

- 3.3 The Main Modifications underwent further Sustainability Appraisal, Strategic Environmental Assessment and Habitats Regulations Assessment, which were consulted on, alongside the modifications themselves. All the Main Modifications consultation documents are available to view on the GMCA website⁴.
- 3.4 Following approval by all nine PfE authorities, (details of the individual meetings can be found on the GMCA website), the Modifications were published for a period of public consultation which ran for eight weeks, from 11 October – 6 December 2023. 177 representations were received in total. A list of respondents is published on the examination website (examination document reference RMM1). All the responses are available on the GMCA website⁵.
- 3.5 A report listing all the representations, a summary of the main issues raised and a brief response to those main issues was prepared and published on the examination website (examination document reference RMM2).
- 3.6 A Summary of Key Issues report was also prepared and is available on the examination website (examination document reference RMM3). The main issues raised related to:
 - Extension of the plan period
 - Relationship to district local plans
 - Cancellation of HS2
 - Implications of proposed changes to National Planning Policy Framework
 - Approach to Brownfield Land in Sustainable Development policy (JP-S1)
 - Modifications to the Carbon and Energy policy (JP-S2)
 - Modifications to the Affordable Housing policy (JP-H2)
 - Retention of the Walshaw (JPA9) site
 - Approach to streamlining allocation policies
 - Inadequacy of Integrated Assessment
 - Inadequacy of consultation
- 3.7 It was not considered that any new substantive issues were raised during the consultation which required further work and/or further hearing sessions. However, a small number of further Main Modifications were identified which were considered necessary to make the plan sound, particularly in relation to HS2. A schedule of these further Main Modifications was submitted to the Inspectors and is published on the examination website (examination document reference RMM4⁶).

⁴ <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/modifications/>

⁵

https://www.gmconsult.org/pfe/mainmods2023/consultation/published_select_respondent?sort=excerpt&order=ascending

⁶ https://www.hwa.uk.com/site/wp-content/uploads/2023/02/Further-Main-Mods_ISSUED_160124.pdf

4. CHANGES TO NATIONAL PLANNING POLICY

4.1 Following the closure of the Modifications consultation, Government published two documents which had potential implications for PfE.

4.2 Government published a Written Ministerial Statement⁷ on energy efficiency on 13 December 2023, alongside a consultation on the Future Homes and Buildings Standard. It states that “the Government does not expect plan-makers to set local energy efficiency standards for buildings that go beyond current or planned buildings regulations”. The Written Ministerial Statement goes on to clarify that “Any planning policies that propose local energy efficiency standards for buildings that go beyond current or planned buildings regulation should be rejected at examination if they do not have a well-reasoned and robustly costed rationale that ensures:

- That development remains viable, and the impact on housing supply and affordability is considered in accordance with the National Planning Policy Framework.
- The additional requirement is expressed as a percentage uplift of a dwelling’s Target Emissions Rate (TER) calculated using a specified version of the Standard Assessment Procedure (SAP).”

4.3 A further main modification was proposed to policy JP-S2 to reflect this statement (as referenced within Examination document RMM4).

4.4 A revised National Planning Policy Framework⁸ was published on 19 December 2023 (as amended). For PfE, the most significant section is the provision in Annex 1, paragraph 230 relating to transitional arrangements:

“The policies in this Framework (published on 19 December 2023) will apply for the purpose of examining plans, where those plans reach regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (pre-submission) stage after 19 March 2024. Plans that reach pre-submission consultation on or before this date will be examined under the relevant previous version of the Framework...”

4.5 The pre-submission stage referred to in the above paragraph is the Regulation 19 or Publication stage. The Publication stage consultation on the PfE plan took place in August 2021. Therefore, the plan continued to be examined under the relevant previous version of the Framework and is unaffected by the changes in the December 2023 version in relation to plan-making.

4.6 Once PfE is adopted, the policies in NPPF December 2023 will apply until such time as it is superseded. A further Main Modification was proposed in relation to Policy JP-H1 to reflect the proposed changes to the requirement for local authorities to maintain a 5-year supply of housing sites.

