

Greater Manchester Joint Minerals Development Plan Document

Publication Draft Development Plan Document (July 2011)

Regulation 27 Statement of Consultation

| | | |
|---|--|----|
| 1. | Introduction | 3 |
| 2. | Who was consulted?..... | 4 |
| 2.1 | Background | 4 |
| 2.2 | Consultation Strategy | 4 |
| 3. | Consultation methods | 5 |
| 3.1 | Scoping and Awareness Raising (November 2009 – January 2010)..... | 5 |
| 3.2 | Issues and Options (February 2010) | 6 |
| 3.3 | Additional Consultation on ‘Minerals Safeguarding Areas’ (Aug 2010)... | 7 |
| 3.4 | Preferred Approach (October 2010) | 8 |
| 4. | Summary of the main issues raised and how they have been addressed ... | 10 |
| 4.1 | Scoping and Awareness Raising (November 2009 – January 2010).... | 10 |
| 4.2 | Issues and Options (February 2010) | 10 |
| 4.3 | Additional Consultation on ‘Minerals Safeguarding Areas’ (Aug 2010). | 12 |
| 4.4 | Preferred Approach (October 2010) | 13 |
| APPENDIX A: LIST OF DOCUMENTS REFERENCED IN STATEMENT OF CONSULTATION | | 15 |

1. Introduction

This Statement of Consultation sets out how the ten Greater Manchester Authorities have complied with the 2004 Town & Country Planning regulations (as amended 2008) and subsequent amendments, and the relevant Statements of Community Involvement (SCI) in the preparation of the Greater Manchester Joint Minerals Development Plan Document (the 'Minerals Plan') to publication stage.

Regulation 27 of the Town and Country Planning (Local Development) (England) Regulations 2008 requires the ten Greater Manchester Authorities to publish, alongside the Publication Minerals Plan, a consultation statement setting out evidence relating to the following:

- Which bodies were invited to make representations pursuant to Regulation 25(1);
- How those bodies were invited to make representations;
- The main issues raised, and
- How those issues have been addressed in the DPD

In developing the Greater Manchester Joint Minerals Development Plan Document, extensive consultation has been carried out in accordance with Regulation 25 of the Town and Country Planning (Local Development) (England) Regulations 2008.

Various stages of consultation have been undertaken in reaching the Publication stage of the Minerals Plan document. The table below identifies those various consultation stages and the dates during which these stages were undertaken.

| Consultation | Timescale |
|--|--|
| Preliminary investigation into mineral resources in Greater Manchester | March – August 2007 |
| Scoping and Awareness Raising | 27 th November 2009 – 8 th January 2010 |
| Issues and Options | 17 th February 2010 – 21 st March 2010 |
| Additional Consultation on 'Minerals Safeguarding Areas' | 6 th August 2010 – 27 th August 2010 |
| Preferred Approach | 15 th October 2010 – 26 th November 2010 |

Subsequent sections of this report provide detail as to who was consulted, how they were consulted, what the main issues raised were and how these issues have been addressed.

A full list of the documents described within this report and where to find them can be found in Appendix A.

2. Who was consulted?

2.1 Background

The Town and Country Planning (Local Development) (England) Regulations 2004 incorporates a requirement to actively engage with key stakeholders and local communities during the production of Development Plan Documents. This commitment to effective public participation in the plan making process has been retained in the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008. The Government's aim is for everyone to be able to make their views known and have their say on how their community is planned and developed. An emphasis is also placed upon 'front loading', so that opportunities for involvement exist at the earliest opportunity, and 'continuous involvement' with clearly articulated opportunities for continuing involvement as part of an ongoing programme.

2.2 Consultation Strategy

Consultation on the Minerals Plan has been carried out in accordance with each of the ten District's Statement of Community Involvement (SCI). To ensure conformity with the SCIs, a Consultation Strategy has been prepared which sets out the various methods for community and stakeholder engagement associated with plan preparation. The Strategy incorporated the Government's principles of front loading and continuous community involvement. The Consultation Strategy incorporated strategies to facilitate involvement from the widest possible range of interests, including the hard to reach groups who do not normally participate in planning, create a sense of ownership of local policy decision, whilst raising the profile of the Minerals Plan.

The Consultation Strategy was developed through a two-phase approach; Stage One incorporated a review of Greater Manchester SCI's. This process informed the production of the Consultation Strategy to ensure: -

- Statutory compliance across the Greater Manchester area
- The requirements of the assessment of soundness stipulated in PPS12 are met; and
- Considerations to be taken into account in the preparation of the Consultation Strategy are identified.

