

## **GM Housing Planning and Environment Overview and Scrutiny Committee**

Date: 7<sup>th</sup> October 2021

Subject: Places for Everyone Publication Plan 2021: A Joint Development Plan Document for 9 Greater Manchester Local Authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, and Wigan)

Report of: Anne Morgan, Head of Planning Strategy, GMCA

---

### **PURPOSE OF REPORT:**

To update the Housing Planning and Environment Overview and Scrutiny Committee members on the progress of Places for Everyone Publication Plan 2021: a Joint Development Plan Document for 9 Greater Manchester Local Authorities (PfE 2021).

### **RECOMMENDATIONS:**

Committee members are asked to:

1. Note the progress made on the progress of Places for Everyone Publication Plan 2021.

### **CONTACT OFFICERS:**

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

Clare Taylor-Russell, Principal, Planning Strategy, GMCA  
[clare.taylor-russell@greatermanchester-ca.gov.uk](mailto:clare.taylor-russell@greatermanchester-ca.gov.uk)

## Equalities Implications:

The Places for Everyone Publication Plan 2021 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 assessment.

## Climate Change Impact Assessment and Mitigation Measures

The Places for Everyone Publication Plan 2021 will provide the strategic planning policy framework to support the nine districts to meet the Greater Manchester ambition to be carbon neutral by 2038. An Integrated Appraisal (comprising a Strategic Environmental Assessment, Sustainability Appraisal, Equalities Impact Assessment and Health Impact Assessment) has been undertaken for the plan and has been published alongside it.

## Legal Considerations:

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.

If the joint DPD 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.

## Financial Consequences – Revenue:

The preparation and examination of the Places for Everyone Publication Plan 2021 generates a revenue cost for 9 local authorities. A substantial evidence base has been assembled to support the plan which has involved commissioning of specialist and

independent experts. There will be further revenue costs associated with the examination process, which will be considered by the PfE Joint Committee as appropriate.

## **BACKGROUND PAPERS:**

- [Places For Everyone - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

## **1. INTRODUCTION/BACKGROUND**

- 1.1 The “Future of GM” paper in 2019 set out Greater Manchester’s bold plans for the future in the face of uncertainty. The Economic Vision developed by the Local Enterprise Partnership and endorsed by the Combined Authority confirmed that despite Covid 19 and the ongoing uncertainty about the UK’s future trading relationships, the bold and ambitious vision for the city-region remains unchanged. Within this context, the need for a bold spatial plan to provide certainty and guide development, investment and infrastructure has never been stronger.
- 1.2 Up until December 2020 a joint development plan document of the ten Greater Manchester local authorities was being prepared, Greater Manchester’s Plan for Jobs, Homes & the Environment (known as the “GMSF 2020) had reached the Regulation 19 (Publication) stage of the process, however, the decision at Stockport Council’s meeting on 3 December to withdraw from the plan signalled the end of the GMSF as a joint plan of the 10.
- 1.3 The nine remaining Greater Manchester (GM) districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) decided to continue with the preparation of a joint plan to be known as ‘Places for Everyone’ on the basis that this could take advantage of the provisions set out in legislation which allowed the plan to proceed to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 Publication stage rather than have to go back to an earlier (Regulation 18) informal stage of consultation.

- 1.4 The nine authorities established a Joint Committee and delegated their plan making powers to this Committee to prepare the Places for Everyone Plan up to Regulation 19 (publication stage. As detailed in the AGMA Executive Report, February 2021, because the Places for Everyone Plan is a joint plan of nine of the Greater Manchester, with all the relevant decisions resting with the individual districts, not AGMA or the GMCA, the function of Scrutiny in the production of the Joint Plan remains with the nine districts.
- 1.5 On the 20 July 2021 the Joint Committee recommended that the plan be approved by the 9 districts Executive/Cabinet's for consultation and all 9 districts completed this approval process by the end of July. As a result, the consultation period for the Places for Everyone Publication plan (PfE2021) was launched on 9 August 2021 to run for 8 weeks, finishing on 3 October 2021.

## **2 PLACES FOR EVERYONE PUBLICATION PLAN 2021**

- 2.1 The PfE2021 provides an important opportunity to create the conditions for inclusive economic growth, provide opportunities for provision of much needed homes, protect, and enhance the natural environment. The Plan is not being prepared in isolation. It is supported by the Transport 2040 Delivery Plan, which will outline the interventions required to achieve the transport vision for the city region and is one of a suite of strategic documents setting out how Greater Manchester can achieve the ambition set out in the Greater Manchester Strategy. It sits alongside the Local Industrial Strategy, Housing Strategy, 5 Year Environment Plan, Digital and Cultural Strategies.
- 2.2 The Plan is available on the GMCA website [Places for Everyone](#)
- 2.3 The spatial strategy seeks to deliver sustainable, inclusive growth with the following spatial elements;
- Significant growth in jobs and housing at the core
  - Boosting the competitiveness of the northern districts
  - Sustaining the competitiveness of the southern districts

