



AGMA EXECUTIVE BOARD

DATE: Friday, 11th December, 2020

TIME: 1.00 pm

VENUE: This meeting will be held virtually via Microsoft Teams and will be live-streamed for public viewing. The link to watch the meeting is available on the meetings page of the GMCA website

AGENDA

1. **Apologies**
2. **Chairs Announcements and Urgent Business**
3. **Declarations of Interest** 1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer at the start of the meeting.
4. **Minutes of the AGMA Executive Board held 30 October 2020** 5 - 10

To consider the approval of the minutes of the AGMA Executive Board held 30 October 2020.
5. **Greater Manchester's Plan for Homes, Jobs and the Environment: Greater Manchester Spatial Framework Publication Plan 2020 - Next Steps** 11 - 14

Report of Salford City Mayor, Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure.

For copies of papers and further information on this meeting please refer to the website www.greatermanchester-ca.gov.uk.



BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

Please note that this meeting will be livestreamed via www.greatermanchester-ca.gov.uk, please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

This agenda was issued on 9 December 2020 on behalf of Julie Connor, Secretary to AGMA
 Greater Manchester Combined Authority, broadhurst House, Tootal 56 Oxford Street,
 Manchester M1 6EU

Membership 2020/21

District	Member	Substitute Member
Bolton	David Greenhalgh (Con)	Martyn Cox Con)
Bury	Eamonn O’Brien (Lab)	Tariq Tamoor (Lab)
Manchester	Richard Leese (Lab)	Bev Craig (Lab)
Oldham	Sean Fielding (Lab)	Arooj Shah (Lab)
Rochdale	Allen Brett (Lab)	Sara Rowbotham (Lab)
Salford	Paul Dennett (Lab)	John Merry (Lab)
Stockport	Elise Wilson (Lab)	Tom McGee (Lab)
Tameside	Brenda Warrington (Lab)	Bill FairFoull (Lab)
Trafford	Andrew Western (Lab)	Catherine Hynes (Lab)
Wigan	David Molyneux (Lab)	Keith Cunliffe (Lab)

AGMA Meeting on 11 December 2020

Declaration of Councillors' interests in items appearing on the agenda

NAME: _____

Minute Item No. / Agenda Item No.	Nature of Interest	Type of Interest
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary

PLEASE NOTE SHOULD YOU HAVE A PERSONAL INTEREST THAT IS PREJUDICIAL IN AN ITEM ON THE AGENDA, YOU SHOULD LEAVE THE ROOM FOR THE DURATION OF THE DISCUSSION & THE VOTING THEREON.

QUICK GUIDE TO DECLARING INTERESTS AT MEETINGS

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the Constitution.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

- Bodies to which you have been appointed by the GMCA
- Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

You are also legally bound to disclose the following information called DISCLOSABLE PERSONAL INTERESTS which includes:

- You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated)
- You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
- Any sponsorship you receive.

FAILURE TO DISCLOSE THIS INFORMATION IS A CRIMINAL OFFENCE

STEP ONE: ESTABLISH WHETHER YOU HAVE AN INTEREST IN THE BUSINESS OF THE AGENDA

If the answer to that question is 'No' – then that is the end of the matter. If the answer is 'Yes' or 'Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

STEP TWO: DETERMINING IF YOUR INTEREST PREJUDICIAL?

A personal interest becomes a prejudicial interest:

- where the well being, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
- the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

FOR A NON PREJUDICIAL INTEREST**YOU MUST**

- Notify the governance officer for the meeting as soon as you realise you have an interest
- Inform the meeting that you have a personal interest and the nature of the interest
- Fill in the declarations of interest form

TO NOTE:

- You may remain in the room and speak and vote on the matter
- If your interest relates to a body to which the GMCA has appointed you to you only have to inform the meeting of that interest if you speak on the matter.

