

## **Report to CABINET / COUNCIL**

# **GMSF: Publication Draft 2020**

### **Portfolio Holder:**

Councillor Hannah Roberts, Cabinet member for Housing

**Officer Contact:** Emma Barton, Director of Economy

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**Ext.** 1672

**O&S: 5 November 2020**

**Cabinet: 9 November 2020**

**Council: 25 November 2020**

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### **Reason for Decision**

The purpose of this report is to approve the Greater Manchester Spatial Framework for publication and submission to the Secretary of State for Housing, Communities and Local Government.

AGMA Executive Board on 30 October 2020 resolved to note the GMSF: Publication Draft 2020 and supporting background documents and recommended the documents to the districts with the intention that the districts approve:

- a) Publication of the GMSF: Publication Draft 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; and
- b) Submission of the GMSF: Publication Draft 2020 to the Secretary of State for examination following the period for representations.

### **Executive Summary**

The purpose of this report is to approve the Greater Manchester Spatial Framework for

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publication and submission to the Secretary of State for Housing, Communities and Local Government, following the resolution made by AGMA Executive Board on 30<sup>th</sup> October 2020.

Following approval by the ten districts, consultation on the Publication Draft 2020 will commence 1<sup>st</sup> December 2020 to 26<sup>th</sup> January 2021.

When it is adopted the GMSF will become part of Oldham's development plan. It will replace parts of Oldham's Core Strategy and change the Proposals Map. A list of Core Strategy policies that would be replaced is contained in Appendix 1.

The GMSF: Publication Draft 2020 and supporting documents can be found at <https://www.greatermanchester-ca.gov.uk/what-we-do/housing/gmsf2020/>. The full AGMA Executive Board Report, which includes a list of the supporting documents available, can be found at Appendix 2 to this report.

The report summarises the main components of the GMSF: Publication Draft 2020 and what it means for Oldham. It also sets out the implications for the review of Oldham's Local Plan.

## **Recommendations**

It is recommended that Cabinet:

1. 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 1 December 2020 and 26 January 2021;
2. Recommends that Council approves the GMSF: Publication Draft 2020 for submission to the Secretary of State for examination following the period for representations;
3. Delegates to Director of Economy authority to approve the relevant Statement of Common Ground(s) required pursuant to the National Planning Policy Framework 2019;
4. Delegates authority to the Greater Manchester Lead Chief Executive, Housing, Homelessness and Infrastructure, in consultation with Salford City Mayor, Paul Dennett the 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.

It is recommended that Council:

1. [Subject to Cabinet / Executive approving the GMSF: Publication Draft 2020 and supporting background documents for publication] agrees that the GMSF: Publication Draft 2020 and supporting background documents be submitted to the Secretary of State for examination pursuant to Regulation 19 of the Town and

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Country Planning (Local Planning) (England) Regulations 2012 following the period for representations between 1<sup>st</sup> December 2020 and 26 January 2021; and

2. Delegates authority to the Greater Manchester Lead Chief Executive, Housing, Homelessness and Infrastructure, in consultation with Salford City Mayor, Paul Dennett, the 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.

## **GMSF Publication Draft 2020**

### **1 Background**

#### ***Introduction***

- 1.1 The ten Greater Manchester local planning authorities are jointly preparing the Greater Manchester Spatial Framework (GMSF).
- 1.2 When it is adopted the GMSF will become part of Oldham's Local Plan which currently consists of three elements:
  - Oldham's Joint Core Strategy and Development Management Policies Development Plan Document (Core Strategy)
  - The Greater Manchester Minerals Plan
  - The Greater Manchester Waste Plan.
- 1.3 Once adopted the GMSF will replace parts of Oldham's Core Strategy and change the Proposals Map. A list of Core Strategy policies that would be replaced is contained in Appendix 1. The Proposals Map would be changed through the addition of allocations for housing and employment development, and changes to Green Belt boundaries, as set out in this report.
- 1.4 The report concerns the publication and submission of the GMSF. Cabinet has the power to approve publication, but submission must be approved by a meeting of the council. Publication is the stage at which representations are invited on the content of the GMSF. Following the representation period, the ten councils would submit the GMSF to the Secretary of State for examination. The processes are set out more fully below.

