

Report to CABINET

Greater Manchester Joint Minerals and Waste Plan: Decision Making Process

Portfolio Holder:

Cllr Elaine Taylor, Cabinet Member for Neighbourhoods

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Reason for Decision

To seek approval from Cabinet to delegate to AGMA Executive Board the formulating and preparing of a joint development plan document with the other 9 Greater Manchester councils (Bolton Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions.

Executive Summary

Greater Manchester leaders at the Association of Greater Manchester Authorities (AGMA) Executive Board meeting on 28th March 2025 agreed to the production of a statutory Greater Manchester Joint Minerals and Waste Plan (GMJMWP). This report considers the necessary steps required in relation to seeking approval from all the GM districts to commence preparation and to delegate its preparation to the AGMA Executive Board.

The existing Greater Manchester Minerals and Waste Plans require updating in full because they are out of date having been adopted over a decade ago. Their replacement with a single, joint minerals and waste plan will ensure efficient compliance with national planning policy.

Recommendations

Following the approval in principle by Council to the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester, Cabinet is recommended to:

1. Subject to recommendation 3 below, delegate to AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions.
2. Note that the following **are the sole responsibility of the Council**:
 - a) Responsibility for giving of instructions to the Cabinet to reconsider the draft plan submitted by the Cabinet for the authority's consideration.
 - b) The amendment of the draft joint development plan document submitted by the Cabinet for the 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.
 - d) The adoption of the joint development plan document.
3. Note that the item will be exempt from call-in, under Rule 14 of the Constitution, as the matter will be considered by the Place, Economic Growth and Environment Scrutiny Board on 24th July 2025.
4. Grant delegated authority to the Cabinet Member for Neighbourhoods to take the final decision on the delegation to AGMA Executive Board, having considered any comments made by the Place, Economic Growth and Environment Scrutiny Board on 24th July.

Greater Manchester Joint Minerals and Waste Plan: Decision Making Process**1 Background**

- 1.1 The ten Local Authorities in Greater Manchester are the waste and minerals planning authorities for their respective area. Each authority is responsible for land use planning matters for waste and minerals development. The 10 Greater Manchester authorities worked together to produce a Greater Manchester Joint Waste Development Plan Document (the Waste Plan), adopted in 2012, and a Greater Manchester Joint Minerals Development Plan Document (the Minerals Plan) which was adopted in 2013.
- 1.2 The Waste Plan and the Minerals Plan form part of the development plan for each of the 10 authorities, and planning applications for minerals and waste development are determined in accordance with these plans.
- 1.3 The Waste Plan considers all types of waste arisings, including: construction, demolition and excavation waste; commercial and industrial waste; hazardous waste; and Local Authority Collected Waste. It allocates sites and areas to provide sufficient opportunities for waste management facilities across Greater Manchester and provides a policy framework for determining planning applications for new waste management facilities.
- 1.4 In terms of household waste collected by the authorities, Wigan manages its own waste whilst GMCA manages waste collected by the other nine authorities. The sites needed to deliver household waste management strategies and individual waste management streams e.g. recovery, recycling, are identified and then safeguarded in the Waste Plan.
- 1.5 The Minerals Plan provides a guide to operators and the public about where mineral extraction may take place in future and safeguards mineral resources from other forms of development.
- 1.6 The Waste Plan and Minerals Plan are required by law to be reviewed at least once every five years, starting from the date of adoption. Such a review is focused on deciding whether plan policies remain relevant and effective in addressing local needs. Where policies are no longer considered to be relevant or effective, the plan should be updated in whole or part.
- 1.7 A review of the Waste and Minerals Plans found that there have been numerous national policy and legislative changes since their adoption, including the publication of the Greater Manchester Sustainable Consumption and Production Plan 2022-2025. The policies in the plans are therefore no longer effective in addressing specific local issues. The review concluded that both plans should be updated in whole.
- 1.8 The AGMA Executive Board considered options on how to update the two plans and concluded that their replacement with a single, joint plan covering both minerals and waste matters offers benefits in terms of resource efficiencies (economy of scale) and will ensure that Greater Manchester can continue to deliver housing and infrastructure and ensure that recent policy changes relating to the environment and climate change are considered.
- 1.9 Although the document will be produced collaboratively across GM, with the AGMA Executive Board (Joint Committee) responsible for formulating and preparing the joint development plan document (insofar as such matters are executive functions), the responsibility for agreeing the submission of the GMJMWP for independent examination and its ultimate Adoption, will remain the responsibility of each individual Greater

