### **OLDHAM METROPOLITAN BOROUGH COUNCIL**

### LOCAL DEVELOPMENT FRAMEWORK

### HABITATS REGULATIONS ASSESSMENT

### FOR THE

### DRAFT ASSESSMENT OF EMPLOYMNENT SITES SUPPLEMENTARY PLANNING DOCUMENT

**JUNE 2007** 





#### OLDHAM METROPOLITAN BOROUGH LOCAL DEVELOPMENT FRAMEWORK

#### **Supplementary Planning Document**

The Government has reformed the system of development planning in England. Development Plans are used to control and guide the development and use of land. As part of the reformed system, Oldham Metropolitan Borough Council must prepare a "Local Development Framework".

The Local Development Framework will be a folder of different documents, including Development Plan Documents, which set out the Council's approach to future development in the Borough.

This document is part of a Supplementary Planning Document (SPD). SPDs are documents that expand on policy outlined in a Development Plan Document or provide more detail on it to help in its implementation. They are not formally part of the statutory Development Plan but are material considerations in determining planning applications.

Supplementary Planning Documents have three supporting documents:

- a Sustainability Appraisal,
- a Habitats Regulations Assessment, and
- an Equalities Impact Assessment.

Members of the public may comment on the Supplementary Planning Document and any of the three supporting documents. A document outlining who has been consulted in the preparation of the Supplementary Planning Document, and issues they raised, is also available alongside these documents. This is called a Consultation Statement.

Members of the public may comment on this document during the six-week public consultation period as indicated on the public notice and comments form.

Comments made on the document cannot be treated as confidential.

If you would like further help in interpreting this document please contact the Strategic Planning and Information section on the following telephone numbers: 0161 770 4139 / 4151.

You can also email the team on spi@oldham.gov.uk.

All documents connected with the Local Development Framework are available on the Council's web site at <u>www.oldham.gov.uk.</u>

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The Council will arrange for this document to be made available in alternative formats including large print, electronically, and community languages if requested, and subject to resources being available. Please ring 0161 770 4139, 4163 or 4151 for further information.

વિનંતી કરવાથી, કાઉન્સિલ દ્વારા આ દસ્તાવેજ વિવિધ રૂપમાં ઉપલબ્ધ કરવામાં આવશે. દા.ત., મોટા છાપેલાં અક્ષરોમાં, સીડી કે ઓડિયો ટેઇપ પર અને વિવિધ સમાજની ભાષાઓનો સમાવેશ થાય છે. કૃપા કરી, વધારે માદિતી માટે, 0161 770 4151, 4163 અથવા 4139 નંબર પર ફોન કરો.