#### ***GMSF Process***

- 1.5 In November 2014, Association of Greater Manchester Authorities (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"). Further, the recommendation was that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.6 Over the course of 2014/15, the 10 authorities secured the approvals required to enable the GMSF to be prepared and for that preparation to be carried out by AGMA on their behalf. In Oldham this was in February 2015, after which the following stages have been carried out:
  - Consultation on the Draft Plan 2016 (31st October 2016 to 16th January 2017) with over 27,000 responses received; and

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- Consultation on the Draft Plan 2019 (January 2019 to March 2019) with over 17,000 responses received.
- 1.7 Since the consultation closed in 2019 work has been undertaken to analyse the responses (a consultation report was published in October 2019), finalise the evidence base and prepare a further version of the plan.
  - 1.8 A Consultation Final Report accompanies the GMSF: Publication Draft 2020 which outlines how these issues have been considered and how the plan has been changed as a result of comments made, or why some comments have not resulted in changes.
  - 1.9 Progress on the GMSF has been delayed due to the Covid 19 pandemic, however AGMA Executive Board in September 2020 agreed that:
    1. The GMSF would be progressed as a Joint Development Plan Document of the 10 authorities;
    2. The next version of the plan would be the Publication Plan; and
    3. Consultation on the Publication Plan would take place in November/December 2020.
  - 1.10 The 'Publication stage' is a formal consultation on the draft joint DPD pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 ("the 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. The decision to 'Publish' the draft joint DPD is an Executive decision for the GM local authorities.
  - 1.11 Following consultation on the Publication Plan, the draft joint DPD and the representations made at the Publication stage are sent to the Secretary of State – this is called the 'Submission stage' under Regulation 22 of the Local Planning Regulations. Submission requires approval of each of the 10 Full Councils of the GM local authorities. Upon completion of the consultation on the Publication draft in January 2021, a post-consultation report will be prepared and then the plan will be submitted to the Secretary of State for Examination in mid- 2021. Whilst anyone can make a representation on any point, only those pertaining to the 4 tests of soundness will be taken into account by the Inspector(s). If major new issues arise at the Publication consultation stage, there would need to be further consultation.
  - 1.12 An Examination in Public takes place at which a Planning Inspector will consider the joint DPD and representations made in respect of it and determine whether the joint DPD is capable of being adopted, either with or without amendments.
  - 1.13 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 10 Full Councils.
  - 1.14 In line with the requirements set out above AGMA Executive Board on 30 October 2020 recommended the GMSF: Publication Draft 2020 to the districts with the
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intention that the districts approve a) Publication<sup>1</sup> of the GMSF: Publication Draft 2020 and b) Submission of the GMSF: Publication Draft 202 to the Secretary of State for examination following the period for representations. The AGMA Executive Board Report can be found at Appendix 2 along with details of support background papers and where these can be viewed.

- 1.15 The GMSF links to Oldham's Corporate Plan and Priorities in a variety of ways. In particular, it supports 'An Inclusive Economy' through its spatial strategy of boosting the competitiveness of the northern districts, helping to attract investment and encouraging business and enterprise to thrive. Focus on the regeneration of town centres and maximising the use of brownfield land also supports delivery of key regeneration projects and transformational opportunities, including Creating a Better Place.

## 2 Current Position

### ***GMSF 2020 Publication Plan***

- 2.1 The GMSF 2020 is Greater Manchester's plan to manage growth so that Greater Manchester is a better place to live, work and visit. It will:
- 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.
- 2.2 The GMSF 2020 spatial strategy seeks to deliver sustainable, inclusive growth. It has three spatial elements, which are:
1. significant growth in jobs and housing at the core;
  2. sustaining the competitiveness of the southern districts; and, most importantly for Oldham,
  3. boosting the competitiveness of the northern districts through the provision of significant new employment opportunities and a commitment that collectively the northern districts meet their own local housing need.
- 2.3 In general, the overall approach of the plan - to concentrate development in the most sustainable locations, increase density of development, move to carbon neutral living, make an explicit commitment to more affordable housing, provide stronger protection for valuable green spaces - was supported and has been carried forward into GMSF 2020.