FOR PREJUDICIAL INTERESTS**YOU MUST**

- Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting)
- Inform the meeting that you have a prejudicial interest and the nature of the interest
- Fill in the declarations of interest form
- Leave the meeting while that item of business is discussed
- Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

YOU MUST NOT:

- participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business,
- participate in any vote or further vote taken on the matter at the meeting

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Agenda Item 4

MINUTES OF THE VIRTUAL MEETING OF THE ASSOCIATION OF GREATER MANCHESTER AUTHORITIES EXECUTIVE BOARD HELD ON 30 OCTOBER 2020 VIA MICROSOFT TEAMS

PRESENT:

Greater Manchester Mayor	Andy Burnham (In the Chair)
Greater Manchester Deputy Mayor	Baroness Bev Hughes
Bolton	Councillor David Greenhalgh
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Richard Leese
Oldham	Councillor Sean Fielding
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Elise Wilson
Tameside	Councillor Brenda Warrington
Trafford	Councillor Andrew Western
Wigan	Councillor David Molyneux

IN ATTENDANCE:

Rochdale	Councillor Janet Emsley
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OFFICERS IN ATTENDANCE:

GMCA - Chief Executive	Eamonn Boylan
GMCA - Deputy Chief Executive	Andrew Lightfoot
GMCA – Monitoring Officer	Liz Treacy
GMCA – GMCA Treasurer	Steve Wilson
Bolton	Tony Oakman
Bury	Geoff Little
Manchester	Joanne Roney
Oldham	Helen Lockwood
Salford	Ben Dolan
Stockport	Caroline Simpson
Tameside	Sandra Stewart
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
Office of the GM Mayor	Kevin Lee
TfGM	Steve Warrener
GMCA	Simon Nokes
GMCA	Julie Connor
GMCA	Lindsay Dunn
GMCA	Sylvia Welsh

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

AGMA 22/20 APOLOGIES

RESOLVED /-

That apologies be received and noted from Steven Pleasant, Steve Rumbelow, Pam Smith and Jim Taylor.

AGMA 23/20 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

RESOLVED /-

There were no Chairs announcements or urgent business.

AGMA 24/20 DECLARATIONS OF INTEREST

There were no declarations of interest in relation to any item on the agenda.

AGMA 25/20 MINUTES OF THE AGMA EXECUTIVE BOARD MEETING HELD ON 9 SEPTEMBER 2020

RESOLVED /-

That the minutes of the meeting held on 9 September 2020 be approved as a correct record.

AGMA 26/20 APPOINTMENTS

RESOLVED /-

That the appointment of Cllr Fairclough (Bolton) to replace Cllr Cox on the AGMA Statutory Functions Committee be agreed.

AGMA 27/20 GREATER MANCHESTER SPATIAL FRAMEWORK (GMSF)

Introducing the item, the GM Mayor commented that the framework had been subject of immense debate across GM over several years. It was anticipated in considering the GMSF 2020, there would be a recognition of the substantial changes made from the GMSF 2016 in response to listening to communities from across GM. There had been a number of substantial changes to several schemes, following comments from residents as part of the GMSF consultation in 2019. Furthermore, there had been a 60% reduction in green belt for development since the 2016 GMSF.

The period of immediate economic uncertainty was recognised, with a suggestion that during recovery phase, the priority would be to ensure GM emerges with clarity and a strategic plan linking development to infrastructure requirements, particularly transport infrastructure. The collectively delivered framework would put GM in the strongest position

to lead recovery across the North. Furthermore, proceeding with the GMSF 2020 would better protect the green belt from unplanned development.

On behalf of the GMCA, the GM Mayor thanked the Salford City Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure, for the patience and painstaking work undertaken to deliver a plan commendable of support across GM.

In presenting the report, the Salford City Mayor highlighted the strategic perspective of the spatial framework and GM's ambition in the context of significant national and global uncertainty and the impact of the Coronavirus pandemic. The opportunities of the GMSF to create conditions for inclusive economic growth, provision of much needed homes, protect, and enhance the natural environment were outlined.

The comprehensive evidence base assembled to support the policies and proposals in the GMSF 2020 also highlighting the requirement to respond and tackle the homelessness crisis. The Plan set out GM's commitment to deliver more affordable housing, 50k units over the Plan period, including 30k for social or affordable rent.