- 2.4 Economic prosperity is central to the overall strategy. It is essential to raising incomes, improving health and quality of life, and providing the finances to deliver better infrastructure, services, and facilities.
- 2.5 Growing inequalities have a major impact on quality of life for Greater Manchester residents such as the ability to afford decent housing, good quality food and services. This Plan supports high levels of economic growth across Greater Manchester and seeks to put in place the measures that will enable such growth to continue in the even longer-term. However, delivering these high levels of growth means that Greater Manchester will need to continue to invest in the sites and critical infrastructure that will make it an even more attractive place for businesses to invest, bringing high-value, well paid jobs, to the city region; invest in skills and business development to support the foundational economy, and promote the continued progress towards a low-carbon economy.
- 2.6 The plan sets a target for the nine districts of at least 1,900,000 sq.m. of new office floorspace and at least 3,330,000 sq.m. of industrial and warehousing floorspace over the plan period.
- 2.7 Greater Manchester is facing a housing crisis and the impact of Covid 19, with potential increases in unemployment will exacerbate this. Although the Greater Manchester authorities have built more houses in recent years, wages have not been keeping pace with property price increases and affordability issues have intensified. The construction of new housing is also an important part of the economy, providing large numbers of jobs and often securing the redevelopment of derelict and underused sites.
- 2.8 To address the supply side Government has introduced a standard methodology for calculating local housing needs to provide local authorities with a clear and consistent understanding of the number of new homes needed in an area. Applying the current methodology means that around 10,300 (10,305) homes are required in per annum, equating to just under 165,000 (164,880) new homes over the plan period. The plan supports Greater Manchester's commitment to deliver more affordable housing - 50,000 units over the plan period, including 30,000 for social or affordable rent.
- 2.9 Importantly though, the Plan is not solely concerned with accommodating development. It also includes a range of policies designed to protect and enhance our

many and varied green spaces and features which are used in many different ways and afforded many different values by the people who live, work or visit the city-region.

2.10 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. A key element of this is to require all new development to be net zero carbon by 2028 and to keep fossil fuels in the ground.

2.11 There is a strong focus in the plan 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. Maximising the use of land in the urban area reduces the need to release greenfield and Green Belt land for development.

2.12 The land supply identified for development in the plan is largely within the urban area:

- Offices - 99%
- Industry and Warehousing- 47%
- Housing - 90%

2.13 There are significant viability issues in parts of the conurbation and there is a need to continue to press Government for support to remediate contaminated land, to provide funding for infrastructure and to support alternative models of housing delivery. The recently announced Brownfield Housing Fund is targeted at Combined Authorities and begins to help to address viability issues, but it is not enough to enable the full potential of our brownfield land supply to be realised.

2.14 The Plan proposes a limited release of a Green Belt for both housing and employment. The net loss of Green Belt proposed is 1,754 hectares. This represents a significant reduction (60%) from the 4,371 hectares which were proposed for release by the nine PfE districts in the 2016 GMSF.

### **3. THE CONSULTATION**

3.1 The 'Publication stage' is a formal consultation on the draft joint DPD pursuant to Reg. 19 of the Local Planning Regulations. It is a statutory stage that provides an opportunity for organisations and individuals to submit their final views on the content of the plan.

- 3.2 Following consultation on the Publication Plan, the draft joint DPD and the representations made in the Publication stage are sent to the Secretary of State – this is called the ‘Submission stage’, pursuant to Reg. 22 of the Local Planning Regulations.
- 3.3 The Planning and Compulsory Purchase Act 2004 (as amended) (PCPA) states that the purpose of the examination is to consider whether the plan meets the tests of soundness. Soundness is explained in paragraph 35 of the National Planning Policy Framework (NPPF). The Inspector(s) has to be satisfied that the Plan is positively prepared, justified, effective and consistent with national policy. The Inspector(s) must also be satisfied that the Plan complies with legal requirements, including matters such as the duty to co-operate and the districts’ Statements of Community Involvement.

## **4. THE EVIDENCE BASE**

- 4.1 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. This evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA’s website since October 2020. This evidence base has been reviewed and updated in the light of the change to the PfE2021 and, where appropriate addendum reports have been produced. The evidence documents which have informed the plan are available on the website ([PfE evidence base](#)).

## **5. COMMUNICATIONS AND ENGAGEMENT PLAN**

- 5.1 The consultation has been hosted by the GMCA and has been carried out in line with the requirements of the district Statements of Community Involvement. Comments were invited by 3 October 2021 via the GMCA consultation portal ([GM Consult](#)), via email ([placesforeveryone@greatermanchester-ca.gov.uk](mailto:placesforeveryone@greatermanchester-ca.gov.uk)) or by letter, GMCA, Broadhurst House, 56 Oxford Street, Manchester M16EU. Comment to arrive no later than.

## **6. NEXT STEPS**

- 6.1 Following consultation on the Publication Plan, the draft joint DPD and the representations made during the Publication stage will be sent to the Secretary of State – this is called the ‘Submission stage’. A post-consultation report will be prepared and submitted, with the Plan, to the Secretary of State for Examination in early 2022. If major new issues pertaining to compliance or soundness arise at the Publication Consultation stage there would need to be further approvals taken by each of the nine districts and, if necessary, consultation prior to any submission of the plan. Given the dates of the Regulation 19 stage 9<sup>th</sup> August to 3<sup>rd</sup> October 2021, it is too early to assess if further approvals will be necessary prior to Submission.
- 6.2 Following Submission, the Secretary of State will appoint Inspector(s) to hold an Examination in Public. At the Examination, the Planning Inspector(s) will consider the joint DPD and representations made in respect of the Regulation 19 draft and determine whether the DPD is capable of being adopted, either with or without amendments.
- 6.3 Assuming that the document is capable of adoption, whether with or without amendments, the ultimate decision to adopt must be taken by each of the Full Councils of the 9 participating local authorities.
- 6.4 The current timetable for preparation of the PfE 2021 plan is:
- Publication Plan (Regulation 19) – period for representations August – October 2021
  - Submission (Regulation 22) – January 2022
  - Examination- 2022/23
  - Adoption - 2023

## **7. RECOMMENDATIONS**

- 7.1 Recommendations are found at the front of the report.