

TOPIC PAPER 1: THE PLANNING SYSTEM

Introduction

The latest major reformation of England's planning system occurred in 2004, when the Planning and Compulsory Purchase Act 2004 (the 'Act') came into force. The new system is intended to be simpler, faster and fairer, with more public participation.

The new planning system requires that regional spatial strategies and local development documents (discussed in this topic paper) should take a spatial planning approach. Spatial planning 'goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they can function'¹.

This topic paper sets out the wider context of the new planning system under which the Joint Waste Development Plan Document (JWDPD) will be produced and how it fits into the local tier of plan making. The content of the JWDPD and the timescales for its production are outlined below as well as the role of the Greater Manchester Geological Unit (GMGU) in facilitating its production.

The New Planning System

National Planning

Under the new planning system, national planning policy is expressed through Planning Policy Statements (PPS) and Minerals Policy Statements (MPS), which are to progressively replace Planning Policy Guidance notes (PPG) and Minerals Policy Guidance notes (MPG).

PPS 10: Planning for Sustainable Waste Management was published in 2005 and sets out the Government's policy for waste planning. This document emphasises the need for communities to take responsibility for the waste they produce, the importance of moving the management of waste up the waste hierarchy² and the pivotal role of the planning system in enabling provision of new waste management facilities in order to 'break the link between economic growth and the environmental impact of waste'³.

PPS 10 is a statutory document and the principles and requirements expressed within it will be taken into account during the production of the JWDPD.

Regional Planning

Prior to the 2004 Act, planning policy at the regional level was provided through Regional Planning Guidance (RPG). RPG for the North West (RPG13) automatically became the Regional Spatial Strategy (RSS) for the North West in September 2004 and a revised RSS – The North

¹ Planning Policy Statement 1: Delivering Sustainable Development, p.12

² The waste hierarchy is, in order of priority, 'reduce', 'reuse', 'recycle/compost', 'energy recovery' and 'disposal'.

³ ODPM (July 2005) PPS 10: Planning for Sustainable Waste Management p.5

West Plan - is currently in draft form and is due to be published in late 2007. RSS provide a vision for the region which focuses on broad issues, such as housing, retail and the environment, over a 15-20 year timescale.

RSS is a statutory document with which the JWDPD must conform to. This document will have considerable influence on the preparation of the JWDPD as it contains policy options for waste, and tonnages to be apportioned to each of the sub-regions in the northwest which the JWDPD must take into account.

Local Planning

Under the old planning system, Metropolitan and Unitary Authorities (such as those in Greater Manchester) were obliged to produce Unitary Development Plans (UDPs). The new system requires District, Borough, Metropolitan and Unitary Planning Authorities to produce Local Development Frameworks (LDF). However, unlike District and Borough planning authorities, Metropolitan and Unitary Authorities are required to undertake waste planning responsibilities themselves.

Each of the 10 Greater Manchester Metropolitan Authorities are in the process of producing their LDFs. These will comprise documents of individual development plan documents which address the needs of the community. The LDF will contain:

- Local Development Scheme (required)
- Statement of Community Involvement (required)
- Annual Monitoring Report (required)
- Core Strategy (required)
- Proposals Map (required)
- Site Specific Allocations (required)
- Other Development Plan Documents (e.g. Area Action Plans) (optional)
- Supplementary Planning Documents (optional)

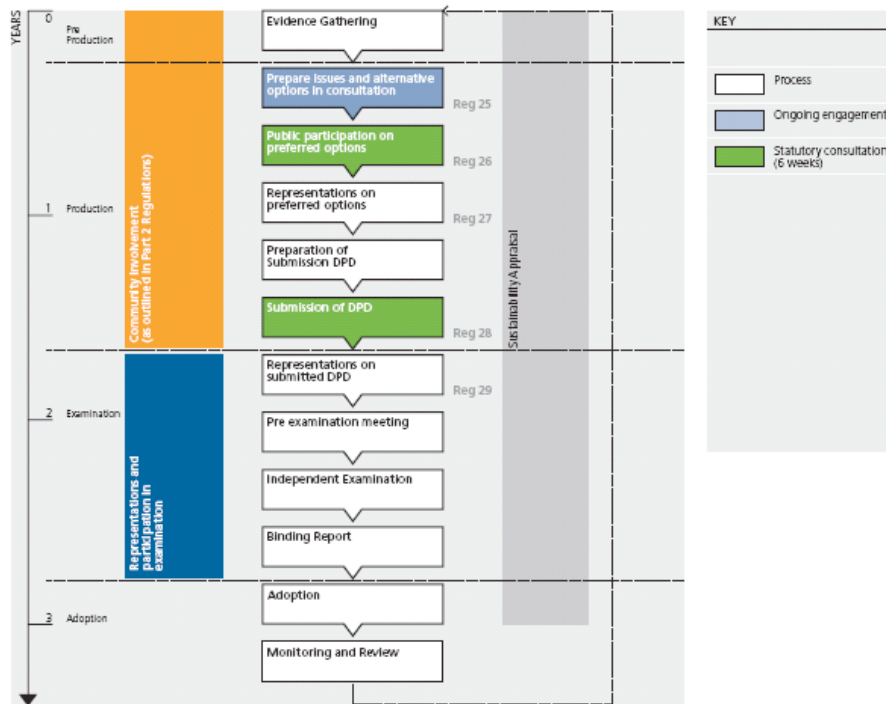
Unitary authorities have the option of producing Waste Development Plan Documents by themselves, which will slot into their LDF. Whilst this may be the case, PPS 12: Local Development Frameworks, establishes the Government's position encouraging joint working on local development documents, including joint waste documents, which has been agreed as the best option for Greater Manchester. Joint working will enable the 10 Greater Manchester Unitary Authorities to produce a Joint Waste Development Plan Document (the JWDPD), which will become part of each Authority's LDF. The development plan document process is shown below in figure 1.