Members were reminded of the process and timeline to develop a Joint Development Plan Document for the 10 authorities, and districts were requested to approve the Publication Plan 2020 for representations between 1 December 2020 and 26 January 2021. An overview of proposed consultation activity ensuring the requirement for effective community engagement utilising Covid compliant methods was provided.

Endorsement of the submission of the GMSF 2020: Publication Plan, to the Secretary of State for examination following the period for representations was further requested. AGMA were advised that examination would be undertaken publicly to determine whether the Joint DPD was capable of being adopted. Assuming the document was capable of adoption, the ultimate decision to approve must be taken by each of the 10 district Councils.

Councillor David Greenhalgh, recognised the immense amount of cross-party work which had taken place within Bolton Council and the significance of brownfield first policy. He acknowledged the collaborative approach adopted by authorities and emphasised Bolton had benefited from co-operation resulting in further protection of Bolton's green belt. He stressed the jeopardy of planning on appeal and impact on the green belt if the JDP was not adopted. On behalf of Bolton Council, he pledged support for the recommendations.

Councillor Eammon O'Brien advised that Bury Council had contributed to the redraft of the framework to minimise the impact on the green belt and maximise benefits of being part of a joint plan. The advantages for Bury of being part of a joint plan, referencing brownfield capacity issues were highlighted. He reported that 25% of the housing targets had been moved away from green belt which allowed Bury to protect as much of the green belt as possible, furthermore, over half of the borough would remain green belt. He was assured that the balance between housing need, as outlined by the Salford City Mayor, alongside preserving green belt land from a development 'free for all' and delivering huge economic growth through the northern gateway had been achieved. The once in a lifetime opportunity presented to Bury and neighbouring authorities such as Rochdale to take advantage of internal and external investment, creating 20k jobs, bringing in new industries and delivering new infrastructure was emphasised. Current economic uncertainty was

recognised and supported his intention for Bury to be part of a plan which would bring economic prosperity for its residents and GM. Ultimately, alongside the work on the brown field first strategy and guarantees regarding infrastructure support, the Bury administration offered full support for the GMSF 2020. He also highlighted his hopefulness for less 'party politics' once the full council stage was reached in Bury and an acknowledgement that there was no alternative plan to deliver less housing and protect the green belt. Endorsement for the GMSF was provided.

On behalf of Manchester CC, Councillor Richard Leese offered his support for Greater Manchester's Plan for Homes, Jobs and the Environment: Greater Manchester Spatial Framework Publication Plan 2020.

Councillor Sean Fielding paid tribute to the residents who had engaged with the consultation process and who, in the main, were constructive. He highlighted an example in Bardsley, Oldham where the public had engaged and suggested their preferred alternative of extending Coal Pit Lane rather than development at Bardsley Vale Avenue, an area valuable to the community. He suggested that some campaigners would continue to use the consultation process as an opportunity to pursue political disagreement rather than recognising significant positive changes and suggested those individuals would expose their political motivations rather than protection of the green belt. He agreed with the comments made by City Mayor, Paul Dennett and reiterated by Councillor Eamonn O'Brien, regarding the benefits of undertaking the process collectively. The support of Councillor David Greenhalgh was welcomed demonstrating a positive cross party and city region effort.

In offering full support on behalf of Rochdale, Councillor Allen Brett explained it was the way forward and fundamental for future economic development and ensuring Rochdale was a prosperous and active borough over the forthcoming years.

Councillor Elise Wilson agreed with comments and proposed that the GMSF was an attempt to achieve the balance for delivering jobs, homes and protecting the environment. She explained she was keen to see the plan come forward to drive growth and create conditions for investment in Stockport and GM. The comprehensive consultation undertaken resulting in significant proposed changes since 2014 was acknowledged and had been required to create confidence for residents and businesses. She recognised that climate change was a key part of the GMSF and spoke of the need for this to remain front and centre of the agenda. The complexity of a joint plan due to the scale and ambition was identified as testament to the ambition of the city region working in collaboration. Full support for the framework was provided which would be presented to Stockport members with an expectation of achieving cross party support to achieve the correct balance for Stockport and GM ensuring maximum benefit and influence over jobs, homes and the environment alongside delivering the government's commitment to provide 300k homes per year.