Best practice methods of engaging with stakeholders were assessed to provide a basis for developing an effective stakeholder engagement process in Stage Two. The methods assessed outlined the techniques available, the necessary resources and examples of their effectiveness. Opportunities for the coordination of the consultation between the ten districts were also explored.

Stage Two of the process resulted in the production of an effective Consultation Strategy, tailored to fit within the resources available and to comply with minimum statutory requirements, the requirements of the SCI and to target the 'hard to reach' groups.

A list of specific, general and other consultation bodies can be found in Appendix B of this document. The full consultation database of over 900 organisations and individuals is available to view on request from GMGU.

The following sections of this Consultation Statement highlight the various stages of consultation and the organisation / groups / individuals that attended consultation events or responded to consultation documents.

3. Consultation methods

The following section of the report highlights the various consultation methods utilised during the different production stages of the Joint Minerals Development Plan Document.

Website

A website for the Minerals Plan was established (www.gmmineralsplan.co.uk) for all documents to be made available from. Each of the 10 Greater Manchester provided a link to the Minerals Plan website from the Local Development Framework pages of their websites. These have been maintained and updated throughout the development of the Minerals Plan.

3.1 Scoping and Awareness Raising (November 2009 – January 2010)

Scoping Report for Sustainability Appraisal

The Scoping Report was issued for public consultation from the 27th November 2009 to the 8th January 2010. The Report was made available online and industry, landowners, adjoining authorities and other parties were informed by letter or email about the consultation.

Nine responses were received from the following organisations:

- Natural England
- Environment Agency
- The Coal Authority
- United Utilities
- Peel Environmental
- Network Rail
- Cheshire West and Chester
- 4NW
- Horwich Town Council

Consultation on 'Identifying and Protecting Mineral Resources in Greater Manchester'

The Report 'Identifying and Protecting Mineral Resources in Greater Manchester' was issued for public consultation from the 27th November 2009 to the 8th January 2010. The Report was made available online and industry, landowners, adjoining authorities and other parties were informed by letter or email about the consultation.

A 'call for sites' exercise was undertaken as part of initial awareness raising.

Eleven responses were received from the following organisations:

- Natural England
- Environment Agency
- The Coal Authority
- The Confederation of Coal Producers
- Mineral Planning Group
- Horwich Town Council
- Cheshire West and Chester Council
- 4NW
- Network Rail
- Carter Jonas
- Peel Environmental

3.2 Issues and Options (February 2010)

The Issues and Options Report was issued for public consultation from the 17th February 2010 to the 31st March 2010. The Report was made available online and at libraries and public buildings across Greater Manchester throughout the consultation period. Letters and emails were sent out to inform industry, landowners, adjoining authorities and other parties about the consultation.

Twenty-six responses were received from the following organisations:

- National Grid
- Shevington Parish Council
- Ramblers Association
- Greenpark Energy Ltd
- CoalPro
- 4NW
- CPRE Cheshire Branch
- Highways Agency
- Network Rail
- The Emerson Group
- UK Coal
- Graham Bell – Chartered Surveyor
- Lancashire County Council
- Salford City Council (Sustainable Regeneration)
- Environment Agency
- Horwich Vision
- Private Individual: 1
- Peel
- Mineral Products Association
- English Heritage
- Government Office North West
- Cemex
- National Trust
- Manchester Airport
- United Utilities
- Natural England

Meetings

During the preparation of the Issues and Options report all Joint Committee Members were invited to attend a Joint Committee sub-group meeting on 17th December 2009. The three main political parties were represented and Members discussed in detail the emerging Issues and Options Report.

Stakeholder Event

As part of consultation on the Issues and Options, a Stakeholder Event was held on 24th February 2010 at the Britannia Hotel in Manchester City Centre. This event was run and facilitated by GMGU and was attended by 26 stakeholders, including representatives from industry and local businesses and Members and officers from Greater Manchester.

E-Consultation

The Issues and Options Report was made available for e-consultation using Limehouse software.

Local Media

An advertisement was placed in the Manchester Evening News on Wednesday 17th February 2010. Press releases were distributed to Press Officers and media groups across Greater Manchester.

Letters and emails

Letters and emails were sent to all consultees on the Minerals Plan database, including details of the Issues and Options consultation period and contact details for further information.