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<sup>1</sup> Pursuant to Regulation 19 of the Regulations for representations between 1<sup>st</sup> December 2020 and 26 January 2021

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- 2.4 The GMSF 2020 and supporting documents can be found at <https://www.greatermanchester-ca.gov.uk/what-we-do/housing/gmsf2020/>. This website will be updated following the district approval process and the consultation portal (GMConsult.org) will become live at the start of the formal consultation on 1 December 2020.
- 2.5 The full AGMA Executive Board Report can be found at Appendix 2 to this report. The GMSF: Publication Draft 2020, GMSF Integrated Appraisal Report and the GMSF Statement of Consultation (October 2020) can be found at appendices 3 to 5.

### ***What the GMSF Publication Plan means for Oldham***

#### *A Prosperous GM*

- 2.6 With regards to the economy, the GMSF 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. The GMSF proposes at least 2,460,000sqm of new office floorspace and at least 4,220,000sqm of industrial and warehousing floorspace across Greater Manchester over the plan period.
- 2.7 In Oldham the GMSF identifies:
- 70,826sqm office employment floorspace from 2020-2037, made up of sites within the borough's existing employment land supply; and
  - 273,241sqm industry and warehousing employment floorspace from 2020-2037, made up of 131,521sqm within the borough's existing employment land supply and 141,720sqm as part of the proposed strategic allocations at Stakehill and Broadbent Moss (see Table 1 below).

#### *Homes for GM*

- 2.8 With regards to homes, applying government's current standard methodology the GMSF identifies a housing requirement of 10,534 homes a year across Greater Manchester, equating to a minimum of 179,078 homes over the plan period (2020-2307).
- 2.9 In Oldham, the GMSF identifies an average housing requirement of 695 homes a year or 11,817 homes from 2020 to 2037, proposing a three stepped requirement of:
- 330 homes a year from 2020 to 2035;
  - 695 homes a year from 2026 to 2030; and
  - 956 homes a year from 2031 to 2037.
- 2.10 The existing housing land supply in Oldham, for 2020-2037, totals 10,955 homes and is made up of:
- 7,712 homes on brownfield sites;
  - 1,276 homes on greenfield sites;

- 1,410 homes on mixed (brownfield and greenfield) sites; and
- 557 homes through a small sites allowance.

2.11 The council has sought to increase the land supply within the urban area, particularly on brownfield sites, to minimise the release of Green Belt land across the borough. Since 2019, the existing land supply has increased from 10,357 homes mainly through:

- An increase of 800 homes on brownfield mill sites due to emerging evidence from the draft Mill Strategy;
- An increase of 36 homes in the borough’s centres due to emerging evidence from the Retail and Leisure Study;
- An increase of 908 homes within Oldham Town Centre as a result of the updated Oldham Town Centre Framework; and
- New planning permissions granted since previous drafts.

2.12 However, unfortunately this is still insufficient to meet the overall housing requirement for the borough, as set out paragraph 2.9 above. As such, there remains the need to release some land from the Green Belt to meet our housing requirement.

2.13 The allocations in Oldham have the potential to provide a further 2,597 homes over the plan period and together with the existing housing land supply the potential to provide 13,552 homes. The includes a buffer of around 15% to provide flexibility within the supply, recognising that some sites may not come forward.

2.14 Table 1 below sets out the strategic allocations proposed in the GMSF 2020 Publication Plan.

*Table 1: Strategic allocations proposed in the GMSF 2020 Publication Plan*

| Ref No                   | Name                               | 2019 Draft Plan  | Change from 2019 Draft Plan to 2020 Publication Plan   | 2020 Publication Plan                                   |
|--------------------------|------------------------------------|--|--|---|
| 2019-GM2<br>2020-GM2     | Stakehill<br>(cross-boundary)      | 149,000sqm employment floorspace (Oldham portion only)             | Employment floorspace has reduced across the whole site to 155,000sqm. This is split 35,00sqm in Rochdale and 120,000sqm in Oldham.  | Around 120,000sqm employment land (Oldham portion only) |
| 2019-GM 3<br>2020-No Ref | Kingsway South<br>(cross-boundary) | 518 homes / 180,000sqm employment floorspace (Oldham portion only) | Cross-boundary Kingsway South allocation deleted.<br><br>Proposed as broad location. Site would remain in the Green Belt until it’s release was necessary through a future review of the GMSF or Local Plan.<br><br>Now referred to as High Crompton Broad Location. | 0   |

