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| Report to: | EXECUTIVE CABINET |
| Date: | 2 November 2020 |
| Executive Member: | Cllr Gerald Cooney – Executive Member (Housing, Planning and Employment) |
| Reporting Officer: | Jayne Traverse – Director of Growth |
| Subject: | GREATER MANCHESTER SPATIAL FRAMEWORK |
| Report Summary: | <p>This report seeks approval to publish Greater Manchester’s Plan for homes, jobs and the environment (the Greater Manchester Spatial Framework (GMSF)): Publication Draft 2020, including supporting background documents, for a period of public consultation in accordance with planning regulations.</p> <p>The report also recommends that Full Council approve the submission of the GMSF for examination to the Secretary of State following the period of public consultation.</p> <p>The report also seeks delegation to make minor or non-material amendments to the plan and background documents at two separate points, prior to publication for consultation and prior to submission for examination. It also seeks delegation to the Director of Growth in consultation with the Executive Member (Housing, Planning and Employment) to approve written records of where progress has been made in planning for cross boundary matters, known as a statement of common ground as part of the GMSF process.</p> |
| Recommendations: | <p>It is recommended that Executive Cabinet:</p> <ul style="list-style-type: none"> (i) Approves the GMSF: Publication Draft 2020, including strategic site allocations and green belt boundary amendments, and reference to the potential use of compulsory purchase powers to assist with site assembly, and the supporting background documents, for publication pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for a period for representations between the dates agreed at the AGMA Executive meeting on 30 October 2020; (ii) Recommends that Full Council approves the GMSF: Publication Draft 2020 for submission to the Secretary of State for examination following the period for representations; (iii) Delegates to the Director of Growth in consultation with the Executive Member (Housing, Planning and Employment), authority to approve the relevant Statement of Common Ground(s) required, pursuant to the National Planning Policy Framework 2019; (iv) Delegates authority to the Lead Chief Executive, Housing, Homelessness and Infrastructure, in consultation with City Mayor, Paul Dennett, Portfolio Leader for Housing, Homelessness and Infrastructure to make minor or non-material amendments to the GMSF: Publication Draft 2020 and background documents prior to their publication. |

- (v) Note that upon adoption, the GMSF is likely to replace elements of the borough's existing planning framework, such as some of the saved policy content within the 2004 Unitary Development Plan.

It is recommended that Council:

- (vi) Subject to Executive Cabinet approving the GMSF: Publication Draft 2020 and supporting background documents for publication, agrees that these documents are submitted to the Secretary of State for examination, pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 following the period for representations between the dates agreed at the AGMA Executive meeting on 30 October 2020.
- (vii) Delegates authority to the Lead Chief Executive, Housing, Homelessness and Infrastructure, in consultation with City Mayor, Paul Dennett, Portfolio Leader for Housing, Homelessness and Infrastructure to approve any minor or non-material changes to the GMSF: Publication Draft 2020 and background documents, following the period for representations and prior to their submission to the Secretary of State, for examination.

Corporate Plan:

The vision of the Greater Manchester Spatial Framework is to make Greater Manchester one of the best places in the world to grow up, get on and grown old, strategically complementing and assisting in the delivery of the Council's Corporate Plan themes of starting well, living well and ageing well.

Policy Implications:

The Greater Manchester Spatial Framework is a Development Plan Document, 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 the GMSF will provide a policy framework to guide investment and development decisions and be material in the determination of planning applications.

The GMSF 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 Appraisal which includes an Equalities Impact Assessment.

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

The purpose of the report is the publication of the Greater Manchester Spatial Framework. There are no financial implications arising from the report at this stage. The related impact on the Council's financial resource base will be reported to Members at a later date following the period of consultation as stated in the recommendations.

**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 will be 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 submission to the Secretary of State, the joint DPD must be published and representations invited, pursuant to Regulation 19 and Regulation 20 of the 2012 Regulations. Failing to prepare the joint DPD in accordance with the 2004 Act and the 2012 Regulations, would mean any subsequent attempt to adopt the plan would be susceptible to challenge.