Newsletter

Newsletters were sent out to all consultees on the Minerals Plan database. The newsletter provided details about the consultation for Issues and Options

Posters

Posters were displayed at each of the deposit points across Greater Manchester with the aim of generating interest in the Minerals Plan whilst also giving details about where documents could be viewed and who to contact for more information.

Information Packs

Information packs were made available at each of the deposit points across Greater Manchester. They comprised: introductory note; newsletter; and 'frequently asked questions'.

'Call for Sites'

A 'call for sites' was issued as part of the Issues and Options consultation. A further 'call for sites' was issued to major industry representatives and landowners in July 2010.

3.3 Additional Consultation on 'Minerals Safeguarding Areas' (August 2010)

The report 'Defining Mineral Safeguarding Areas in Greater Manchester' was issued for public consultation from Friday 6th August to Friday 27th August 2010. The Report was made available online. Letters and emails were sent out to inform industry, landowners, adjoining authorities and other parties about the consultation.

Thirteen responses were received from the following organisations:

- Network Rail
- Confederation of UK Coal Producers (CoalPro)
- The Coal Authority
- English Heritage
- The Emerson Group
- Environment Agency
- Lancashire County Council

- Natural England
- Offerton Sand and Gravel
- Wienerberger Ltd
- The National Trust
- Salford City Council
- Peel Holdings (Environmental) Ltd

Letters and Emails

Letters and emails were sent to industry, landowners, adjoining authorities and other key parties. They provided details of the Issues and Options consultation period and contact details for further assistance.

3.4 Preferred Approach (October 2010)

The Preferred Approach Report was issued for public consultation from Friday 15th October to 26th November 2010. The Report was made available online and at libraries and public buildings across Greater Manchester throughout the consultation period. Letters and emails were sent out to inform industry, landowners, adjoining authorities and other parties about the consultation.

Twenty-eight responses were received from the following organisations:

- Confederation of UK Coal Producers
- Network Rail
- Natural England
- Lancashire County Council
- National Trust
- Environment Agency
- National Grid (c/o Entec)
- Warrington Borough Council
- Salford City Council
- Cheshire East
- Mineral Products Association
- Lancashire Wildlife Trust
- Cemex (UK)
- Ramblers Association (Manchester & High Peak Area)
- Cheshire West and Chester Council
- Manchester Airport
- Peak District National Park
- English Heritage
- The Emerson Group
- Arcon Village Residents Group
- The Coal Authority
- Peel Environmental
- Bolton and Horwich Environmental Action Group
- Individuals x 5

Meetings

During the preparation of the Issues and Options report all Joint Committee Members were invited to attend a Joint Committee sub-group meeting on 4th August 2010. The three main political parties were represented and Members discussed the emerging Preferred Approach Report.

GMGU met with Officers and Members from authorities where sites had been nominated. The purpose was to gain a greater understanding of the nominated site, potential local issues and adjacent land allocations.

Stakeholder Event

As part of development of the Preferred Approach Report, a Stakeholder Event was held on 9th September 2010 at the Britannia Hotel in Manchester City Centre. This event was facilitated by GMGU and attended by 27 stakeholders, including representatives from industry, environmental groups and Members and officers from Greater Manchester.

E-Consultation

The Preferred Approach Report was made available for e-consultation using Limehouse software.

Local Media

An advertisement was placed in the Manchester Evening News on Friday 15th October 2010. Press releases were distributed to Press Officers and media groups across Greater Manchester.

Letters and emails

Letters and emails were sent to all consultees on the Minerals Plan database. They provided details of the Issues and Options consultation period and contact details for further information.

Newsletter

Newsletters were sent out to all consultees on the Minerals Plan database. The newsletter provided details about the consultation for Issues and Options

Posters

Posters were displayed at each of the deposit points across Greater Manchester with the aim of generating interest in the Minerals Plan whilst also giving details about where documents could be viewed and who to contact for more information.

Information Packs

Information packs were made available at each of the deposit points across Greater Manchester. They comprised: introductory note; newsletter; and 'frequently asked questions'.