| Ref No                 | Name                 | 2019 Draft Plan                  | Change from 2019 Draft Plan to 2020 Publication Plan   | 2020 Publication Plan |
|------------------------|----------------------|----------------------------------|--|-----------------------|
| 2019-GM13<br>2020-GM18 | Ashton Road Corridor | 264 homes                        | <p>Land at Bardsley Vale has been deleted.</p> <p>Capacity and boundary increased at land south of Coal Pit Lane to provide 273 homes. This includes an existing saved UDP housing allocation for 18 homes at Danisher Lane which already falls within the existing housing land supply and as such has been removed the capacity set out in the policy.</p> <p>Note:<br/>This is now numbered Policy GM Allocation 18.<br/>Name has changed to Land south of Coal Pit Lane (Ashton Road).<br/>Policy wording is for around 255 homes.</p>                 | 255 homes             |
| 2019-GM14<br>2020-GM12 | Beal Valley          | 482 homes                        | <p>No change</p> <p>Note:<br/>This is now numbered Policy GM Allocation 12.<br/>Policy wording is for around 480 homes.</p>  | 482 homes             |
| 2019-GM15<br>2020-GM14 | Broadbent Moss       | 878 homes / 21,720sqm employment | <p>No change to overall site capacity:</p> <ul style="list-style-type: none"> <li>• 1,451 homes; and</li> <li>• 21,720sqm employment floorspace as an extension to Higginshaw Business Employment Area.</li> </ul> <p>Amount deliverable plan period has increased from 878 to 950 homes (with 77 homes at Hebron Street discounted as a result of the recent planning permission – total during plan period now is 874).</p> <p>Anticipated that around 500 homes will be delivered post plan period.</p> <p>Note:<br/>This is now numbered Policy GM</p> | 874 homes / 21,720sqm |

| Ref No                   | Name                         | 2019 Draft Plan  | Change from 2019 Draft Plan to 2020 Publication Plan  | 2020 Publication Plan   |
|--------------------------|------------------------------|--|---|---|
|                          |                              |  | Allocation 14.<br>Policy wording is for around 1,450 homes.   |   |
| 2019-GM16<br>2020-GM16   | Cowlishaw                    | 465 homes  | No change<br><br>Note:<br>This is now numbered Policy GM Allocation 16.<br>Policy wording is for around 460 homes.  | 465 homes   |
| 2019-GM17<br>2020-GM17   | Hanging Chadder              | 260 homes  | No change<br><br>Note:<br>This is now number Policy GM Allocation 17.<br>Policy wording is for around 260 homes.  | 260 homes   |
| 2019-GM18<br>2020-GM15   | Robert Fletchers             | 171 homes / around 8,500sqm mixed-use (employment and leisure) | No change to number of homes. 2,500sqm of employment floorspace proposed as an extension to Waterside Mills has been removed due to flood risk evidence.<br>Requirement for a modest expansion of existing holiday lodge facility (of 10 to 15 pods), a boutique hotel and visitor education centre have been removed from the policy wording and reflected in the reasoned justification as a wider aspiration for the site in line with national planning policy on Green Belt.<br><br>Note:<br>This is now numbered Policy GM Allocation 15.<br>Name has changed to Chew Brook Vale (Robert Fletchers).<br>Policy wording is for around 170 homes. | 171 homes / round 6,000sqm mixed-use (commercial, retail and leisure) |
| 2019-GM19<br>2020-No Ref | Spinners Way / Alderney Farm | 50 homes   | Deleted.  | 0   |
| 2019-GM20<br>2020-       | South of Rosary Road         | 60 homes   | No change<br><br>Note:  | 60 homes  |

