

Report to: COUNCIL

Date: 23 February 2021

Executive Member: Cllr Gerald Cooney – Executive Member (Housing, Planning and Employment)

Reporting Officer: Jayne Traverse – Director of Growth

Subject: **ESTABLISHMENT OF A COMMITTEE TO PREPARE A JOINT DEVELOPMENT PLAN DOCUMENT ‘PLACES FOR EVERYONE’**

Report Summary: On the 11 December 2020, following the withdrawal of Stockport Council from the production of 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) boroughs. This report provides further details on the next steps in relation to that joint plan of nine GM boroughs to be known as ‘Places for Everyone’, including the required decisions of Executive Cabinet and Full Council to initiate this process.

Recommendations: That Council:

- (i) Approves the making of an agreement with the other eight Greater Manchester Councils (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, 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.
- (ii) Agree that the Executive Member Executive Member (Housing, Planning and Employment) (currently Cllr Gerald P Cooney) be the Tameside lead Member for the joint committee and Cllr Claire Reid as the Assistant Executive Member(Planning and Civic Design) be the nominated deputy to attend and vote as necessary.
- (iii) Note that Executive Cabinet will be asked to delegate the formulation and preparation of the draft joint development plan document to a joint committee of the nine GM authorities.
- (iv) 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.

It is recommended that Executive Cabinet:

- (i) Note that Full Council has approved the making of an agreement with the other eight Greater Manchester Councils (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, 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.

- (ii) 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.
- (iii) Note that the following are the sole responsibility of Full Council:
 - a. Responsibility for giving of instructions to the Executive to reconsider the draft plan submitted by the Executive for the authority's consideration;
 - b. The amendment of the draft joint development plan document submitted by the Executive for the Full Council's consideration;
 - c. The approval of the joint development plan document for the purposes of submission to the Secretary of State for independent examination; and
 - d. The adoption of the joint development plan document.

Corporate Plan:

The vision of the Greater Manchester Spatial Framework was to make Greater Manchester 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 Council's Corporate Plan themes of starting well, living well and ageing well. The establishment of a joint committee to oversee the production of Places for Everyone will continue to provide the opportunity to ensure a fit between the joint development plan document as this is developed and the Councils corporate plan.

Policy Implications:

Places for Everyone is a joint Development Plan Document of nine GM boroughs that will, subject to future decisions, provide a planning policy framework for Tameside and the other boroughs involved in its preparation. It will be 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.

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

At this stage the only direct financial implications arising from this report relate to section 1.6 where it is noted that the cost of the independent examination of the 'Places For Everyone' plan will be jointly financed between the constituent nine Greater Manchester local authorities.

The value of this independent examination is not stated within the report. However, Members should note that this will be financed from within the existing Growth directorate revenue budget when known.

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

This report has been produced by GM and is going through all the GM councils except Stockport following the failure to approve the previous GMSF. The reasons for the establishment of a joint committee are set out in the main body of the report.

The Council has the power to make joint arrangements with one or more local authorities to carry out such functions as it considers appropriate and these arrangements can include the appointment of joint committees and appointments to those committees as set out in Article 6 of The Constitution.

Such joint arrangements are advisable when dealing with matters which scope is wider than the Tameside area as is the case with the development a joint Development Plan Document in collaboration with 8 other GM boroughs.

In addition to complying with the requirements for the establishment of a joint committee Members also need to be mindful that the Development Plan must comply with the Planning and Compulsory Purchase Act (2004) and the Town and Country Planning (Local Planning) (England) Regulations 2012 as set out in the risk section of the report.

Risk Management:

If the jointly prepared development plan document is not prepared in accordance with the Planning and Compulsory Purchase Act (2004) and the Town and Country Planning (Local Planning) (England) Regulations 2012, any subsequent attempt to adopt the plan would be susceptible to challenge.

As reported to the AGMA Executive Board on 12 February 2021, progression of the Places for Everyone joint development plan document meets the government requirements for local authorities, such as Tameside, to have a local plan in place by December 2023. It should also be noted that its progression will rely on the future decisions of those boroughs involved in its preparation, principally in relation to its approval for publication and submission to the Secretary of State.

Access to Information:

Places for Everyone, subject to future decisions, will be issued for public consultation and will be accessible via a range of consultation methods including being made available via the Council and on the Combined Authority website at that time.