4. Summary of the main issues raised and how they have been addressed

4.1 Scoping and Awareness Raising (November 2009 – January 2010)

Comments on the consultation document 'Identifying and Protecting Mineral Resources in Greater Manchester' were received from nine organisations. A full report of the outcomes can be found at www.gmmineralsplan.co.uk. Comments are summarised in the following table:

| Issue Raised | Recommendation |
|--|--|
| The Energy White Paper published in May 2007 estimates that by 2020 fossil fuels are expected to supply the great majority of the UK's energy needs and 14% of primary energy demand will be met by coal. | Review the Energy White Paper and incorporate into preparation of the Minerals Plan. |
| Shallow coal forms part of a nationally significant resource and should therefore be safeguarded. | Acknowledge that coal will make up part of the future 'energy mix' and that there is a need to safeguard this resource from other development where appropriate. |
| All shallow coal resources within the urban area should be safeguarded as they may be capable of being exploited economically in small quantities. For example, if large scale redevelopment is proposed within the urban area then prior extraction of coal should be considered. This may be sensible to do for stability reasons. | Safeguarding of shallow coal resources within the urban area to be considered at Preferred Approach stage. |
| Areas of search for coal from the 1986 Minerals Plan exclude known coal resources and the approach taken conflicts with more recent guidance in MPS1. | Use the most recent information – the Surface Coal Resource map prepared by The Coal Authority - as the basis for identifying Mineral Safeguarding Areas for coal. |
| Mineral Planning Group nominated Pilkington Quarry and land between Pilkington Quarry and Montcliffe for consideration as part of the Minerals Plan. | Site to be assessed and, where appropriate, subject to public consultation at the Preferred Approach stage. |

4.2 Issues and Options (February 2010)

Comments on the Issues and Options Report were received from twenty-six organisations. A full report of the outcomes can be found at www.gmmineralsplan.co.uk. Comments are summarised in the following table:

| Issue Raised | Recommendation |
|--|---|
| Land nominated for consideration included: potential area of search for gravel; existing | Sites to be assessed and, where appropriate, subject to public consultation |

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|---|--|
| hard rock quarry; potential area of search for coal; Coalbed Methane licence area; and Manchester Ship Canal for transport of minerals. | at the Preferred Approach stage. |
| The Ramblers Association suggested that public rights of way, access land dedicated for access under the Countryside and Rights of Way Act 2000 be included as a land constraint when searching/assessing sites. | Consider including the suggested constraints at the Preferred Approach stage. |
| Greenpark Energy Ltd said they hold Coal Bed Methane (CBM) Exploration Licence EXL 273, a small part of which falls within the Wigan Council Area. They envisage developing the available CBM resources in this area as part of the wider development of EXL 273, but have not as yet begun a detailed site search process for this area. | Site to be assessed and, where appropriate, subject to public consultation at the Preferred Approach stage |
| Greenpark Energy Ltd highlighted the fact that the lack of specific safeguarding areas should not become a reason to restrict CBM development in the plan area. They also note that the list of constraints (as mentioned in Paragraph 3.33 of the Issues and Options Report) that are likely to affect the production of CBM will need to be carefully considered. | Note the response. |
| Coalpro agreed with the approach to safeguarding minerals, however, they believed it should be extended to allow coal to be extracted prior to development/redevelopment to avoid sterilisation. | Noted. It is intended that any policy on mineral safeguarding areas would require developers to consider extraction of a mineral prior to developing a site. |
| CoalPro did not accept that the extraction of surface coal resources or coal production from reworking coal spoil tips has potential to have a negative impact on climate change as demand for coal in the UK exceeds production and importation from overseas is occurring. | Note the response. |
| 4NW stated (regarding peat) that in order to decide whether to allocate any new sites or extensions to existing sites for peat extraction it will be necessary to consider future need, bearing in mind existing planning permissions, industry requirements and environmental considerations. | Note the response and ensure the Minerals Plan conforms to relevant policy on peat. |
| CPRE and the Highways Agency believed there should be a specific policy promoting | Consider the inclusion of a policy on sustainable transport of minerals during |

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| ship and rail transport of minerals into Greater Manchester. | the Preferred Approach Stage. |
| Network Rail explained they were prepared to meet with developers and site operators to discuss the feasibility of proposals for transporting minerals by rail. | Note the response. |

Twenty-six stakeholders attended an Issues and Options Stakeholder Event on 24th February 2010. A full report of the outcomes from the event can be found at www.gmmineralsplan.co.uk. The following table summarises the key points raised.