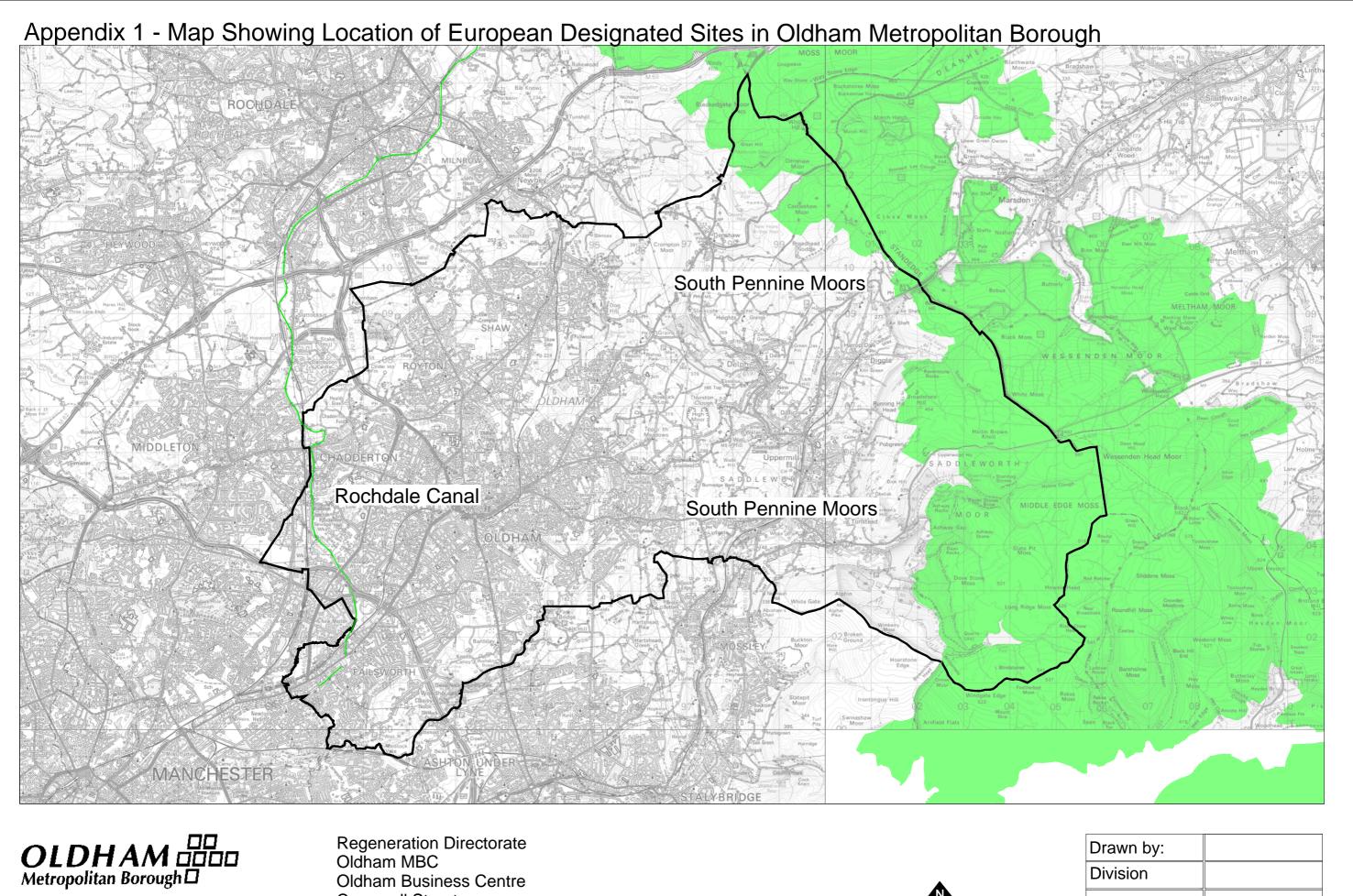
কাউন্সিল, এই দলিলটিকে অনুরোধ সাপেক্ষে এবং যদি উপযুক্ত হয়-অন্যান্য ভাবে পাওয়ার ব্যবস্থা করবে, যার অন্তর্ভুক্ত হল বড় অক্ষরে, ইলেকট্রনিকভাবে এবং কমিউনিটির বিভিন্ন ভাষায়। দয়া করে আরও বিস্তারিত তথ্যের জন্য টেলিফোন করুন 0161 770 4151, 4163 অথবা 4139 এই নম্বরগুলোতে।

اگر مانگ ہوئی اور مناسب ہواتو کونسل اس دستاویز کوموٹی لکھائی ، ٹیپ یا سی ڈی وغیر ہ اور کمیونٹی کی زبانوں میں بھی فراہم کرنے کا انتظام كر \_ كى مزيد معلومات كيلية 1151 0161 ما 4163 ما 165 0161 ما 1169 ما 1139 0161 رفون كرير .