Councillor Brenda Warrington acknowledged the considerable work undertaken by City Mayor Paul Dennett and all GM districts and agreed the framework was a genuine joint GM venture. She reflected on the progress of work since the first iteration and highlighted the importance of demonstrating the positive aspects of having a spatial framework to the public. The GMSF would protect the green belt without which developers would look to 'cherry pick' for development with the possibility of winning on appeal due to anticipated changes to the planning system in the Planning White Paper. It was hoped there would be

no political motivation for opposition and the bigger picture and benefits for GM in supporting the framework would be recognised. She advised that the GMSF would be presented to full Council in Tameside on 3 November 2020 and with confidence, support for the framework was anticipated.

Councillor Andrew Western acknowledged the aspirations in the GMSF to move forward as a Green City region over the forthcoming years. On behalf of Trafford he offered support for the framework which he noted had been considerably modified since his appointment as Trafford Council Leader in 2018.

Councillor David Molyneux acknowledged the importance of public consultation in producing the GMSF and recognised the public's concerns had been listened to resulting in significant changes in the framework presented. He proposed that the GMSF would be a key element in how the region recovers from the current crisis and offered full support on behalf of Wigan Council.

In summary, the GM Mayor identified unanimity for the GMSF and recognised the sense of confidence and positivity in the plan going forward. He suggested that the opportunity had arisen to be clear to the public on the benefits of GMSF. Approval was endorsed for the recommendations proposed in the report and re-iterated in presentation by Mayor Dennett.

RESOLVED /-

1. That the GMSF 2020: Publication Plan and supporting background documents be noted and recommended to the districts with the intention that the districts approve:
 - a. Publication of the GMSF: Publication Plan 2020 pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for representations between 1 December 2020 and 26 January 2021.
 - b. Submission of the GMSF 2020: Publication Plan, to the Secretary of State for examination following the period for representations
2. That authority be delegated to the Portfolio Lead Chief Executive, for Housing, Homelessness & Infrastructure, in consultation with the Portfolio Leader for Housing, Homelessness & Infrastructure, to agree any minor amendments or non-material amendments to the GMSF: Publication Draft 2020 and background documents prior to the consultation beginning on the 1st December; amendments to be shared with GM Local Authorities in advance of the commencement of consultation.

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AGMA EXECUTIVE BOARD

Date: 11 December 2020

Subject: Greater Manchester's Plan for Homes, Jobs and the Environment: Greater Manchester Spatial Framework Publication Plan 2020 – Next Steps

Report of: Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure
Steve Rumbelow Portfolio Lead Chief Executive for Housing, Homelessness and Infrastructure

PURPOSE OF REPORT

To update members on the progress of Greater Manchester's Plan for Homes, Jobs and the Environment: Greater Manchester Spatial Framework Publication Plan 2020 and outline proposed next steps.

RECOMMENDATIONS:

The AGMA Executive Board is recommended to:

1. Agree in principle to the preparation of a Joint Development Plan Document of the nine authorities as set out in Section 3.
2. Request a further report addressing the issues set out in Section 3.
3. Commend the nine authorities to establish a joint committee with delegated authority to co-ordinate and develop a Joint Plan on their behalf as the nine local planning authorities.

CONTACT OFFICERS:

Steve Rumbelow, Chief Executive Portfolio Lead for Housing, Homelessness and Infrastructure (steve.rumbelow@rochdale.gov.uk)

Anne Morgan, Head of Planning Strategy, GMCA (anne.morgan@greatermanchester-ca.gov.uk)

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN

Equalities Implications:

A Joint Development Plan Document 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.