5. THE INSPECTORS’ REPORT

5.1 The Inspectors’ Report⁹ was published by the GMCA on behalf of the nine local authorities on 15 February 2024. The report concludes “that all legal requirements have been met and that with the recommended main modifications set out in the Appendix the Places for Everyone Joint Development Plan Document for Bolton, Bury, Manchester, Oldham,

⁷ <https://questions-statements.parliament.uk/written-statements/detail/2023-12-13/hcws123>

⁸ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

⁹ Please note that PfE policy and paragraph numbers referenced in the IR relate to the submission version of the plan, (examination document reference SD1), a schedule of current and submitted plan policy numbers is provided in **Appendix 7** to this report.

Rochdale, Salford, Tameside, Trafford and Wigan satisfies the requirements referred to in Section 20(5)(a) of the 2004 Act and is sound” (paragraph 938).

5.2 The main modifications can be summarised as follows:

- Various changes to clarify the relationship between, and relative roles of, the Plan and individual local plans, and to clarify that the Plan does not apply to the parts of Oldham that are within the Peak District National Park.
- Extension of the plan period to look ahead to 2039 (rather than 2037), and updates to the housing and employment land supply information to 2022 (rather than 2021).
- Clarifications to spatial strategy policies JP-Strat1 to JP-Strat11 and associated diagrammatic maps, and deletion of High Crompton Broad Location from policy JP-Strat7.
- Extensive changes to the detailed wording of site allocation policies JPA1 to JPA37 to ensure they are consistent with national policy, justified, internally consistent and effective in achieving sustainable development having regard to relevant site-specific issues.
- Deletion of allocation JPA10 Global Logistics and retention of parts of the site in the Green Belt.
- Deletion of allocation JPA28 North of Irlam Station and retention of the site in the Green Belt.
- Amendments to the site boundaries of allocations JPA1.2 Simister and Bowlee; JPA3.2 Timperley Wedge; JPA14 Broadbent Moss; JPA18 Rosary Road; JPA26 Hazelhurst Farm; and JPA32 South of Hyde.
- Modifications to policies JP-S1 to JP-S7 to ensure consistency with national policy and effectiveness, including deletion of policy JP-S4 Resilience as it serves no decision-making purpose.
- Modifications to policies JP-J1 to JP-J4 to reflect changes to the plan period, and to remove unnecessary or inconsistent requirements.
- Clarifications to policies JP-H1 to JP-H4 relating to housing development, and changes to the approaches to phasing and five-year supply to ensure consistency with national policy and that housing needs are met as soon as possible.
- Modifications to policies JP-G1 to JP-G7 to ensure consistency with national policy and effectiveness.
- Changes to JP-G5, JP-G9, JP-C7 and relevant site allocation policies relating to the South Pennine Moors, Rochdale Canal and Manchester Mosses protected habitats having regard to the habitat regulations assessment.
- Changes to policy JP-G9 and site allocation policies relating to biodiversity including any irreplaceable habitats on sites containing peat.
- Changes to JP-G2 and site allocation policies to secure compensatory improvements to the environmental quality and accessibility of remaining Green Belt.
- Deletion of policy JP-G8 relating to green space standards.
- Deletion of policy JP-G11 relating to safeguarded land.
- Modifications to policies JP-Strat12, JP-P1 to JP-P7 to ensure consistency with national policy and effectiveness.
- Inclusion of an additional policy in chapter 10 relating to the strategic road network.
- Various changes to the transport improvements referred to in the Plan, and addition of Appendix D setting out indicative transport mitigations for each allocation.
- Deletion of 30 of the 49 Green Belt additions proposed in the Plan.
- A number of other modifications to ensure that the plan is positively prepared, justified, effective and consistent with national policy.

5.3 The Inspectors did not consider that the further main modification to Policy JP-S2 referred to in Section 4 above, was necessary to make the plan sound. Their reasons are set out in paragraphs 721-724 of their Report.

- 5.4 The Inspectors accepted the proposed further modification to policy JP-H1 referred to in Section 4 above and proposed some further wording to the reasoned justification. There is a typographical error in the Main Modifications schedule in relation to MM7.2 at paragraph 7.19. This should read Table 7.2 not Table 7.1.