#### Introduction

- i The Council is required under Articles 6(3) and (4) of the Habitats Directive to assess the potential effects of its policies on European Sites which lie within and outside the Borough. The purpose of Habitats Regulations Assessment (HRA) is to ensure that the protection of the integrity of European sites is a part of the planning process.
- ii There are two European designated sites which fall partly within the Borough, namely the Rochdale Canal which is a Special Area of Conservation (SAC) and South Pennine Moors which is a SAC and a Special Protection Area (SPA). For information Appendix 1 contains a map showing the location of the European sites in Oldham Metropolitan Borough.
- iii To meet this requirement the Council requested the Greater Manchester Ecology Unit carry out a HRA on the draft Supplementary Planning Document (SPD) 'Assessment of Employment Sites'. In accordance with draft guidance from the Department for Communities and Local Government<sup>1</sup> this process involves 3 stages:
  - AA task 1 Identifying likely significant effects
  - AA task 2 Appropriate assessment and ascertaining the effect on site integrity
  - AA task 3 Mitigating measures and alternative solutions
- iv Task 1, also referred to as 'screening', determines whether the subsequent steps (tasks 2 and 3) of appropriate assessment are required. In this instance the Greater Manchester Ecology Unit has concluded, subject to changes to the draft SPD, which have been incorporated, that it is not possible to carry out a fully comprehensive Appropriate Assessment, and that the draft SPD provides general advice such that any potentially damaging effects arising from operations or developments controlled by the draft SPD will be avoided and therefore carrying out a full appropriate assessment of the draft SPD is considered unnecessary anyway.
- The results of task 1 are included as Appendices 2 and 3. Appendix 2 assesses the likely impact of the draft SPD on the Rochdale Canal. Appendix 3 assesses the likely impact of the draft SPD on South Pennines Moor.
- vi Members of the public may comment on the Habitats Regulations Assessment during the six week public consultation period as indicated on the public notice and comments form.

<sup>&</sup>lt;sup>1</sup> Planning for the Protection of European Sites: Appropriate Assessment – Guidance for Regional Spatial Strategies and Local Development Documents (Department for Communities and Local Government, August 2006)



Regeneration Directorate Oldham MBC Oldham Business Centre Cromwell Street Oldham OL1 1WR

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#### Appendix 2 – AA task 1 – Identifying Significant Effects

Screening Opinion on the Impact of the Oldham MBC draft assessment of employment site supplementary planning document on the Rochdale Canal Special Area of Conservation (SAC) Provided by Greater Manchester Ecology Unit

#### 1 Brief description of the plan

- 1.1 The draft supplementary planning document sets out the views of Oldham MBC on how it will assess planning applications for the development of residential and/or community uses on sites in Primary Employment Zones (PEZs) and existing employment sites outside of PEZs. The draft SPD provides guidance and advice on -
  - How the Council defines the term 'market assessment' and 'viability' and Housing Market Renewal (HMR) objectives
  - The nature of any assessments required, and how the Council intends to assess such information submitted with applications
  - Circumstances where planning obligations will be appropriate for meeting the HMR criteria
- 1.2 The document is not site specific but covers potential development across the whole district. Operations affected by the document could therefore occur within, or immediately adjacent to, the SAC.
- 1.3 The document could potentially control a very wide range of different development types and developments at different spatial scales. It is not therefore possible for the document to give comprehensive details of all operations and developments that may be controlled by the draft SPD, and therefore it is impossible to address specific potential impacts of developments on the SAC. Instead, a general assessment has been made about possible impacts of the document as a whole on the SAC.

#### 2 Description of the Rochdale Canal SAC

2.1 The Rochdale Canal extends approximately 20 km from Littleborough to Failsworth, passing through urban and industrialised parts of Rochdale and Oldham and the intervening areas of agricultural land (mostly pasture). Water supplied to the Rochdale Canal in part arises from the Pennines. This water is acidic and relatively low in nutrients, while water from other sources is mostly high in nutrients. The aquatic flora of the canal is thus indicative of a mesotrophic water quality (i.e. is moderately nutrientrich) although there is evidence of some local enrichment.

#### 3 Primary reason for designation

3.1 The Rochdale Canal supports a significant population of **floating water-plantain** *Luronium natans* in a botanically diverse waterplant community, which also holds a wide range of pondweeds *Potamogeton* spp. The canal has predominantly mesotrophic water. This population of *Luronium* is representative of the formerly more widespread canal populations of north-west England, although the Rochdale Canal supports unusually dense populations of the plant.

# 4 Floating water-plantain; description and ecological characteristics

- 4.1 Floating water-plantain *Luronium natans* occurs in a range of freshwater situations, including nutrient-poor lakes in the uplands (mainly referable to 3130 Oligotrophic to mesotrophic standing waters with vegetation of the *Littorelletea uniflorae* and/or of the *Isoëto-Nanojuncetea*) and slowly-flowing lowland rivers, pools, ditches and canals that are moderately nutrient-rich.
- 4.2 Luronium natans occurs as two forms: in shallow water with floating oval leaves, and in deep water with submerged rosettes of narrow leaves. The plant thrives best in open situations with a moderate degree of disturbance, where the growth of emergent vegetation is held in check. Populations fluctuate greatly in size, often increasing when water levels drop to expose the bottom of the water body. Populations fluctuate from year to year, and at many sites records of *L. natans* have been infrequent, suggesting that only small populations occur, in some cases possibly as transitory colonists of the habitat. Populations tend to be more stable at natural sites than artificial ones, but approximately half of recent (post-1980) records are from canals and similar artificial habitats. Its habitat in rivers has been greatly reduced by channel-straightening, dredging and pollution, especially in lowland situations.