Formal consultation on the Greater Manchester Spatial Framework is proposed to take place between dates agreed at the AGMA Executive meeting on 30 October. The Council consulted on a revised draft Statement of Community Involvement (SCI) for which consultation expired on 1 October 2020. This is the document which sets out how the Council will consult people when it prepares planning documents and determines planning applications. There needs to be an evaluation of any final responses received to this consultation before the SCI is adopted, to allow for a sound and meaningful consultation to take place on the GMSF in turn.

Consultation on earlier drafts of the GMSF generated significant interest and comments. The Consultation Final Report detailing the comments received accompanies the GMSF 2020 documentation.

The Equalities Impact Assessment which accompanies the proposal to revise the SCI has identified concerns about an over-reliance on internet communication to consult with the public. Without or the reduced use of traditional physical engagement methods, such as, pamphlets, letter drops, door canvassing, information in public buildings and workshops in communities; due to COVID19 restrictions, could lead to certain groups becoming disenfranchised. For example older people and people on lower incomes may be less likely to take part in the consultation. Section 2.7 of the report sets out some proposed steps to mitigate these concerns in respect of the GMSF consultation. The Council's ability to comply with its Equalities Duties and carry out a meaningful consultation on the GMSF will need to be kept under review, in light of possible changes to local COVID restrictions during the consultation period.

The Greater Manchester Spatial Framework, will be subject to examination and public inquiry. Therefore relevant governance and consultation processes will and should be subject to greater legal scrutiny; including any proposed delegation to the Director of Growth.

Risk Management:

If the jointly prepared Development Plan Document is not prepared in accordance with the 2004 Act and the 2012 Regulations, any subsequent attempt to adopt the plan would be susceptible to challenge.

Access to Information:

The GMSF will be issued for public consultation and accessible via a range of consultation methods including being made available via the Council and on the Combined Authority websites.

<https://democracy.greatermanchester-ca.gov.uk/ieListDocuments.aspx?CId=383&MId=4187&Ver=4>
<https://www.greatermanchester-ca.gov.uk/gmsf2020>

Background Information:

The GM Spatial Framework can be access via the link below:

<https://www.greatermanchester-ca.gov.uk/media/3663/221020-agma-issueopt.pdf>

The background papers relating to this report can be inspected by contacting Jeff Upton



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1. INTRODUCTION

- 1.1 In 2014, Tameside Council resolved to work collaboratively with the other Boroughs of Greater Manchester and the Combined Authority on the production of Greater Manchester's Plan for Homes, Jobs, and the Environment, also known as the Greater Manchester Spatial Framework (GMSF). The GMSF is a Development Plan Document that has been prepared together by the Greater Manchester Combined Authority, comprising of the Mayor of Greater Manchester and the leaders of all of Greater Manchester's ten local councils.
- 1.2 The GMSF provides an important opportunity to create the conditions for inclusive economic growth, provide opportunities for the provision of much needed homes and protect and enhance the natural environment. The plan is about transforming Greater Manchester into a world-leading city, while also providing both the policy framework to guide development across the conurbation and the context for local authorities to prepare their own Local Plans.
- 1.3 Sitting alongside the GMSF is the refreshed Greater Manchester Transport Strategy 2040, Our Five Year Delivery Plan (2020-2025) and Local Implementation Plans. This sets out the transport interventions to achieve the transport vision for the city region, support economic growth and transition to a fully integrated and sustainable high capacity transport system across Greater Manchester. At the same time, consultation on a Clean Air Plan will seek views about how Greater Manchester plans to tackle air pollution, demonstrating a co-ordinated approach to the future vision for the city region.
- 1.4 The GMSF is clearly key to create the foundations for the scale of growth and ambition for Greater Manchester. It will be part of the Development Plan for Tameside, but it is a high level strategic plan and does not cover everything. Local plans will continue to be important to take forward the strategic policies and priorities of the GMSF and interpret these at a more local and detailed level, sustaining areas of local distinctiveness and quality in Tameside.