6. POLICIES MAP

- 6.1 The Policies Map is not defined in legislation as a development plan document. This means it is not formally part of the PfE Plan that it is intended will be adopted, nor was it within the Planning Inspectors' remit to recommend main modifications to it. However, local planning authorities must maintain an adopted Policies Map which illustrates geographically the application of the policies in the adopted development plan.
- 6.2 When the PfE Plan was submitted for examination, the PfE authorities were required to provide a Submission Policies Map showing the changes to the adopted Policies Maps within the PfE authorities, that would result from the proposals in the submitted PfE Plan. Subsequent to this, a number of modifications to the Policies Map were proposed during the plan's examination and these were consulted upon alongside the Main and Additional Modifications.
- 6.3 The Council will adopt the Policies Map (**Appendix 5**) incorporating the changes in so far as they relate to Tameside's administrative area into the Tameside Policies Map

7. IMPLICATIONS FOR TAMESIDE OF THE PLACES FOR EVERYONE PLAN AS MODIFIED¹⁰

- 7.1 PfE, through the Spatial Strategy objective to boost northern competitiveness, including provision of significant new employment opportunities, allocates JPA30 Ashton Moss West for employment uses, supports infrastructure provision and a commitment that collectively the northern districts meet their own local housing need, including through allocations JPA31 Godley Green Garden Village and JPA32 South of Hyde.

Jobs

- 7.2 Economic prosperity is central to the overall strategy. JPA30 Ashton Moss West is identified in Tameside for 160,000 square metres of employment floorspace, within the E(g)(ii) - Research and Development, E(g)(iii) – Light Industrial and B2 - General Industrial use classes. Following main modifications to the Ashton Moss West policy, any ambiguity as to the acceptable use classes considered acceptable has been removed through deletion of the word 'primarily' from policy criterion 1. Further, several other main modifications have been made to the site allocation policy to achieve consistency in wording across all site allocation policies and ensure the plan is read as a whole. These matters are considered in detail within the IR, at paragraphs 571 to 584.
- 7.3 In addition, reference is now explicitly made within the policy concerning compensatory improvements to the remaining Green Belt; ensuring that the peat underlying the site is given appropriate consideration through construction techniques; alongside the need to consider the Greater Manchester Joint Minerals Development Plan and the viable extraction of mineral resources.
- 7.4 In conclusion, the Inspectors consider that policy JPA30 Ashton Moss West is justified, consistent with national policy and would be effective in achieving sustainable development.

¹⁰ Please note that PfE policy numbers referenced relate to the submission version of the plan, (examination document reference SD1), a schedule of current and submitted plan policy numbers is provided in **Appendix 7** to this report.

Homes

- 7.5 For Tameside, the plan establishes an annual average requirement of 485 net homes per year. This is consistent with the submitted plan, even with the extension to the plan period as referenced in Section 1 of this report. The borough's target steps upward over the lifetime of the plan, in three time periods, with 8,245 homes needing to be delivered in total. Accordingly, allocations JPA31 Godley Green Garden Village for around 2,350 new homes and JPA32 South of Hyde for around 440 new homes, are identified to help deliver this.
- 7.6 The Main modifications to JPA31 Godley Green Garden Village and JPA32 South of Hyde, have principally been made to ensure consistent wording across all the site allocation policies, as well as to ensure the plan is read as a whole. The Inspectors' considerations in detail are set out within the IR at paragraphs 585 to 608 for Godley Green and 609 to 624 for the South of Hyde.
- 7.7 Reference is now made specifically within the Godley Green policy to ensure that the potential recreational impacts on the South Pennine Moors are mitigated. Further, on reflection following the main modifications consultation a change is no longer considered necessary relating to strengthening the Green Belt boundary along the A560 and the Inspectors' reasons for this are set out in paragraph 590 of the IR.
- 7.8 At the South of Hyde site, there has been a small reduction in the site allocation boundary. This now omits an area which is designated as a Site of Biological Importance and the Inspectors' reasons for making this modification are set out within the IR at paragraph 612. There is a small typographical error in the inspectors' Main Modifications schedule in relation to the South of Hyde site, MMTa8, at paragraph 11.301 of the reasoned justification which should not strike through the word 'that', without which the sentence does not make sense.
- 7.9 Across both sites, explicit reference is now also made concerning compensatory improvements to the remaining Green Belt, alongside the need to also consider the Greater Manchester Joint Minerals Development Plan and the viable extraction of mineral resources.
- 7.10 In conclusion, the Inspectors consider, subject to the main modifications set out, that both policy JPA31 Godley Green Garden Village and JPA32 South of Hyde, are justified, consistent with national policy and would be effective in achieving sustainable development.
- 7.11 More broadly, the plan also includes policies for all homes to meet the nationally described spaces standards (NDSS) and the accessible and adaptable home standard as set out in Part M of the Building Regulations to help meet the needs of the borough's ageing demographic.