# 5 Operations that may damage the special interest of the canal include operations and acticities that affect the growth and survival of *Luronium natans*

- 5.1 Dredging of the canal
- 5.2 Draining of the canal
- 5.3 Pollution of the canal
- 5.4 Shading of the canal
- 5.5 Increased boat traffic using the canal
- 5.6 Use of herbicides in or adjacent to the canal

# 6 Impact of the assessment of employment sites draft SPD on the special interest of the SAC

Potentially Damaging Operation	Impact of SPD	Mitigation
Dredging of the canal	It is possible that the development of employment sites adjacent to the SAC for other uses could potentially lead to dredging of the canal (e.g. to enhance leisure use of the canal adjacent to a community use development).	Specific mention should be made of the nature conservation designation applying to the canal in the draft SPD. All operations and developments subject to control through the draft SPD and located within 100m of the canal should, in any documents prepared as a requirement of the draft SPD, take due account of the important nature conservation features of the canal and provide specific and explicit information about how these features will be protected during operations that may result in any potential damage to the special interest of the site.
Draining of the canal	It is possible that the development of employment sites adjacent to the SAC for other uses could potentially lead to the draining of the canal (e.g. to facilitate residential use by improving canal banks)	Specific mention should be made of the nature conservation designation applying to the canal in the draft SPD. All operations and developments subject to control through the draft SPD and located within 100m of the canal should, in any documents prepared as a requirement of the draft SPD, take due account of the important nature conservation features of the canal and provide specific and explicit information about how these features will be protected during operations that may result in any potential damage to the special interest of the site.

Pollution of the canal	It is possible that the development of employment sites adjacent to the SAC for other uses could potentially lead to pollution of the canal during the construction and operational phases of any development. It is also possible that pollution could be reduced, e.g. by relocation or cessation of a polluting industrial use	Specific mention should be made of the nature conservation designation applying to the canal in the draft SPD. All operations and developments subject to control through the draft SPD and located within 100m of the canal should, in any documents prepared as a requirement of the draft SPD, take due account of the important nature conservation features of the canal and provide specific and explicit information about how these features will be protected during operations that may result in any potential damage to the special interest of the site.
Shading of the canal	It is possible that the development of employment sites adjacent to the SAC for other uses could potentially lead to shading of the canal. It is also possible that shading could be reduced, e.g. by the removal of large industrial buildings	Specific mention should be made of the nature conservation designation applying to the canal in the draft SPD. All operations and developments subject to control through the draft SPD and located within 100m of the canal should, in any documents prepared as a requirement of the draft SPD, take due account of the important nature conservation features of the canal and provide specific and explicit information about how these features will be protected during operations that may result in any potential damage to the special interest of the site.
Increase in boat traffic	It is possible that development of employment sites adjacent to the SAC for other uses could potentially lead to an	Specific mention should be made of the nature conservation designation applying to the canal in the draft SPD. All operations and developments subject

	increase in boat traffic (e.g. to enhance leisure use of the canal adjacent to a community use development).	to control through the draft SPD and located within 100m of the canal should, in any documents prepared as a requirement of the draft SPD, take due account of the important nature conservation features of the canal and provide specific and explicit information about how these features will be protected during operations that may result in any potential damage to the special interest of the site.
Use of herbicides	It is possible that development of employment sites adjacent to the SAC for other uses could potentially lead to the use of herbicdes either within or adjacent to the canal (e.g. to enhance leisure use of the canal adjacent to a community use development, or during development of a site)	Specific mention should be made of the nature conservation designation applying to the canal in the draft SPD. All operations and developments subject to control through the draft SPD and located within 100m of the canal should, in any documents prepared as a requirement of the draft SPD, take due account of the important nature conservation features of the canal and provide specific and explicit information about how these features will be protected during operations that may result in any potential damage to the special interest of the site.