The JWDPD document will be prepared by the Greater Manchester Geological Unit (GMGU) on behalf of the 10 Greater Manchester Authorities. The Core Strategies of each district will provide the strategic planning framework for waste, whilst the JWDPD will eventually replace the waste policies contained with the individual UDPs and will provide the basis for the provision of new waste management facilities.

Each Greater Manchester Authority will refer to the preparation and timescales of the JWDPD in their Local Development Scheme.

Figure 1: The Development Plan Document Process⁴

⁴ Source: ODPM 2004 *PPS 12: Local Development Frameworks* p. 31



The Joint Waste Development Plan Document

The JWDPD will set out the vision and spatial objectives relating to waste for the Greater Manchester area. It will:

- set out how waste management will be considered alongside other planning concerns;
- detail how Greater Manchester will meet their contribution to managing waste apportioned through RSS;
- identify areas/sites for the provision of new capacity;
- set out detailed criteria based and site specific policies for waste management in Greater Manchester; and
- develop the main policies and broad framework for implementation and monitoring of the JWDPD;

The JWDPD will ensure that the future demands of the waste management industry can be met by providing a framework within which to bring forward appropriate development.

Sustainability Appraisal and Strategic Environmental Assessment

Central to the new planning system is the concept of sustainable development and the 2004 Act requires DPDs to undergo Sustainability Appraisal (SA). The purpose of SA is to enable sustainable development to occur through the assessment of social, environmental and economic impacts on the plan area. The Strategic Environmental Assessment (SEA) Directive requires the likely significant environmental effects of implementing the plan to be identified, described and evaluated, and the requirements of SEA are incorporated into the SA process.

SA will be integral to the production of the JWDPD and will inform the policy development process and influence land allocations. SA will be conducted throughout the JWDPD production process until adoption.

Community Involvement

The new planning system facilitates community involvement from the outset of the plan making process. Consultation for the JWDPD begins in September 2006 and will be in conformity with all 10 Greater Manchester Authorities' Statements of Community Involvement (SCI)⁵.

Monitoring

Annual monitoring of the JWDPD during the preparation stages will be carried out by the GMGU and incorporated into each Authority's Annual Monitoring Report (AMR)⁶ which is part of their LDF.

Timescale for Production of the JWDPD

STAGE	DATES
Preparation of Issues and alternative Options	September 2006 - April 2007, including consultation
Public Participation on Preferred Options Document	January - February 2008
Public Consultation on Submission Document	October - December 2008
Examination in Public	June - July 2009
Estimated Date for Adoption	June 2010

The Role of the GMGU

The development of the JWDPD will be undertaken by the GMGU on behalf of each of the 10 Authorities. GMGU will have responsibility for co-ordinating and managing the JWDPD preparation, also drawing on contributions from each of the ten Greater Manchester Councils, the Association of Greater Manchester Authorities (AGMA) Policy Unit as well as Wigan and Greater Manchester Waste Disposal Authorities. Additional consultancy support will also be required to assist the work carried out by GMGU.

Questions you may like to think about in advance of the Stakeholder Events

1. What sustainability objectives are most appropriate for waste management in the area?
2. How should these be used in developing the Strategy?
3. Should the objectives be ranked?
4. Has the stakeholder events conformed with the 10 SCIs of the Greater Manchester Authorities, and the Consultation strategy?
5. Will these events involve "hard to reach" groups

⁵ These explain how local communities and stakeholders will be involved in the preparation of local development documents and sets out how stakeholders will be involved in the planning application process.

⁶ Authorities must produce annual monitoring reports to 'assess the implementation of the local development scheme and the extent to which policies in local development documents are being achieved' (Source: Creating Local Development Frameworks A companion guide to PPS12).