Background Information:

the background papers relating to this report can be inspected by contacting John Harrison, interim assistant director - planning & transportation



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1. INTRODUCTION AND UPDATE

- 1.1 In November 2014, AGMA Executive Board, recommended to the 10 GM local authorities that they agree to prepare a joint plan called the Greater Manchester Spatial Framework (GMSF). The first draft of which was published for consultation October 2016 and following a substantial re-drafting a further version was issued for consultation January 2019.
- 1.2 On 30 October 2020 the AGMA Executive Board agreed to recommend the GMSF 2020 to the 10 GM authorities, to be approved for consultation and submission. At Cabinet (2 November) and Council (3 November) meetings, Tameside resolved to approve the GMSF, through its publication and onward submission following the consultation period.
- 1.3 However, the decision at Stockport Council's meeting on 3 December 2020, to not submit the GMSF 2020 following the intended consultation period and the subsequent resolution at its Cabinet meeting on 4 December 2020 not to publish the GMSF 2020 for consultation, in effect, signalled the end of the GMSF as a joint plan for all ten GM boroughs.
- 1.4 Consequently, at its meeting on the 11 December 2020, Members of the AGMA Executive Board reached agreement in principal to the preparation of a joint plan of the remaining nine boroughs and asked officers to report back on the implications and processes of preparing a joint development plan document for those boroughs. That report was presented to the AGMA Executive Board on 12 February 2021 and forms the basis of the context and recommendations of this report.
- 1.5 Notwithstanding the decision of Stockport Council, the reasons for the preparation of a joint plan of the nine remaining boroughs largely continue. Including 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, including those within the 2040 Transport Strategy and Local Implementation Plans;
 - Meet the governments requirement for local authorities to have a local plan in place by December 2023; and
 - Meet the Duty to co-operate in s33A of the Planning and Compulsory Purchase Act 2004.
- 1.6 As reported to the AGMA Executive, discussions with the nine authorities indicate there is continued opportunity to work collaboratively to prepare a joint plan for those remaining boroughs, to be known as 'Places for Everyone'. Preparing such a joint plan would enable Tameside to continue to:
- Progress the strategic policies in the GMSF 2020, for example those associated with net zero carbon development, affordable housing and space and accessibility standards for new housing;
 - Maximise the use of land within the urban area and limit the need for Green Belt to accommodate the development needs of the nine boroughs;
 - Meet the requirements of housing need across the nine boroughs;
 - 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; and
 - Spread the cost jointly of the independent examination.

2. MOVING FORWARD

- 2.1 The GMSF was being prepared by the AGMA Executive Board on behalf of the ten GM boroughs. However, it would no longer be appropriate for the preparation of a joint plan of only nine of the ten GM boroughs to be delegated to this Board.
- 2.2 Instead, it is necessary to establish a new joint committee of the nine relevant boroughs; Bury, Bolton, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan. Each borough is now requested to authorise the establishment of a new joint committee (this report is that request for Tameside) and to delegate the preparation of the joint development plan document to the new joint committee as outlined in the recommendations of this report.
- 2.3 Membership of the joint committee is a matter of each individual borough to consider and forms part of the recommendation to Full Council. However as reported to the AGMA Executive on 12 February 2021, it is recommended, for reasons of continuity, that Leaders form the membership, with the ability for a nominated deputy to attend as necessary. It is understood that the committee will then agree its terms of reference and operational arrangements, including the appointing of a chair and its voting arrangements in due course.
- 2.4 The purpose of formulating the committee will be to oversee the production of the joint development plan document.
- 2.5 In the event that the draft joint development plan document is considered to have substantially the same effect on the nine boroughs as the GMSF 2020 had, the next stage would be publication (Regulation 19 stage of the Town and Country Planning (Local Planning) (England) Regulations 2012), as was considered previously by Tameside's Executive Cabinet on 2 November.
- 2.6 As with the GMSF, the Council's Executive Cabinet will be responsible for approving the Regulation 19 version of the plan, ahead of a period for representations to be made. However, that is not the purpose of this report, the content of the plan itself will be for consideration in due course. Similarly, as with the GMSF, Council will be responsible for approving the joint plan for Submission to the Secretary of State for Independent Examination. It is understood that these approvals will equally be needed across the eight other boroughs too.
- 2.7 As a result of the changes outlined above, the Council's Local Development Scheme will need updating. The Local Development Scheme identifies the timetable for the production of local development documents, such as Places for Everyone, and their geographical coverage. Similarly, there is also need to review Tameside's Statement of Community Involvement, which needs to make reference to Places for Everyone appropriately, as consultation on it, as a development plan document, will need to be in accordance with each borough's Statement of Community Involvement.
- 2.8 An updated Local Development Scheme and Statement of Community Involvement will be reported separately for approval in due course.
- 2.9 Lastly it should be noted, that whilst Stockport Council has withdrawn from the joint planning process of the GMSF, and will prepare its own local plan, under s33A of the Planning and Compulsory Purchase Act 2004 requires a formal Duty to Co-operate, which includes neighbouring boroughs. As part of preparing Places for Everyone, the nine boroughs, including Tameside as a directly adjacent neighbour, will need to enter into dialogue with Stockport as appropriate, on matters of strategic, cross-boundary significance. Details of these discussions will be set out in a Statement of Common Ground in due course.

3. RECOMMENDATIONS

3.1 As set out at the front of the report.