Environment

- 7.12 The plan includes a range of policies designed to protect and enhance Tameside's many and varied green spaces and features. The Plan supports the important role of natural assets by:
- Taking a landscape scale approach to nature restoration;
 - Seeking to protect and enhance our network of green and blue infrastructure;
 - Seeking a significant overall enhancement of biodiversity and geodiversity; and
 - Seeking to maintain a new and defensible Green Belt which will endure beyond the plan period.
- 7.13 Furthermore, the plan supports wider strategies around clean air, walking and cycling and underpins Greater Manchester's ambition to be a carbon neutral city-region by 2038 alongside Tameside's own Climate Change and Environment Strategy objectives.

Brownfield Land

- 7.14 The plan contains a strong focus on directing new development towards sites within the existing urban area, which are often in sustainable locations, close to facilities and served by existing infrastructure. Tameside's urban area and the sites within it are expected to continue to provide most of the growth which occurs within the borough and Tameside's Strategic Housing and Economic Land Availability Assessment¹¹, alongside the Brownfield Land Register¹² are kept up to date to promote and monitor this.

Green Belt

- 7.15 PfE includes a limited release of Green Belt for both housing and employment, with the three sites for development in Tameside identified above. Alongside losses to the Green Belt, exceptional circumstances exist to justify adding eight (of 12 originally proposed) parcels of land to the Green Belt. The Inspectors' consideration of additions to the Green Belt in Tameside are set out from paragraphs 905 to 926 of the IR inclusive. Following further reflection and consideration of the representations made during the modifications consultation the Inspectors no longer consider it necessary to delete GBA34 Cowbury Green from the plan for it to be sound, and that exceptional circumstances exist to justify this addition, this addition forms part of the aforementioned eight additions in total.

- 7.16 The eight sites where exceptional circumstances exist that are to be part of the borough's Green Belt are:

- GBA31 Fox Platt, Mossley;
- GBA32 Manor Farm Close, Waterloo, Ashton-under-Lyne;
- GBA34 Cowbury Green, Long Row, Carrbrook, Stalybridge;
- GBA35 Woodview, Southview, Carrbrook, Stalybridge;
- GBA37 Broadbottom Road, Broadbottom;
- GBA39 Cemetery Road, Denton;
- GBA40 Hyde Road, Mottram; and
- GBA41 Ashworth Lane, Mottram.

- 7.17 Overall across the nine boroughs, the net loss of Green Belt proposed is 2,210 hectares, a 4.1% reduction in Green Belt. The previously adopted Green Belt covers almost 47% of land in those boroughs, where policies in the plan would reduce this to just under 45% remaining as designated Green Belt.

- 7.18 In Tameside the net loss of Green Belt proposed is 176 hectares, a 3.5% reduction in Green Belt across the borough. The previously adopted Tameside Green Belt covers just over 49% of land, where policies in the plan would reduce this to 47.5% remaining as designated Green Belt.

- 7.19 There is a typographical error in the inspectors' Main Modifications schedule in relation to MMApxB.4 which relates to various Green Belt addition pictures (maps) in the plan. This should not include B39 but should include B40. Paragraph 873 of the IR sets this out correctly as does the schedule of policy map changes.

8. INTEGRATED ASSESSMENT

- 8.1 The Integrated Assessment (IA) has contributed to the development of PfE through an iterative assessment process which reviewed the draft policies and the discrete site allocations against the IA framework. This has ensured the full range of environmental impacts have been assessed and appropriate mitigation measures included, where

¹¹ <https://www.tameside.gov.uk/Planning/Strategic-Housing-Land-Availability-Assessment>

¹² <https://www.tameside.gov.uk/planning/brownfieldregister>

necessary. The IA documentation can be found in examination documents SD8 to SD17 and MDC6 to MDC12