2. BACKGROUND

- 2.1 During the preparation of the GMSF, there have been several stages of informal consultation, including a call for sites exercise and periods of public consultation in both 2016 and 2019. The first draft of the GMSF was published for consultation on 31 October 2016, ending on 16 January 2017 and generated significant interest with other 27,000 responses received. Consultation on the last version of the plan, the 2019 revised Draft GMSF, took place between January and March 2019. Over 17,000 responses were received to that consultation. Since the consultation closed, further work has been undertaken to analyse the responses, develop and refine the evidence base and prepare a further version of the plan. A Consultation Final Report accompanies the GMSF 2020 to enable people to see how their previous comments have been considered and how the plan has been changed as a result, or why some comments have not resulted in changes.
- 2.2 A revised draft GMSF has now been prepared. This next consultation is the 'Publication stage', a formal consultation on the jointly prepared plan and its background information, in accordance with relevant national regulations (in this case regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012). This formal consultation is proposed to take place between dates to be agreed at the AGMA Executive meeting scheduled for 30 October 2020.
- 2.3 The publication plan is one that the ten boroughs of Greater Manchester consider sound. And at the end of this next consultation period, the plan, along with copies of representations made, and other supporting documents, will be submitted to the Secretary

of State. This is known as the 'Submission stage', undertaken in accordance with regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012. It is important to note that whilst anyone can make a representation on a plan, only those relating to the tests of soundness¹ will be taken into account by the Inspector through the examination of the plan.

3 CONSULTATION

- 3.1 The consultation will be carried out in line with the requirements of each of the district Statements of Community Involvement. The challenges posed by the coronavirus pandemic have been significant and government guidance continues to have implications for how the public can be engaged, especially through this next consultation phase. However, the government has also been clear that the challenge presented by the virus is not a sufficient reason to delay plan preparation. Therefore a range of activities and reasonable steps have been considered to ensure a broad spectrum of the community are engaged through publishing the plan and the achievement of a consultation in a safe and broadly consistent way across Greater Manchester.
- 3.2 Government has also issued emergency legislation (expiring 31 December 2020) to remove the need for hard copies of plans to be available in locations such as town halls or libraries and advised local authorities to review their Statement of Community Involvement to ensure that consultation can take place in a COVID-compliant way. To reflect this advice, the Council has recently consulted on a revised draft Statement of Community Involvement. This is the document which sets out how the Council will consult people when it prepares planning documents and determines planning applications.
- 3.3 Effective community engagement must be promoted by methods which are reasonably practicable and government guidance strongly encourages the use of online engagement methods. Engagement strategies continue to be developed for the GMSF 2020 consultation, which consider the use of virtual exhibitions, digital consultation tools, social media and other online resources. However reasonable steps also need to be taken to ensure that sections of the community that don't have internet access are involved and therefore alternatives are also being considered. This could include:
- Engaging sections of the community that do not have internet access through representative groups via the Councils Partnership Engagement Network;
 - Providing telephone information lines or a call back facility;
 - Placing of site notices adjacent to both allocations for development but also sites for further protection;
 - Provision of display material prominently in public locations; and
 - Provision of hard copy or take away material within libraries.
- 3.4 It is important to note that while there continues to be uncertainty around the type of local or national restrictions which may be in place at the time of the consultation, scenarios continue to be developed jointly with the Council's Policy and Communications teams to respond to the different levels of social distancing and public interaction which may be possible at that time.

4 CONTENT

- 4.1 The GMSF is Greater Manchester's plan to manage growth so that the city region is a better place to live, work and visit. It will:

¹ <https://www.gov.uk/guidance/national-planning-policy-framework/3-plan-making>

- set out how Greater Manchester should develop up to the year 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;
- 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; and
- define a new Green Belt boundary for Greater Manchester.