| Ref No                                       | Name                     | 2019 Draft Plan    | Change from 2019 Draft Plan to 2020 Publication Plan   | 2020 Publication Plan |
|--|--------------------------|--------------------|--|-----------------------|
| <b>GM19</b>                                  |                          |                    | This is now numbered Policy GM Allocation 19.<br>Policy wording is for around 60 homes.  |                       |
| <b>2019-GM21<br/>2020-No Ref</b>             | <b>Thornham Old Road</b> | 600 homes          | Deleted.   | 0                     |
| <b>2019-GM22<br/>2020-GM13</b>               | <b>Woodhouses</b>        | 260 homes          | Capacity has been reduced from around 260 homes to 30 around homes.<br><br>Proposed to remove: <ul style="list-style-type: none"> <li>• trotting track site; and</li> <li>• land between Farmstead Close, Ashton Road and M60.</li> </ul> Land at Bottom Field Farm to be retained with a reduced site boundary and capacity of 30 homes.<br><br>Note:<br>This is now numbered Policy GM Allocation 13.<br>Name has changed to Bottom Field Farm (Woodhouses).<br>Policy wording is for around 30 homes. | 30 homes              |
| <b>Total no. of homes</b>                    |                          | <b>4,007</b>       |  | <b>2,597</b>          |
| <b>Total amount of employment floorspace</b> |                          | <b>342,386 sqm</b> |  | <b>141,720 sqm</b>    |

#### *Other GM Chapters*

2.15 The GMSF is not solely concerned with accommodating development and it includes chapters on:

- A Sustainable and Resilient Greater Manchester with policies on sustainable development, carbon and energy, resilience and flood risk;
- A Greener Greater Manchester with policies on the protection and enhancement of the natural environment;
- A Greater Manchester for Everyone with policies on heritage, cultural facilities, our town centres, education and health, sport and recreation; and

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- Our Network with policies on digital connectivity, public transport and walking and cycling.

### *Brownfield Land*

- 2.16 There is a strong focus in the GMSF 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.
- 2.17 The land supply identified for development in the GMSF is largely within the urban area:
- Offices – 99%
  - Industry and Warehousing - 47%
  - Housing – 88%

### *Green Belt*

- 2.18 GMSF: Publication Draft 2020 proposes a limited release of a Green Belt for both housing and employment. The net loss of Green Belt across the whole of Greater Manchester is 1,939 ha. This represents a reduction of over 60% (60.3%) from 2016 GMSF. This has been achieved through:
- Reducing the number of proposed sites (6)
  - Reducing the extent of Green Belt release within sites
  - Proposing a limited number of Green Belt additions (56 sites)
- 2.19 The proposals in the GMSF would result in the overall extent of the Greater Manchester Green Belt reducing by 3.1%. The current Greater Manchester Green Belt covers almost 47% of the land area of Greater Manchester, the proposals in GMSF: Publication Draft 2020 would reduce this by around 1.5% meaning that 45% of Greater Manchester land area would be designated Green Belt.

### *Integrated Assessment*

- 2.20 As part of the development of the GMSF: Publication Draft 2020, an Integrated Assessment (IA) has been undertaken incorporating the requirements of Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA), Equality Impact Assessment (EqIA), and Health Impact Assessment (HIA). The IA has contributed to the development of the GMSF through an iterative assessment, which reviews the draft policies and the discrete site allocations against the IA framework.

### *Evidence base*

- 2.21 A comprehensive evidence base has been prepared to support the policies and proposals in the GMSF. The AGMA Executive Board Report at Appendix 2 includes a list of the background papers which have informed the GMSF and which will be made available in advance of the formal consultation start on 1<sup>st</sup> December

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2020. This evidence base remains draft until all 10 Councils have approved the GMSF: Publication Draft 2020 for publication, as any potential changes that might be agreed during the approval process may require some changes to the evidence.

- 2.22 One 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 in 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 a 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.

