

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	Date: 09 July 2025
Subject:	Greater Manchester Joint Minerals and Waste Plan: Decision Making Process	
Report of	Leader and Cabinet Member for Strategic Growth	

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) for Greater Manchester. This report considers the necessary resultant steps required in relation to the decision-making process.
- The existing Greater Manchester Minerals and Waste Plans require updating in full because they are out of date having been adopted over a decade ago.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.

Recommendation(s)

- Subject to Council approving, in principle, to the making of a joint development plan document with the other 9 Greater Manchester Councils (Bolton, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan), to cover planning for minerals and waste across Greater Manchester, Cabinet is recommended to:
 - 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.
 - Note that the following are the sole responsibility of the Council:

- i. Responsibility for giving of instructions to the Executive to reconsider the draft plan submitted by the Executive for the authority's consideration.
- ii. The amendment of the draft joint development plan document submitted by the Executive for the Council's consideration.
- iii. The approval of the joint development plan document for the purposes of submission to the Secretary of State for independent examination.
- iv. The adoption of the joint development plan document.

Reasons for recommendation(s)

4. The existing Greater Manchester Minerals and Waste Plans require updating in full because they are out of date having been adopted over a decade ago. Planning for both minerals and waste at the same time, and jointly across Greater Manchester, represents an efficient way to deliver updates to the planning policy framework. There are resource efficiencies (economy of scale) at each stage of plan preparation and will mean that up-to-date minerals and waste policies will be in place at the earliest possible time scale.

Alternative options considered and rejected

5. To produce two separate joint plans, one for waste and one for Minerals. This approach would require more resources than a single, joint plan due to duplication of work and could result in delay.
6. To produce a joint Waste Plan and incorporate minerals policies into each authority's Local Plan. Some authorities are already advanced in preparing a Local Plan and therefore cannot incorporate minerals within their plan timetable. Therefore, some GM authorities would continue to have outdated minerals policies, contrary to national policy.
7. Do not update the current plans – 'do nothing' scenario. This approach would be contrary to national policy and legislation and risks unplanned proposals coming forward.

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Background

8. 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.
9. 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.
10. 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.
11. 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.
12. 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.
13. 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.
14. 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 no longer effective in addressing specific local issues. The review concluded that both plans should be updated in whole.
15. 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.

16. 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.

District Arrangements

17. 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.
18. 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.
19. 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

20. 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.
21. As with previous joint plans, there are significant budgetary savings in preparing the plan jointly across GM.
22. 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.
23. 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

24. 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).
 25. 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.
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Links with the Corporate Priorities:

26. This Cabinet report seeks approval to delegate responsibility for the preparation of a new Joint Minerals and Waste Plan for Greater Manchester to the AGMA Executive Board. As such, there are no direct links between the decision and the Let's Do It! Strategy.
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Equality Impact and Considerations:

27. An EIA is not required at this stage as Cabinet are being asked to consider and decide on a GM joint approach. A full EIA will be required as part of the development of a GM Joint Minerals and Waste Plan in the future.
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Environmental Impact and Considerations:

28. None. This decision is to delegate responsibility for the preparation of the Plan to the AGMA Executive Board. The approval of the Plan itself will be subject to further reports and any environmental impacts will be considered at that stage.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation

Legal Implications:

29. Local Authorities have a duty to prepare and maintain an up-to-date plan for the sustainable management of waste and minerals. These plans form part of the development plan and planning applications for waste and minerals developments are considered in accordance with them.
30. The Council may delegate authority for the preparation of the GMJMWP to the GMCA but 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 authority. Progress will therefore be reported back to each GM Council at appropriate stages and further legal considerations will be provided at each stage.

Financial Implications:

To be completed by the Council's Section 151 Officer.

31. There are no financial implications arising directly from the report.

Appendices:

Background papers:

Please list any background documents to this report and include a hyperlink where possible.

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
GMJMWP	Greater Manchester Joint Minerals and Waste Plan