9. HABITATS REGULATIONS ASSESSMENT

- 9.1 A Habitats Regulations Assessment refers to several distinct stages of Assessment which must be undertaken in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended) to determine if a plan or project may affect the protected features of a habitats site before deciding whether to undertake, permit or authorise it.
- 9.2 PfE 2021 was assessed as a plan which was considered likely to have significant effect on one or more European protected site and was therefore informed (and accompanied) by a Habitats Regulations Assessment (November 2022) with mitigation measures identified as appropriate. As set out in the Habitats Regulations Assessment of Places for Everyone, November 2022. The outcome of the screening assessment of the Main Modifications to Places for Everyone was that none of them would have a likely significant effect on European designated sites and therefore do not change the findings of the Habitats Regulations Assessment of Places for Everyone, November 2022.
- 9.3 In November 2022 the Habitats Regulations Assessment concluded that traffic levels resulting from a combined impact of development proposed in both the PfE and Warrington's Local Plan could create an adverse air quality impact on the Holcroft Moss compartment of the Manchester Mosses Special Area of Conservation. Consequently, air quality mitigation is proposed in both PfE and the Warrington Local Plan for the Holcroft Moss site, in the form of a developer contribution towards a Habitat Mitigation Plan and the provision of measures to reduce reliance of cars, reduce trip generation and promote ultra-low vehicle emissions. The details of the developer contribution will be set out in district Supplementary Planning Documents following adoption of PfE.
- 9.4 The Habitats Regulations Assessment of Places for Everyone, November 2022 also identified an adverse impact on the South Pennine Moors Special Areas of Conservation / Special Protection Area because of increased recreation pressure arising out of development levels proposed in PfE. Consequently, PfE proposes recreation disturbance mitigation in the form of a development exclusion zone within 400m of the Moors, a requirement to assess and mitigate land for functionally linked habitats within 2.5km of the Moors and a requirement for development to provide or contribute towards the provision of Suitable Alternative Natural Greenspace (SANG) and contribute toward a Strategic Access, Monitoring and Management Strategy (SAMMS) within 7km of the Moors. Oldham, Rochdale and Tameside will set out further details within district Supplementary Planning Documents.

10. NEXT STEPS

- 10.1 Subject to and following Council's decision, officers will complete the final tasks that need to be undertaken to meet the requirements of the relevant regulations. This includes preparing an Adoption Statement and making the following documents available on the council's website and at Tameside's inspection locations¹³ where documents can be viewed electronically¹⁴:
- Places for Everyone Joint Development Plan Document (PfE Plan)
 - Places for Everyone Policies Map
 - Integrated Appraisal Reports (including Sustainability Appraisal Report)
 - Adoption Statement

¹³ Details of Tameside library opening times are provided within **Appendix 8** to this report.

¹⁴ A paper copy of the Plan and IR will be available at Ashton Library.

- Details of where the PfE Plan is available for inspection and the times at which the document can be inspected.

- 10.2 The council will issue the Adoption Statement in line with the relevant regulations.
- 10.3 In addition to these documents, in accordance with the Environmental Assessment of Plans and Programmes Regulations 2004, the council will publish a Sustainability Appraisal post adoption statement, which explains how the sustainability appraisal reports undertaken at various stages during the preparation of the PfE Plan meet the requirements of these regulations.
- 10.4 Once PfE has been adopted, it will become part of the statutory development plan for Tameside with immediate effect. This means that it will have full weight in the determination of planning applications in Tameside. Applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 10.5 If the council adopts PfE, in accordance with section 113 of the Planning and Compulsory Purchase Act (2004), any person aggrieved by the adoption of it can only challenge this by making an application to the High Court on one of two grounds; that PfE is not within the appropriate power, i.e. any action that went further than the powers that are authorised under Part 2 of the Act, or a procedural requirement has not been complied with (these are terms cited within the Act). An application for leave to challenge must be made before the end of the period of six weeks beginning with the day after the relevant date, which for the purposes of PfE, begins on 22 March 2024 (the day after adoption of the plan comes into effect) and runs until 2 May 2024.
- 10.6 The High Court may make an interim order suspending the operation of the relevant development plan document or quash the plan wholly or in part. The purpose of this provision is to provide certainty as to the legal validity of the PfE Plan and to prevent later challenges.
- 10.7 The PfE Plan contains a monitoring framework with targets and indicators which will be used to monitor the achievement of the policies and reported on. Although the plan covers the period to 2039, in accordance with paragraph 33 of the National Planning Policy Framework (NPPF), the policies in local plans should be reviewed to assess whether they need updating at least once every five years and should then be updated as necessary. The review process is a method to ensure that a plan and the policies within it remain effective. As explained in chapter 12 of the PfE Plan, the outcomes of PfE monitoring will form part of each PfE district's Local Plan Authority Monitoring Reports.

11. RECOMMENDATIONS

- 11.1 As set out at the front of the report.