#### *Minor amendments to the GMSF ahead of publication*

- 2.23 Recommendation 4 for Cabinet delegates authority to the Greater Manchester Lead Chief Executive, Housing, Homelessness and Infrastructure, in consultation with Salford 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.
- 2.24 A full list of these minor changes will be made available at the time of consultation but for information and to note, they currently include the following for Oldham:
- The addition of a new paragraph (to Policy GM Allocation 15) after 11.171 to clarify that whilst included in the allocation Waterside Mill Saddleworth Employment Area (SEA 5) will be retained for employment uses in line with local planning policy;
  - Minor corrections to the Green Belt boundary including adjacent to the strategic allocations at Beal Valley and Broadbent Moss;
  - Corrections to mapping in a number of the Oldham Locality Assessments; and
  - Amendment to the Statement of Consultation to correct a drafting error regarding Spinners Way / Alderney Farm.
- 2.25 Please note this is not an exhaustive list and there may be other minor or non-material amendments to the GMSF: Publication Draft 2020, and background documents.

#### *Consulting in a Covid 19 Compliant World*

- 2.26 The consultation will be carried out in line with the requirements of Oldham's Statement of Community Involvement (SCI). The government has been clear that the challenge posed by coronavirus (Covid 19) is not a sufficient reason to delay local plan preparation. Equally however, all members of society are required to adhere to guidance to help combat the spread of (Covid 19). The guidance has implications for how the public are engaged and the ability of the districts to comply with policies including those set out in their Statements of Community Involvement. Government issued emergency legislation (expiring 31 December 2020) to remove the need for hard copies of the plan to be available in town halls/libraries and advised local authorities to review their SCI to ensure that consultation can take place in a Covid compliant way. Oldham's SCI has been revised and was adopted 9 September 2020.

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- 2.27 However, effective community engagement must be promoted by means which are reasonably practicable. Government guidance strongly encourages the use of online engagement methods. A consultation strategy is being prepared which considers the use of the following:
- virtual exhibitions,
  - digital consultations,
  - video conferencing,
  - social media and online chat functions.
- 2.28 Reasonable steps need to be taken to ensure sections of the community that don't have internet access are involved and consider alternative and creative ways to achieve this. This could include:
- engaging sections of the community, that do not have internet access, through representative groups rather than directly;
  - using existing networks;
  - allowing individuals to nominate an advocate to share views on their behalf;
  - Providing telephone information lines; and
  - Providing timed face-to-face information sessions for community representatives (maintaining social distancing).
- 2.29 Given the uncertainty around the type of local/national lockdown which may be in place at the time the consultation, different scenarios are being developed to respond to different levels of social distancing/public interaction which may be possible.

#### *GM Transport 2040 Delivery Plan and Local Implementation Plan*

- 2.30 Transport for Greater Manchester (TfGM) has been working with the GMCA, the ten Greater Manchester councils and the Greater Manchester Mayor to prepare new, and updated, transport strategy documents that cover the entire city-region.
- 2.31 This work includes a refreshed version of the long-term, statutory local transport plan - the Greater Manchester Transport Strategy 2040 - and a final version of Our Five-Year Delivery Plan (2020-2025) which sets out the practical actions planned to deliver the Strategy over the next 5 years. In addition, ten new Local Implementation Plans have also been prepared (one for each Greater Manchester council), including Oldham.
- 2.32 Draft versions of these documents have been published as part of the GMSF Transport Evidence Base for AGMA Executive Board on 30th October 2020.
- 2.33 A separate report on the GM2040 Transport documents has been prepared and will go forward for endorsement / approval alongside the GMSF. This report considers the GM2040 Transport documents and:

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- Seeks endorsement of the refreshed Greater Manchester Transport Strategy 2040 and the final version of Our Five-Year Delivery Plan (2020-2025) for approval by GMCA and publication in December 2020, alongside GMSF; and
  - Seeks approval of the Oldham Local Implementation Plan for publication as an appendix to Our Five-Year Delivery Plan (2020-2025) by GMCA in December 2020.

### ***The Oldham Local Plan***

- 2.34 The GMSF is essential to create the foundations for the scale of growth and ambition for Greater Manchester. Upon adoption it will be part of the Development Plan for each Greater Manchester local authority, including Oldham. However, the GMSF is a high level, strategic plan and does not cover everything that a district local plan would. Local Plans therefore continue to play a vital role to take forward the GMSF strategic policies and interpret these at a more detailed local level to support the creation of locally distinctive high-quality places and neighbourhoods.
- 2.35 The Council has continued to prepare for consultation on issues and options for the Local Plan, which will commence early December 2020 following approval of the GMSF: Publication Draft 2020. The Local Plan will deal with matters at the local level setting out the spatial vision, strategic objectives and strategy for Oldham and cover planning policies and site allocations, where they provide additional policy direction for Oldham, beyond that contained in the GMSF.
- 2.36 There are policies contained in the GMSF that duplicate and / or add to policies contained within Oldham's current Joint Core Strategy and Development Management Plan Development Plan Document (Core Strategy). A review of the Core Strategy has therefore been carried out to identify those policies that would be replaced, partially or their entirety, once the GMSF is adopted. Details of this review can be found in Appendix 1.