Manchester council. This will ensure the timely production of the plan, but also importantly the ability of each individual Council to retain control over the contents of the GMJMWP.

- 1.10 The decision links most closely to Green and Growing as it seeks to ensure that waste and minerals planning are addressed which is needed to support growth.
- 1.11 In terms of the purpose of the report there are no / limited implications for:
- (a) Community Cohesion Implications, including crime and disorder implications under Section 17 of the Crime and Disorder Act 1998 - N/A
 - (b) Risk Assessments – N/A
 - (c) If relevant, Co-operative Implications, Human Resource Implications, IT implications, Property Implications, Procurement Implications and Environment and Health and Safety Implications - Property implications will be considered as the Plan is prepared.

2 Current Position

District Arrangements

- 4.1 In order for the GMJMWP to be progressed in this way, each Council is requested to agree to prepare a new joint plan with the other 9 local authorities. A report went to Council on 16 July 2025 approving this.
- 4.2 Approval from each authority is also requested to delegate the preparation of the GMJMWP as a joint plan to the AGMA Executive Board. The delegation to the AGMA Executive Board to prepare the GMJMWP (insofar as such matters are executive functions), will help to ensure timely progress in developing the GMJMWP, whilst retaining the Councils' approval at key stages.
- 4.3 Council approval by all 10 GM authorities will be required prior to the submission of the draft plan to the secretary of state for independent examination and to adopt the final plan, once it has been through the examination in public.

Resources

- 4.4 Work is underway to identify the level of resource required to undertake this work and further reports will be presented to the AGMA Executive once more details are known.
- 4.5 As with previous joint plans, there are significant budgetary savings in preparing the plan jointly across GM.
- 4.6 There will be a requirement to procure external capacity for specific pieces of work, such as background evidence and supporting documents as well as a sustainability appraisal. There will also be costs associated with the consultation and examination stages.
- 4.7 Additionally, each of the ten GM local authorities will provide officer support to the small central planning team, based in the GMCA. This support will provide valuable knowledge, steering and guidance in relation to individual local authority priorities and individual site appraisal work, as well as ensuring that the leadership within the authority is kept up to date with plan progress. The local authority officer support will be required throughout the preparation of the plan, including assistance at early scoping, public consultation and examination stages.

Timescale

- 4.8 The Government is in the process of reforming the plan-making system and the GMJMWP will need to be taken forward under this new plan-making system. It is anticipated that regulations for the new plan-making system will be published in the autumn. Following publication of the regulations, a detailed timetable will be taken to a meeting of the AGMA Executive and, once approved, will need to be incorporated into each authority's Local Development Scheme (LDS).
- 4.9 Whilst it is not possible to set out a detailed plan timetable at this stage, based on recent government publications (most recently the outcome of the plan-making consultation, published in February 2025), it is anticipated that plans made under the new plan-making system will be expected to take no more 30-months from commencement to adoption and will include two mandatory/formal public consultations. It is also expected a new system of 'gateway' assessments, with Planning Inspectors, will be introduced, to ensure compliance and track progress. Plan timetables will be expected to set dates for the various "Gateway" stages, the mandatory consultation stages, submission for independent examination and the anticipated date for adoption.