#### 7 Conclusions and recommendations

7.1 The overall aim of the document is to ensure that applications for residential and/or community uses within PEZs and other existing employment sites outside of PEZs, are subjected to close scrutiny, so that changes of land-use are only permitted where detailed special circumstances apply. The draft SPD requires that part of this scrutiny will involve a thorough assessment of the possible impacts of a development on the special interest of the SAC and,

accordingly, for operations and developments likely to have a significant impact on the SAC, these impacts will be avoided or mitigated or where they cannot be avoided or mitigated the development will not be permitted.

- 7.2 I would **recommend** that specific mention of the Rochdale Canal SAC be made in the document. Developers of sites within 100m of the Rochdale Canal SAC should be advised that, at the earliest opportunity, they should consult with the Council, Natural England and/or with the Greater Manchester Ecology Unit to discuss the development proposals.
- 7.3 Developers should be required to give recognition of the special importance of the canal and to provide *specific* and *expilict* information as to how any potential damage to the canal is to be avoided during the course of any development. This should be considered during any pre-application discussions with the Council and/or with an application for planning permission.
- 7.4 Providing that the recommendations outlined in this opinion are incorporated into the draft SPD, my overall conclusion is that there will be **no significant damaging effects** arising from the implementation of the document on the special interest of the Rochdale Canal SAC.

#### Appendix 3 - AA task 1 – Identifying Significant Effects

Screening opinion on the Impact of the Oldham MBC draft assessment of employment sites draft supplementary planning document on the South Pennine Moors Special Area of Conservation and the South Pennine Moors Special Protection Area (SPA) Provided by Greater Manchester Ecology Unit

#### 1 Brief description of the plan

- 1.1 The draft supplementary planning document sets out the views of Oldham MBC on how it will assess planning applications for the development of residential and/or community uses on sites in Primary Employment Zones (PEZs) and existing employment sites outside of PEZs. The draft SPD provides guidance and advice on -
  - How the Council defines the term 'market assessment' and 'viability' and Housing Market Renewal (HMR) objectives
  - The nature of any assessments required, and how the Council intends to assess such information submitted with applications
  - Circumstances where planning obligations will be appropriate for meeting the HMR criteria
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- 1.3 The document could potentially control a very wide range of different development types and developments at different spatial scales. It is not therefore possible for the document to give comprehensive details of all operations and developments that may be controlled by the draft SPD, and therefore it is impossible to address specific potential impacts of developments on the SAC. Instead, a general assessment has been made about possible impacts of the document as a whole on the SAC.

#### 2 Description of South Pennine Moors SAC

2.1 This site forms part of the Southern Pennines lying between Ilkley in the north and the Peak District National Park boundary in the south. The majority of the site is within West Yorkshire but it also covers areas of Lancashire, Greater Manchester and North Yorkshire. The largest moorland blocks are Ilkley Moor, the Haworth Moors, Rishworth Moor and Moss Moor. The underlying rock is Millstone Grit which outcrops at Boulsworth Hill and on the northern boundary of Ilkley Moor. The moorlands are on a rolling dissected plateau between 300m and 450m AOD with a high point of 517m at Boulsworth Hill. The greater part of the gritstone is overlain by

blanket peat with the coarse gravely mineral soils occurring only on the lower slopes.

2.2 The site is the largest area of unenclosed moorland within West Yorkshire and contains the most diverse and extensive examples of upland plant communities in the county. Extensive areas of blanket bog occur on the upland plateaux and are punctuated by species rich acidic flushes and mires. There are also wet and dry heaths and acid grasslands. Three habitat types which occur on the site are rare enough within Europe to be listed on Annex 1 of the EC habitats and Species Directive (92/43) EEC. These communities are typical of and represent the full range of upland vegetation classes found in the South Pennines. This mosaic of habitats supports a moorland breeding bird assemblage which, because of the range of species and number of breeding birds it contains, is of regional and national importance. The large numbers of breeding merlin Falco columbarius, golden plover Pluvialis apricaria and twite Carduelis flavirostris are of international importance.