## **3 Options/Alternatives**

- 3.1 Option 1: Members approve the GMSF: Publication Draft 2020 and supporting background documents for publication and submission to the Secretary of State for examination as per the report recommendations set out at the beginning of this report.
- 3.2 Option 2: Members do not approve the GMSF: Publication Draft 2020 and supporting background documents for publication and submission to the Secretary of State for examination as per the report recommendations set out at the beginning of this report.

## **4 Preferred Option**

- 4.1 The preferred option is for members to approve the GMSF: Publication Draft 2020 and supporting background documents for publication and submission to the Secretary of State for examination as per the report recommendations set out at the beginning of this report.

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## 5 **Consultation**

- 5.1 Consultation has been carried out on previous versions of the GMSF, and the published GMSF will be open for formal representations.

## 6 **Financial Implications**

- 6.1 The GMSF seeks to establish the strategic planning framework for the Greater Manchester City Region and does not commit the Council to any expenditure. As schemes in line with the strategy are brought forward they will be subject to separate reports, which will be developed and taken forward in line with the Council's governance processes to include detailed financial implications. (James Postle)

## 7 **Legal Services Comments**

- 7.1 Pursuant to Regulation 4(2) of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, the Cabinet is responsible for the approval of the GMSF: Publication Draft 2020 for publication pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Pursuant to Regulation 4(3)(ca) of the Local Authorities (Functions and Responsibilities) (England) Regulations, the approval for the purpose of its submission to the Secretary of State for independent examination under section 20 of the Planning and Compulsory Purchase Act 2004 of the GMSF: Publication Draft 2020 is a Council function. (A Evans)

## 8. **Co-operative Agenda**

- 8.1 The GMSF links to Oldham's Corporate Plan and Priorities in a variety of ways. In particular it supports 'An Inclusive Economy' through its spatial strategy of boosting the competitiveness of the northern districts, helping to attract investment and encouraging business and enterprise to thrive. Focus on the regeneration of town centres and maximising the use of brownfield land also supports delivery of key regeneration projects and transformational opportunities, including Creating a Better Place.

## 9 **Human Resources Comments**

- 9.1 Not applicable.

## 10 **Risk Assessments**

- 10.1 There is a Statutory Requirement to agree the GMSF. As this identifies sites for future development the risk of future challenge to certain sites as being suitable is high. (Mark Stenson)

## 11 **IT Implications**

- 11.1 Not applicable.

## 12 **Property Implications**

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- 12.1 The GMSF provides an important opportunity to create the conditions for inclusive economic growth, provide opportunities for provision of much needed homes, whilst protecting and enhancing the natural environment. It will provide a platform for development that enables us to attract central government funding to deliver affordable housing and infrastructure; enable utilities to deliver their infrastructure investment; give confidence to i; provide a route by which construction can proceed, providing short term economic stimulus; and provide a mechanism for accelerating the low carbon / sustainability agenda. At a local level this will therefore support and strengthen the Council's ambitious Creating a Better Place agenda.
  - 12.2 Creating a Better Place' incorporates significant programmes of work that have been progressed over the past eighteen months in order to set out a comprehensive vision and strategic framework for the borough.
  - 12.3 Creating a Better Place focuses on building more homes for our residents, creating new jobs through town centre regeneration, and ensuring Oldham is a great place to visit with lots of family friendly and accessible places to go.
  - 12.4 This approach has the potential to deliver 2,000 new homes in the town centre designed for a range of different budgets and needs, 1,000 new jobs and 100 new opportunities for apprenticeships, and is in alignment with Council priorities to be the Greenest Borough.
  - 12.5 The GMSF is the high-level framework that will create the foundations for the scale of growth and ambition for Greater Manchester. It will be part of the Development Plan for each Greater Manchester local authority, but it is a high level, strategic plan and does not cover everything that a district local plan would. Local plans will continue to be important to take forward the GMSF strategic policies and interpret these at a more detailed local level to support the creation of locally distinctive high-quality places/neighborhoods. (Bryn Cooke)

### 13 **Procurement Implications**

- 13.1 Not applicable.