| Issue Raised | Recommendation |
|---|---|
| Groups queried whether or not the urban area should be completely excluded from the Mineral Safeguarding Area, as this is intended to be a general designation. In addition, the Minerals Plan should be clearer about the definition of a Mineral Safeguarding Area and what it is intended to do. | Comments should be used to inform the delineation of Mineral Safeguarding Areas. The definition of a Mineral Safeguarding Area should be revised to ensure clarity. |
| Groups highlighted a need for the Greater Manchester Minerals and Waste Plans to complement one another with regards to secondary and recycled aggregates to ensure there are no policy gaps. | Review the approach taken by the Waste Plan to secondary and recycled aggregate to ensure no gaps exist. |
| Cost is a major factor in transporting materials by rail/water. It should be assumed that only existing ports/depots will be available. | Use this information when considering future potential for sustainable transport of minerals into Greater Manchester. |
| The Plan needs to be clear about the purpose of Areas of Search and how they will be used. | Ensure the plan is clear about the purpose of the designation 'Area of Search'. |

4.3 Additional Consultation on 'Minerals Safeguarding Areas' (August 2010)

Comments on the Additional Consultation on Mineral Safeguarding Areas were received from thirteen organisations. A full report of the outcomes can be found at www.gmmineralsplan.co.uk. Comments are summarised in the following table:

| Issue Raised | Recommendation |
|---|--|
| Further clarification should be provided as to the definition and purpose of Mineral Safeguarding Areas and how they will be implemented through the Minerals Plan. | The Minerals Plan should be clear about the definition and purpose of Mineral Safeguarding Areas and how they will be used. |
| Representatives from the coal industry were concerned that omitting the urban area from Mineral Safeguarding Areas could potentially result in the sterilisation of a nationally important resource. The Coal | Inclusion of the urban area within a Mineral Safeguarding Area for coal should be taken forward for consideration at the Preferred Approach stage. |

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| Authority provided evidence of coal extraction as part of brownfield regeneration on sites as small as 0.06 hectare and said that this can benefit ground stability. | |
| International environmental designations should not be excluded from Mineral Safeguarding Areas because the purpose of the international designations does not coincide with the purpose of defining Mineral Safeguarding Areas. | Note the response. |

4.4 Preferred Approach (October 2010)

Comments on the Preferred Approach Report were received from twenty-eight organisations. A full report of the outcomes can be found at www.gmineralsplan.co.uk. Comments are summarised in the following table:

| Issue Raised | Recommendation |
|---|--|
| A number of consultees expressed concerns relating to peat, including ecology, habitat, need for peat and use of alternatives, and climate change. Some respondents raised the current planning application at Chat Moss, Salford/Wigan. | Noted. Further work on the Minerals Plan approach to peat will be undertaken as part of the development of the Publication version of the Plan. The current planning application for extension of time at peat extraction sites in Salford/ Wigan is being decided through a separate process. However, any decision made will be used to inform the Publication Minerals Plan. |
| Some consultees, including Peel and The Emerson Group, expressed their concern that the approach to Minerals Safeguarding Areas (MSA) is too onerous and that the Policy should be clear about the types of information developers would be required to provide in the case of a planning application within an MSA. On the other hand, the Minerals Products Association asked for all applicants to provide information to the same high standards as their Association requires. | MPS1 requires Mineral Planning Authorities to identify minerals of potential economic importance for safeguarding from non-minerals development which could otherwise result in its sterilisation. This is particularly important in Greater Manchester the area is not rich in minerals and is therefore increasingly reliant on imports to support development. |
| English Heritage considered that the Preferred Approach did not allow historic quarries to come forward for planning permission in the future, for example for the maintenance and repair of historic buildings. | Noted. Comments received will be considered in detail when developing the Publication DPD. |

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|---|---|
| <p>Mineral Products Association said that the Minerals Plan needs to calculate the future aggregate requirements based on the annual apportionment. This would clarify whether the Minerals Plan could meet its objective to provide for a sustainable supply of minerals.</p> | <p>It is anticipated the revised sub-regional apportionment will be available before publication. These figures will be used to inform the development of the Publication Minerals Plan. The Minerals Plan will be in line with national policy and the requirement to contribute to the aggregate apportionment, although it is recognised that the subregional apportionment for Greater Manchester is combined with Warrington, Halton and Merseyside and any future calculation of provision would be based on that area to protect commercial confidentiality.</p> |
| <p>A number of consultees, including 5 local residents and local action groups, raised concern about the potential Preferred Areas M1 (Land between Montcliffe and Pilkington Quarries) and M2 (Potential Extension to Pilkington Quarry). Concerns included adverse impacts on: traffic, access, dust, noise, landscape, Green Belt, recreation, wildlife and water.</p> | <p>At present the site operator is pursuing an appeal against refusal of a planning application by Bolton Council (this application boundary includes 'M1 Land to the south of Pilkington Quarry). The applicant has also submitted an additional planning application which is being considered by the Council.</p> |
| <p>A number of consultees, including Lancashire County Council, queried how the Minerals Plan was to deal with Fletcher Bank Quarry, given that the potential extension lies outside of Greater Manchester.</p> | <p>Discussion has been held between Lancashire CC and GMGU and further meetings will be sought with the proposers, Peel, to ascertain what they propose from the development and why this was not submitted to Lancashire CC following advice from GMGU.</p> |