#### 3 Description of the South Pennine Moors SPA

3.1 Special Protection Areas (SPAs) are strictly protected sites classified in accordance with Article 4 of the <u>EC Directive on the conservation of wild birds (79/409/EEC)</u>, also known as the Birds Directive, which came into force in April 1979. They are classified for rare and vulnerable birds, listed in Annex I to the Birds Directive, and for regularly occurring migratory species. The South Pennine Moors SPA includes the major moorland blocks of the South Pennines from Ilkley in the north to Leek and Matlock in the south. It covers extensive tracts of semi-natural moorland habitats including upland heath and blanket mire. The site is of European importance for several upland breeding bird species including birds of prey and waders.

#### 4 Primary reason for designation of the SAC

#### The site supports the following important habitats

#### **European Dry Heaths**

4.1 The site is representative of upland dry heath at the southern end of the Pennine range, the habitat's most south-easterly upland location in the UK. Dry heath covers extensive areas, occupies the lower slopes of the moors on mineral soils or where peat is thin, and occurs in transitions to acid grassland, wet heath and **7130 blanket bogs**. The upland heath of the South Pennines is strongly dominated by heather *Calluna vulgaris*. Its main NVC types are H9 *Calluna vulgaris – Deschampsia flexuosa* heath and H12 *Calluna* 

*vulgaris* – *Vaccinium myrtillus* heath. More rarely H8 *Calluna vulgaris* – *Ulex gallii* heath and H10 *Calluna vulgaris* – *Erica cinerea* heath are found. On the higher, more exposed ground H18 *Vaccinium myrtillus* – *Deschampsia flexuosa* heath becomes more prominent. In the cloughs, or valleys, which extend into the heather moorlands, a greater mix of dwarf shrubs can be found together with more lichens and mosses. The moors support a rich invertebrate fauna, especially moths, and important bird assemblages.

#### **Blanket Bogs**

4.2 This site represents **blanket bog** in the south Pennines, the most south-easterly occurrence of the habitat in Europe. The bog vegetation communities are botanically poor. Hare's-tail cottongrass *Eriophorum vaginatum* is often overwhelmingly dominant and the usual bog-building *Sphagnum* mosses are scarce. Where the blanket peats are slightly drier, heather *Calluna vulgaris*, crowberry *Empetrum nigrum* and bilberry *Vaccinium myrtillus* become more prominent. The uncommon cloudberry *Rubus chamaemorus* is locally abundant in bog vegetation. Bog pools provide diversity and are often characterised by common cottongrass *E. angustifolium*. Substantial areas of the bog surface are eroding, and there are extensive areas of bare peat. In some areas erosion may be a natural process reflecting the great age (9000 years) of the south Pennine peats.

# Old sessile oak woods with *llex* and *Blechnum* in the British Isles

4.3 Around the fringes of the upland heath and bog of the south Pennines are blocks of **old sessile oak woods**, usually on slopes. These tend to be dryer than those further north and west, such that the bryophyte communities are less developed (although this lowered diversity may in some instances have been exaggerated by the effects of 19<sup>th</sup> century air pollution). Other components of the ground flora such as grasses, dwarf shrubs and ferns are common. Small areas of alder woodland along stream-sides add to the overall richness of the woods.

#### 5 Primary reason for the designation of the SPA

5.1 The site qualifies for the designation by supporting populations of European importance of the following species listed on Annex I of the Directive:

#### During the breeding season:

• Golden plover *Pluvialis apricaria*, at least 3.3% of the breeding population in Great Britain

- Merlin *Falco columbarius*, at least 5.9% of the breeding population in Great Britain
- Peregrine *Falco peregrinus*, at least 1.4% of the breeding population in Great Britain
- Short-eared owl *Asio flammeus*, at least 2.5% of the breeding population in Great Britain
- 5.2 The SPA supports an internationally important assemblage of birds. During the breeding season the area regularly supports:

Actitis hypoleucos, Calidris alpina schinzii, Carduelis flavirostris, Gallinage gallinago, Numenius arquata, Oenanthe oenanthe, Saxicola rubetra, Tringa tetanus, Turdus torquatus, Vanellus vanellus