### 14 **Environmental and Health & Safety Implications**

- 14.1 An Integrated Appraisal has been prepared to support the GMSF.

### 15 **Equality, community cohesion and crime implications**

- 15.1 An Equality Impact Assessment has been carried out as part of the Integrated Appraisal.

### 16 **Implications for Children and Young People**

- 16.1 An Equality Impact Assessment has been carried out as part of the Integrated Appraisal.

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17 **Equality Impact Assessment Completed?**

17.1 An Equality Impact Assessment has been carried out as part of the Integrated Appraisal.

18 **Key Decision**

18.1 Yes

19 **Key Decision Reference**

19.1 HSG-08-20

20 **Background Papers**

20.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:

File Ref: N/A

Name of File: GMSF: Publication Draft 2020 and supporting documents

Records held in: All documents are available online at <https://www.greatermanchester-ca.gov.uk/what-we-do/housing/gmsf2020/>

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21 **Appendices**

21.1 Appendix 1 - Core Strategy policies that would be replaced by the GMSF  
Appendix 2 – AGMA Executive Board Report  
Appendix 3 – GMSF: Publication Draft 2020  
Appendix 4 – GMSF Integrated Appraisal Report  
Appendix 5 – GMSF Statement of Consultation (October 2020)

## Appendix 1 - Core Strategy policies that would be replaced by the GMSF

| Core Strategy Policy  | Replaced by GMSF policy/policies  | Reason   |
|---|---|--|
| <b>3 An Address of Choice</b>   | GM-H1 (Partially)   | Housing requirement updated. All other parts of the policy remain valid.   |
| <b>4 Promoting Sustainable Regeneration and Prosperity</b>  | GM-P3 and GM-P4 (All Partially)   | Employment requirement updated. All other part of the policy remain valid. |
| <b>5 Promoting Accessibility and Sustainable Transport Modes</b>                                      | GM-N3, GM-N4, GM-N5 and GM-N7 (All Partially)   | Majority of replaced by GMSF policies. Parts remain valid.                 |
| <b>18 Energy</b>  | GM-S2 (Partially)   | Majority of replaced by GMSF policy. Parts remain valid.                   |
| <b>19 Flooding</b>  | GM-S5 (Partially)   | Majority of replaced by GMSF policy. Parts remain valid.                   |
| <b>20 Design</b>  | GM-E1   | Whole policy superseded.   |
| <b>22 Protecting Open Land</b>  | Partially superseded by GM Allocation Policy 10 Broadbent Moss, GM Allocation Policy 8 Beal Valley, GM Allocation Policy 11 Chew Brook Vale (Robert Fletchers), GM Allocation Policy 12 Cowlshaw, and partially superseded by GM-G10. | Partially superseded by GM Allocation and GM G10.                          |
| <b>25 Developer Contributions</b>   | GM-D2   | Whole policy superseded.   |
| <b>Saved UDP Policy B1.1.24 – Royton Moss, Moss Lane, Royton (Business and Industrial Allocation)</b> | Partially superseded by GMSF Allocation 10 Broadbent Moss   | Part of UDP allocation included in Broadbent Moss Allocation.              |
| <b>Saved UDP Policy H1.2.17 – Danisher Lane, Oldham (Housing Land Release Phase 2)</b>                | Superseded by GMSF Allocation 14 Land South of Coal Pit Lane (Ashton Road)  | UDP allocation included in Land south of Coal Pit Lane (Ashton Road)       |
| <b>Saved UDP Policy OE1.8 Major Developed Site in the Green Belt</b>                                  | Superseded by GM Allocation Policy 11 Chew Brook Vale (Robert Fletchers)  | UDP allocation included in Chew Brook Vale (Robert Fletchers)              |