APPENDIX A: LIST OF DOCUMENTS REFERENCED IN STATEMENT OF CONSULTATION

The following documents are available to download from www.gmmineralsplan.co.uk .

Scoping and Awareness Raising (November 2009 – January 2010)

- Scoping Report for Sustainability Appraisal (November 2009)
- Identifying and Protecting Mineral Resources in Greater Manchester (November 2009)
- Outcomes Report for Identifying and Protecting Mineral Resources in Greater Manchester (January 2010)

Issues and Options (February 2010)

- Issues and Options Report (February 2010)
- Outcomes from Issues and Options Consultation (April 2010)
- Issues and Options Stakeholder Event Outcomes Report (February 2010)

Additional Consultation on 'Minerals Safeguarding Areas' (August 2010)

- Defining Mineral Safeguarding Areas in Greater Manchester (August 2010)
- Defining Mineral Safeguarding Areas Outcomes Report (September 2010)

Preferred Approach (October 2010)

- Preferred Approach Report (October 2010)
- Preferred Approach Stakeholder Event Outcomes Report (September 2010)
- Outcomes from Preferred Approach Consultation (December 2010)

APPENDIX B: CONSULTEES

The following lists set out specific consultation bodies, general consultation bodies and other consultation bodies that were consulted as part of preparation of the Minerals Plan. This list is not exhaustive. The full Minerals Plan database contains approximately 900 consultees and is available to view on request at GMGU's office.

Specific Consultees

- 4NW
- British Telecom
- Department for Transport (Rail Group)
- Dunham Massey Parish Council
- English Heritage
- Environment Agency
- United Utilities
- Greater Manchester Police Authority
- Highways Agency
- High Peaks National Park
- Mobile Operators Association
- Natural England
- North West Development Agency
- North West Strategic Health Authority
- Norweb Energi
- Nuclear Electric Ltd
- Powergen Plc
- SP Energy Networks
- The Coal Authority
- United Utilities
- All Local Planning Authorities which share a border with Greater Manchester
- All Parish and town councils both within and sharing a border with Greater Manchester

General Consultees

- Church Commissioners for England
- Disability Rights Commission
- Friends of the Earth
- GM Chamber of Commerce
- Healthy Living Partnership
- Manchester Friends of the Earth

Other consultation bodies

- Advisory Council for Education of Romany & Traveller
- Age Concern Salford
- Altrincham Association Football Club Ltd
- Ashiana Housing Association
- British Geological Survey
- British Waterways (North West)
- Campaign for Real Ale
- Centre for Ecology and Hydrology
- Cheshire Wildlife Trust
- Church Commissioners
- Civil Aviation Authority
- Campaign for the Protection of Rural England
- Crown Estate Office
- Disability Rights Commission
- DTZ
- Equal Opportunities Commission
- Forestry Commission
- Friends of the Earth (Manchester & Trafford branches)

- Freight Transport Association
- Greater Manchester Coalition of Disabled People
- GM Ecology Unit
- GM Fire and Rescue Service
- GM Learning and Skills Council
- GM Passenger Transport Executive
- GONW
- Health and Safety Executive
- Help the Aged
- Higham & Co
- Home Builders Federation
- How Commercial Planning Advisers
- Indigo Planning Ltd
- King Sturge LLP
- Knight Frank
- Lafarge Aggregates
- Manchester Airport
- Manchester Chamber of Commerce and Industry
- National Grid (NW Area)
- National Grid Property Ltd
- National Playing Fields Association
- National Trust
- Network Rail
- NFU
- North West Development Agency
- Peel Holdings
- Post Office property holdings
- Ramblers Association (Manchester & High Peak)
- Road Haulage Association Ltd
- RSPB (NW Region)
- Savills
- Sport England North West
- Targetfollow
- The Gypsy Council
- United Utilities
- Viridor Waste Management
- Women's National Commission
- Woodland Trust