Climate Change Impact Assessment and Mitigation Measures –

A Joint Development Plan of the 9 will provide a planning policy framework to support Greater Manchester’s ambition to be carbon neutral by 2038

Legal Considerations: As set out in the Report**Financial Consequences – Revenue: n/a****Financial Consequences – Capital: n/a**

There are no capital consequences identified

BACKGROUND PAPERS:**[Report to AGMA Executive Board 30 October 2020](#)**

TRACKING/PROCESS		[All sections to be completed]	
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		Yes	
EXEMPTION FROM CALL IN			
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No	
GM Transport Committee	Overview & Scrutiny Committee		
N/A	N/A		

1. BACKGROUND

- 1.1 In November 2014, AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31st October 2016, ending on 16th January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils’ for approval to consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish GMSF 2020 for consultation.
- 1.5 The GMSF 2020 is a joint development plan document of the 10 Greater Manchester authorities. It requires the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signals the end of the GMSF as a joint plan of the 10. This report considers the implications of this decision for the Mayoral Combined Authority and the 10 Greater Manchester local authorities.

2. IMPLICATIONS OF THE STOCKPORT DECISION

- 2.1 Whilst Stockport Council has signalled its intention to withdraw from the joint planning process to prepare its own local plan the Council remains one of the 10 partners which make up GMCA and all are committed to continuing to work together to deliver a wide range of important strategies for example, the Local Industrial Strategy, the 5 Year Environment Plan and the 2040 Transport Strategy.
- 2.2 Notwithstanding the decision of Stockport Council the rationale for the preparation of a Joint Development Plan Document (‘joint plan’) remains. This includes:
 - To underpin Greater Manchester’s plan for recovery from Covid
 - To support delivery of the Greater Manchester Strategy
 - To provide a framework to manage growth in a sustainable and inclusive way, avoid un-planned development and development by appeal
 - To align the delivery of development with infrastructure proposals
 - To meet the requirement for local authorities to have a local plan in place by December 2023.
 - To meet the Duty to Co-operate in s33A Planning and Compulsory Purchase Act 2004

- 2.3 Discussions with the remaining nine authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, Wigan) show that they consider that there is merit in continuing to work collaboratively to;
- progress the strategic policies in GMSF 2020 which commanded widespread support, for example net zero carbon development, affordable housing and space and accessibility standards for new housing
 - provide flexibility to respond to changing requirements, for example the new Local Housing Need methodology expected before Christmas
 - maximise the use of sustainable urban/brownfield land and limit the need for Green Belt to accommodate the development needs of the nine
 - align with wider Greater Manchester strategies for transport and other infrastructure investment
 - utilise the evidence base already commissioned and completed

3. THE PROPOSED WAY FORWARD

- 3.1 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has 'substantially the same effect' on the remaining authorities as the original joint plan. Work is underway to explore the impact of the withdrawal of Stockport Council on the joint plan, and consequently the ability for a joint plan of the 9 to progress to Publication Plan (Regulation 19) stage rather than returning to Regulation 18 stage.
- 3.2 Members are therefore requested to agree to the preparation of a Joint Plan of the nine authorities in principle and instruct officers to begin work to;
- Review the evidence base
 - Review the spatial strategy and thematic policies
- 3.3 In order to progress this work it is proposed that a joint committee of the nine authorities is established to co-ordinate and develop a plan and that a further report is brought back to this meeting setting out the issues and timescales involved in the actions outlined in para 3.2.

4. SPATIAL DEVELOPMENT STRATEGY

- 4.1 Through the devolution agreement the Mayor has a duty to produce a Spatial Development Strategy (SDS). This is a plan that covers the Mayoral Combined Authority administrative area and requires unanimous support of the GMCA. Whilst the GMSF was being progressed as a joint DPD of all 10 districts, MHCLG accepted that this would satisfy the Mayor's duty to produce an SDS. Discussions are ongoing with MHCLG regarding the current situation, and therefore until those discussions have concluded it is not proposed to commence further work on the preparation of an SDS.

5. RECOMMENDATIONS

- 5.1 Recommendations are set out at the front of the report