3 Options/Alternatives

- 1.1 **Option 1:** Following the approval in principle of the above recommendation by Council to the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester, Cabinet is recommended to:

1. Delegate to AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions.

This option is the most efficient option and will ensure an up-to-date minerals and waste plan. There are no disadvantages to this option.

- 1.2 **Option 2:** To not delegate to AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions. This will mean that the minerals and waste plan is unable to be delegated to the AGMA Executive Board by all ten districts, which will put at risk the timely progression of the minerals and waste plan.

4 Preferred Option

- 4.1 The preferred option is Option 1. Following the approval in principle of the above recommendation by Council to the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester, Cabinet is recommended to:
1. Delegate to AGMA Executive Board the formulating and preparing of the joint development plan document to cover planning for minerals and waste across Greater Manchester insofar as such matters are executive functions.

This option is the most efficient option and will ensure an up-to-date minerals and waste plan. There are no disadvantages to this option.

As this matter is a key decision, the proposal will be considered by the Place, Economic Growth and Environment Scrutiny Board on 24th July, which is after the Cabinet meeting. It is therefore proposed that the Cabinet Member for Decent Homes be granted delegated authority to take the final decision on the delegation, having considered any comments made by the Place, Economic Growth and Environment Scrutiny Board on 24th July.

5 Consultation

- 5.1 Public consultation will be carried out on the Joint Minerals and Waste Plan. The timetable for this will be set out in the revised Local Development Scheme once details are known. Consultation will be carried out in line with planning regulations and the council's Statement of Community Involvement.

6 Financial Implications

- 6.1 Agreement to the principle of the making of a joint development plan document with the other 9 Greater Manchester councils (Bolton, Bury, Manchester, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester will not have any additional costs for the Council.
- 6.2 However, the financial implications of developing the joint plan are currently being assessed. A clearer picture of the total resource requirement, including staffing, consultancy support, and other operational costs, will emerge as work progresses. These details will be brought forward in subsequent reports to the AGMA Executive.
- 6.3 Any direct costs incurred by the Council in relation to this work will be charged against the Strategic Planning service budget

(John Hoskins)

7 Legal Implications

- 7.1 Under section 28 of the Planning and Compulsory Purchase Act 2004, 2 or more local authorities may agree to prepare one or more joint local development documents. Pursuant to Regulation 4(4A) and (4C) of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, the making of an agreement to prepare one or more joint development plan documents shall not be the responsibility of an executive of the authority. The decision to agree to prepare a joint development plan document must therefore be made by full Council.
- 7.2 Section 101(5) of the Local Government Act 1972 enables two or more local authorities to discharge any of their functions by a joint committee. Section 9EA of the Local Government Act 2000 enables the Secretary of State to make regulations for enabling an executive of a local authority to arrange for the discharge of any functions which under executive arrangements are the responsibility of the executive by another local authority or by the executive of another local authority or a committee or specified member of such an executive. The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012 (SI 2012 no. 1019) were made pursuant to Section 9EA. The Regulations provide at Regulation 4 that in an authority with a Leader and Cabinet (as in Oldham), the persons with the power to make arrangements under section 101(5) of the Local Government Act 1972 are the Cabinet, a member of the Cabinet or a committee of the Cabinet, as respects those functions which are allocated by executive arrangements to the Cabinet, that member or that committee. (A Evans)

8 **Equality Impact, including implications for Children and Young People**

8.1 The completed Oldham Impact Assessment is attached. This notes neutral impacts on equality characteristics. It also notes moderate positive impacts in relation to corporate priorities on 'A Great Place to Live' and 'Green and Growing' as the Minerals and Waste Plan will help ensure that minerals and waste are planned alongside housing and economic growth to ensure development is supported by infrastructure.



Minerals and Waste
Impact Assessment 1

9 **Key Decision**

9.1 Yes

10 **Key Decision Reference**

11.1 RBO-06-25.

12 **Background Papers**

12.1 N/A

13 **Appendices**

13.1 N/A