4.2 The GMSF Publication Draft 2020 continues to follow the broad spatial strategy approach of significant growth within the core area of Greater Manchester, while boosting the competitiveness of the north and sustaining the south of the area. To this effect, the spatial distribution of development is also broadly similar to that set out in 2019. In pursuit of this, the GMSF 2020 proposes at least 2,460,000 square metres of new office floor space, 4,100,000 square metres of industrial and warehousing floorspace and close to 180,000 new homes across Greater Manchester over the plan period.

4.3 As in 2019, a large share of development in Tameside is expected to be accommodated on sites within the existing urban area. However three Green Belt sites at: Ashton Moss West; Godley Green Garden Village; and South of Hyde; are needed to supplement this for both employment and housing uses.

4.4 Godley Green continues to be identified as having potential to accommodate around 2,350 new homes, although not all are envisaged to be delivered within the plan period and South of Hyde around 440 new homes.

4.5 Ashton Moss West continues to be identified for employment uses, although the use classes prescribed have been brought up to date in line with recent government changes and overall development yields for the site have been reduced from around 175,000 square metres of potential floorspace to around 160,000 square metres. This follows further analysis of development constraints.

4.6 All of the three strategic sites maintain the same level of land to be taken out of the Green Belt (known as Green Belt deletions). This is mirrored through allocation boundaries that remain the same, apart from the addition of a small parcel of non-Green Belt land at the South of Hyde site. This is adjacent to Hilda Road and is to facilitate access from the A560.

4.7 Alongside the identification of three sites for development purposes, the GMSF Publication Draft 2020 also identifies a number of sites to be protected and added to the Green Belt (known as Green Belt additions).

4.8 The existing Green Belt in Tameside extends to approximately 5,071 hectares and a further 75.19 hectares of land in the borough, across 12 sites, have been identified within the Publication plan to be designated as such. Initially 17 sites had been proposed within the 2019 GMSF and a further three sites were put forward through the 2019 consultation. Following further analysis of the proposed additions, there are 12 sites taken forward as follows:

- Fox Platt, Mossley;
- Cowbury Green, Long Row, Carrbrook;
- Woodview, South View, Carrbrook;
- Manor Farm Close, Waterloo, Ashton-under-Lyne;
- Ridge Hill Lane, Ridge Hill, Stalybridge;
- Yew Tree Lane, Dukinfield;
- Hyde Road, Mottram;
- Ashworth Lane, Mottram;

- Broadbottom Road, Broadbottom;
- Cemetery Road, Denton;
- Ardenfield, Haughton Green, Denton; and
- Horses Field, Dane Bank, Denton

- 4.9 This means that the overall net change in Green Belt for the borough is a 2.7% reduction, this is comparative to an initial net reduction in 2016 of 8.6% and an overall net reduction in the Greater Manchester Green Belt in 2020 by 3.25%.
- 4.10 While the spatial strategy and distribution of development within the GMSF Publication Draft 2020 remain broadly similar to that presented in the 2019 revised Draft GMSF, there has been substantial work to strengthen the evidence base. This has been added to significantly in direct response to consultation comments and has informed the development of the GMSF Publication Draft 2020 and its policy content.
- 4.11 Alongside the further evidence as set out below, a key supporting document will be a strategic Statement of Common Ground. This will set out the key matters between the ten authorities, agreeing on the distribution and quantum of development contained within the Publication Plan. It will also deal with any matters with other organisations that require to be agreed to enable the Publication Plan to be submitted next year. There may be need for additional Statements of Common Ground to deal with specific matters linked to the proposed site allocations and these will be the responsibility of the relevant local authority to draw up if required.
- 4.12 Additionally, as part of the development of GMSF 2020 an Integrated Assessment has been undertaken, incorporating the requirements of:
- Sustainability Appraisal (SA): mandatory under section 19 (5) of the Planning and Compulsory Purchase Act 2004.
 - Strategic Environmental Assessment (SEA): mandatory under the Environmental Assessment of Plans and Programmes Regulations 2004 (which transpose the European Directive 2001/42/EC into English law).
 - Equality Impact Assessment (EqIA): required to be undertaken for plans, policies and strategies by the Equality Act 2010.
 - Health Impact Assessment (HIA): there is no statutory requirement to undertake HIA, however it has been included to add value and depth to the assessment process.
- 4.13 The Integrated Assessment has contributed to the development of the GMSF through an iterative assessment which has reviewed the draft policies and site allocations against a framework of questions. Consultation is a significant part of developing the Integrated Assessment, and the opinions and inputs of people have been sought on it in the past and will continue to be sought through the next consultation.
- 4.14 Additionally, in relation to evidence, significant work has progressed in relation to transport matters and the issues of congestion in particular, which many previous respondents referred to as an area of concern requiring further consideration. Each of the three strategic site allocations is now accompanied by a Locality Assessment, which considers these matters in detail and identifies potential mitigation. In addition, the 2040 Transport Strategy Delivery Plan is accompanied by a Local Implementation Plan which identifies priorities for transport investment.
- 4.15 Preliminary Ecological Appraisals have also been undertaken for each of the proposed strategic allocations. The appraisals respond to biodiversity concerns raised through the previous consultation, identify important habitat, species and ecological designations and also provide a baseline for further monitoring while identifying where further assessment may be required.