# 6 Operations that may damage the special interest of the SAC include

- 6.1 Cultivation
- 6.2 Grazing
- 6.3 Mowing or cutting
- 6.4 Application of manure, fertilisers or lime
- 6.5 Application of pesticides
- 6.6 Burning
- 6.7 Drainage
- 6.8 Extraction of minerals including peat, topsoil and subsoil
- 6.9 Construction or removal of roads, tracks, walls, fences, hardstands, banks, ditches or other earthworks or the laying or removal of pipelines and cables
- 6.10 Erection of permanent structures
- 6.11 Use of vehicles likely to damage the vegetation
- 6.12 Pollution
- 6.13 Recreational activities
- 6.14 Agricultural intensification leading to loss of bird feeding areas outside the designated site

## 7 Impact of the assessment of employment sites draft SPD on the special interest of the SAC

Potentially Damaging Operation	Impact of SPD	Mitigation
Cultivation	None	None required
Grazing	None	None required

Mowing or cutting	None	None required
Application of	None	None required
manure,		
fertilisers or lime		
Application of	None	None required
pesticides		
Burning	None	None required
Drainage	None	None required
Extraction of	None	None required
minerals		
Construction or	It is possible that	Specific mention should be
removal of roads,	operations and	made of the nature
tracks, walls,	development	conservation designation
fences,	controlled by this draft	applying to the South
hardstands,	SPD could lead to this	Pennine Moors in the draft
banks, ditches or	impact	SPD. All operations and
other earthworks		developments subject to
or the laying or		control through the draft
removal of		SPD and located within
pipelines and		500m of the Moors should,
cables		in any documents prepared
		as a requirement of the
		draft SPD, take due
		account of the important
		nature conservation
		features of the Moors and
		provide specific and explicit
		information about how
		these features will be
		protected during operations
		that may result in any
		potential damage to the
		special interest of the site.
Erection of	It is possible that	Specific mention should be
permanent	operations and	made of the nature
structures	development	conservation designation
	controlled by this draft	applying to the South
	SPD could lead to this	Pennine Moors in the draft
	impact	SPD. All operations and
		developments subject to
		control through the draft
		SPD and located within
		500m of the Moors should,
		in any documents prepared
		as a requirement of the
		draft SPD, take due
		account of the important
	1	nature conservation

		features of the Moors and provide specific and explicit information about how these features will be protected during operations that may result in any potential damage to the special interest of the site.
Use of vehicles likely to damage the vegetation	None	None required
Pollution	There is potential for developments affecting contaminated land to damage the special interest of the SAC through causing damaging effects on habitats and species	Specific mention should be made of the nature conservation designation applying to the South Pennine Moors in the draft SPD. All operations and developments subject to control through the draft SPD and located within 500m of the Moors should, in any documents prepared as a requirement of the draft SPD, take due account of the important nature conservation features of the Moors and provide specific and explicit information about how these features will be protected during operations that may result in any potential damage to the special interest of the site.
Recreational activities	None	None required
Agricultural intensification	None	None required

#### 8 Conclusions and recommendations

8.1 The overall aim of the document is to ensure that applications for residential and/or community uses within PEZs and existing employment sites outside of PEZs, are subjected to close scrutiny, so that changes of land-use are only permitted where detailed special circumstances apply. The draft SPD requires that part of this scrutiny will involve a thorough assessment of the possible impacts

of a development on the special interest of the SAC/SPA and, accordingly, for operations and developments likely to have a significant impact on the SAC/SPA, these impacts will be avoided or mitigated or where they cannot be avoided or mitigated the development will not be permitted.

- 8.2 I would **recommend** that specific mention of the South Pennine Moors SAC/SPA be made in the document. Developers of sites within 500m of the South Pennine Moors SAC/SPA should be advised that, at the earliest opportunity, they should consult with the Council, Natural England and/or with the Greater Manchester Ecology Unit to discuss the development proposals.
- 8.3 Developers should be required to give recognition of the special importance of the Moors and to provide *specific* and *expilict* information as to how any potential damage to the Moors is to be avoided during the course of any development. This should be considered during any pre-application discussions with the Council and/or with an application for planning permission.
- 8.4 Providing that the recommendations outlined in this opinion are incorporated into the draft SPD, my overall conclusion is that there will be **no significant damaging effects** arising from the implementation of the document on the special interest of the South Pennine Moorsl SAC/SPA.