- 4.16 Historic Environment Assessments have also been undertaken across the three strategic sites, identifying matters of built heritage and archaeological consideration. Again these assessments respond directly to consultation comments, provide a baseline for further work and identify a range of positive opportunities which masterplans could explore further.
- 4.17 In addition further analysis has been undertaken of potential constraints across the three strategic sites in discussions with a range of utility providers, alongside the development of other evidence. A broad comprehensive evidence base has been assembled to support the policies and proposals in the GMSF 2020 and this is accessible alongside the plan via the web link in the cover of this report.. As an output from this combined work, all three strategic sites in Tameside are shown to be able to deliver viable schemes. In addition, an updated 2019/20 baseline land supply has been prepared, which will be published to support the consultation. This shows that over the plan period the existing land supply (6,347 units), the majority of which are on brownfield sites (5,017 units), will be where the majority of development is brought forward. Being topped up by a small windfall allowance (576) and GMSF 2020 strategic sites (1,558).
- 4.18 Alongside the identification of the three strategic sites for growth and 12 sites for further protection through being added to the Green Belt, as set out above, the GMSF Publication Draft 2020 continues to set a housing target for the borough over the period 2020-2037. This represents an annual average target of 475 units. In addition, the plan continues to take a stepped approach to the phasing of this across now three time slices, as opposed to two within the 2019 plan. Initially setting an annual target of 281 units before stepping to 475 and then to 614 units respectively.
- 4.19 While the above points provide a summary of those which are likely to be of particular interest and importance to the Borough, the GMSF continues to set out a range of thematic planning policies, which will become material planning considerations and policies against which Development Management decisions will be made. These thematic policies are wide ranging in subject matter and provide scope to prepare future Supplementary Planning Documents to assist local interpretation. Following adoption of the GMSF each borough will be updating their own Local Plan, and work has already started to review which policies within Tameside's existing planning framework are likely to be replaced by content within the GMSF Further reporting on which, will be given through the GMSF adoption process. An initial list of policies in local plans which are expected to be replaced is accessible via the web link in the cover of this report.

5 CONCLUSION

- 5.1 In 2014 the Council resolved to work collaborative with those in Greater Manchester to prepare jointly a strategic planning document for the city region. The next consultation stage represents a move toward the culmination of that process, prior to submission of the plan to the Secretary of State for independent examination.
- 5.2 The plan, alongside thematic policy content, identifies in Tameside three strategic sites for growth and twelve sites for further protection as additions to the designated Green Belt. Alongside this, it also seeks to provide the borough with an up to date housing target, the strategic context for the borough's Local Plan and updated development management policies to be used in the determination of planning applications.

6 RECOMMENDATIONS

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